

DRUG ABUSE IN THE NEW YORK CITY SCHOOLS

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HEARINGS  
BEFORE THE  
SELECT COMMITTEE ON  
NARCOTICS ABUSE AND CONTROL  
HOUSE OF REPRESENTATIVES  
NINETY-FIFTH CONGRESS  
SECOND SESSION

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AUGUST 30, 31, AND SEPTEMBER 1, 1978

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# DRUG ABUSE IN THE NEW YORK CITY SCHOOLS

WEDNESDAY, AUGUST 30, 1978

HOUSE OF REPRESENTATIVES,  
SELECT COMMITTEE ON NARCOTICS ABUSE AND CONTROL,  
*New York, N.Y.*

The Select Committee met pursuant to notice at 10:25 a.m., in room 306, 26 Federal Plaza, New York, N.Y., Hon. Lester L. Wolff (chairman of the Select Committee) presiding.

Present: Representatives Charles B. Rangel, Leo C. Zeferetti, Benjamin A. Gilman, and Mario Biaggi.

Staff present: William G. Lawrence, chief of staff; Doreen Thompson, staff counsel; Jack Peplow, investigator; Alma Bachrach, investigator; and Thomas J. Mackell, special counsel.

Chairman WOLFF. The committee will come to order. This week's hearings continue the House Select Committee on Narcotics Abuse and Control's investigation into drug abuse in the New York City schools, continuing a study that began over a year ago and has been intensely pursued.

The committee is disturbed by reports of increasing drug abuse, absenteeism, vandalism, and high dropout rates in the schools, as well as a serious lack of security. Through these hearings, we shall try to pinpoint the magnitude of drug abuse and related problems in the schools, as well as the success or lack of success by government and private efforts to cope with these problems.

Of particular concern to the committee is the rising number of absentees in the school system. According to the bureau of attendance of the New York City Board of Education, the daily absentee rate as of December 1977 was 200,000 students out of a total enrollment of 1,099,044. Of this number, approximately 80,000 are considered "hard-core" truants, that is, they stay away from school at least 50 days per school year.

A breakdown by types of schools for 1976-77 shows that the average academic high school student missed 48.74 days out of 184 total school days. The average number of days missed by elementary school students district-wide was 25.14. Junior high school students missed an average of 26.62 days.

The committee intends to discover, if possible, the extent to which hardcore absenteeism is related to drug abuse. We will also explore the significant financial losses incurred as a result of student nonattendance. The city loses \$4 a day in Federal-State aid for every pupil absent. For the 200,000 daily absentees, that's a loss to the city of New York of about \$4 million a week.

Information gathered by this committee indicates that the drugs of choice in the city's school system are marihuana, alcohol, pills, cocaine,

and hallucinogens. One drug that appears to be particularly in vogue is phencyclidine—or PCP—more commonly known as “angel dust.”

We have been given by the DEA samples of angel dust. This is from a case that is now in progress. This sample is actually parsley that has been mixed with angel dust and ready for smoking. Angel dust is a dangerous, dangerous drug. It far exceeds the potentialities of any of the other drugs that we have had before us or known to be used in the city schools.

It is basically an animal tranquilizer, primarily to tranquilize animals in zoos. It is a drug that has certainly no known strength or potential by the person who is using it and actually can trigger behavior that is similar to schizophrenia—unpredictable aggressive behavior and even death.

There is a case on record of one youngster who drowned in 3 inches of water. There is another case on record of a young person seated in a chair next to a fire. The fire was consuming the room, and the youngster was actually paralyzed to such an extent that he could not move out of the chair in which he was sitting.

So, we are not dealing any longer in the area of so-called harmless drugs. We are dealing in something that should probably be called hell's fire rather than angel dust.

A New York State Division of Substances Abuse survey of grades 7 to 12 administered last spring found that 257,000, or about 14 percent, of the students in the State have used PCP at least once in their lives. About 7 percent, 118,000, of the secondary students used the drug for the first time in the past year.

It shows we are really reaching epidemic proportions in the use of PCP. I might say that in Nassau County recently there was a statement issued by Harold Adams, the commissioner of alcohol and drug abuse, and their survey showed that 11 percent of the students are using PCP in the county of Nassau. And the survey conducted among 53 programs in the department network of drug treatment services includes only those people who sought help.

So what we're looking at is a potential that far exceeds those reported figures.

Another topic to be addressed at our hearings is the extent and success of prevention and treatment programs. Our 1977 preliminary staff study on drugs in the New York City schools found that less than 50 percent of grades 7-12 has even participated in these programs. The committee is interested in exploring obstacles to the effective identification and treatment of drug abusers. For example, why are school districts reluctant to fill out vital forms on students which would identify drug abusers?

The first witness this morning will be Staff Investigator Jack Peplow who will provide us with some background of the committee's year-long investigation into the drug abuse situation in the New York City schools. Mr. Peplow will also be able to give us statistics as to the high absentee rate and its possible relation to drug abuse.

Following we will hear from Thomas J. Mackell, special counsel to the Select Committee who has also been involved in this investigation.

Then we will hear from Daniel Klepak, commissioner of drug abuse services of the State of New York; Sterling Johnson, special prose-

cutor for New York City; and Capt. Francis Daly of the youth aid division, New York City Police Department.

Continuing, we will also hear from our colleague Congressman Fred Richmond who will make a statement on drug abuse in the city of New York.

But before we begin, I would like to pass to my colleagues on the committee. Mr. Rangel?

Mr. RANGEL. Thank you, Mr. Chairman. The importance of today's hearing is without question. It strikes at the very inception of drug abuse and misuse, our youth and the issue of drug abuse prevention. In spite of all of the moneys, efforts, battles, and wars waged by the Federal and State governments, the abuse of drugs has increased in unprecedented dimension. Over the last several years we have spent millions of dollars and seen it gone into ill-conceived and antiquated notions of cures for addiction and abuse.

Nevertheless, on an almost daily basis we're faced with the realization that unless bold and imaginative steps are taken, the drug problem will undoubtedly exacerbate. We are forced to accept on a daily basis one certain fact about ourselves and this society, that we do encourage the use of drugs. We need look no further than to alcohol, nicotine, caffeine, and the spate of prescription drugs that are accepted as alleviating our stresses.

It is, therefore, not at all surprising to see that our young people turn to one "in" drug after another. One year, uppers and downers; this year, PCP, alcohol, and marihuana. Why should we be surprised that with alcohol abuse increasing with the lowering of the drinking age and that with decriminalization of marihuana the prospect of attendant misuse and abuse increases. The combination of availability of drugs, the unenforceability of laws against drugs, and the attendant reasons adolescents use drugs to escape reality and the world of adult requirements, cause us to believe that there has to be something done in the area of research so that we can effectively at least give our youngsters an alternative.

If this committee can do nothing else except to point out that we are willing to share as partners with the city and State government to make certain that our youngsters at least have the option to know of the dangers involved in this short-term trip they are taking and the long-time effect that it can have on their lives and the lives of their families, we have done well.

Chairman WOLFF. Thank you very much, Congressman Rangel.

Mr. Gilman?

Mr. GILMAN. Thank you, Mr. Chairman. Mr. Chairman, I want to commend the committee and commend you for bringing us once again back to the metropolitan area to take a good hard look at our city school system, a problem that not only affects New York City but affects every city in the Nation and affects every part of our State and affects every State in the Nation.

We have come to recognize on this committee the crisis proportions of the narcotics problem confronting our Nation. It is a problem that not only confronts the United States but confronts other countries throughout the world.

We recognize that narcotics are sweeping our country in tidal wave proportions, and we must raise public consciousness to the problem.

We recognize, too, the need for more effective local enforcement, more effective State funding, better programs at State levels, and, of course, a better cohesive and more effective program nationally and internationally.

The narcotics crisis has risen to major proportions in our Nation, some 400,000—at least 400,000 hardcore addicts in our Nation. It has been estimated that there is at least \$10 billion of narcotics traffic in a year, and that is a highly conservative estimate.

Just this past week, I think, over 460-some pounds of cocaine were seized at an astronomical market figure of over \$1 billion. When we first went to South America, we estimated that the cocaine coming out of Latin America was about \$500 million a year, and we soon found that that exceeded billions of dollars a year and exceeded their exports each and every year.

Narcotics has taken over 4,000 to 5,000 of our young people each and every year who have succumbed to overdoses of drugs. Over \$20 billion of drug-related crime a year has come out of the pockets of our taxpayers.

Again, the function of this committee is to help raise the public consciousness and to help encourage local governments, State governments, and our Federal Government to adopt a more effective cohesive concentrated effort to stem the tide of narcotics trafficking and to help rid our Nation of the extensiveness of drug abuse. And I look forward to hearing the testimony this morning.

Chairman WOLFF. Mr. Biaggi?

Mr. BRAGER. Thank you, Mr. Chairman. I will not be redundant and review the comments that have been made. But in relation to the hearings today, as to the drug effects and impact on the school system, it appears to me that we are confronted with the age-old problem. The schools heretofore traditionally have been regarded as sacrosanct. There is a blase attitude with relation to angel dust today. Yesterday it was a host of other esoteric drugs, and tomorrow who knows what it will be. But the net effect will be the blase attitude will continue until the school officials realize that the schools are no longer anything else but an extension of the streets with relation to crime and drugs.

The proliferation of drugs in the systems will continue. The effect of the addiction problem in the schools is devastating. It is devastating with relation to absenteeism, and the consequent tax and dollar fall-off is very damaging. We have some better than 1,099,000 enrollees. We have 200,000 absentees daily. It is estimated that there are some 80,000 hardcore addicts among those 200,000. Those are dramatic figures and they have dramatic impact.

If we do nothing else today but raise the consciousness, as has been mentioned, to school officials to this problem and the need for them to deal realistically and not say, well, it's angel dust; it has a fascinating ring to it, a quality of holiness; angel dust. They take the sophisticated attitude. But the net result is disastrous. Unless they change their attitudes, unless public officials change their attitudes, the continuance of the problem will have its long-lasting effects.

Chairman WOLFF. Thank you, Mr. Biaggi.

Mr. Zeferetti?

Mr. ZEFERETTI. Thank you, Mr. Chairman. I, too, share the concern over the rampant drug abuse in our city schools. There is no question but that this problem has reached epidemic proportions and that it has touched every man, woman, and child in the country.

One of the things that really touched me is that we have a situation where it is easier for our kids to buy drugs than it is for them to learn how to read and write properly. Drug abuse has left a devastating impact on our schools where violence and theft in the school system and on school property has turned many of our schools into custodial institutions and where the name of the game seems to be preserving order.

I really want to congratulate you, Mr. Chairman, for coming into our cities, cities throughout the country that face this type of urban problem. And I think not too far along down the road, if we don't grasp the effect on our urban areas, we're going to find that it is gradually growing and growing until every part of this country is going to be adversely hit with some degree of violence and property loss.

I want to commend the committee for taking this to the people and bringing it to the city. And I want to thank the witnesses for being here today to educate us even further down the road as to the possible solutions, if there are any, because none is easy to come by and there is no simple answer.

Thank you, Mr. Chairman.

Chairman WOLFF. Thank you very much, Mr. Zeferetti.

If there is one aspect of this that I think should be very apparent, it is that this is not only limited to New York City, this question of PCP. I have a report from one of our investigators on the number of violent deaths and accidents from around the country. The statement is as follows:

One of the problems in assessing the extent of PCP as a contributory cause of death and violent accidents has been that medical examiners have not routinely tested for PCP in violent deaths and accidents. This can probably be attributed to the difficulty and the time necessary to test routinely for PCP or angel dust. Unless there is a specific cause to suspect PCP, such as psychotic behavior prior to a violent accident or death, medical examiners have been content to attribute the death or accident to its immediate source—car, gun, or knife—rather than search for the underlying cause.

Since 1978, the medical examiner in New Orleans, Frank D. Minyard, has been routinely testing for PCP in violent accidents. In a 3½ month period he found 55 cases of PCP abuse contributing to violent accidents or death. This is an extraordinarily high figure underscoring the seriousness of the problem. And Dr. Minyard believes PCP to be even a more serious problem in New Orleans than heroin is today.

I think this is symptomatic of the situation that we find, that really many of the deaths that are occurring are not attributed to their prime cause, which could be PCP.

Mr. Richmond? Mr. Richmond is not a member of the committee, but a Member of Congress from this area, and has requested the opportunity to make a statement.

**TESTIMONY OF HON. FREDERICK W. RICHMOND, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF NEW YORK**

Mr. RICHMOND. Mr. Chairman, I want to congratulate you, Congressman Rangel, Congressman Zeferetti, Congressman Gilman, and



the other members of your committee. I think you do one of the most important jobs that possibly can be done in the United States today, and I think your opening statement clearly outlined how serious the problem is.

As secretary of the New York State Congressional Delegation, I would like to thank all of you for holding these crucial and timely hearings on drug abuse in New York City schools.

That a drug abuse epidemic is plaguing our school system is beyond doubt. The effect of our drug culture on youngsters, their lack of attentiveness in class and attendance in school is well-known and hopefully will be further documented by today's hearing.

As you probably know, the commitment of the city of New York to stemming the tide of drug abuse is unquestionable. Of course, its effectiveness is another matter.

Currently, our city spends \$34 million on drug enforcement prevention and treatment programs. But still the number of young people who are affected by hard drugs such as heroin, methadone, barbiturates, cocaine, angel dust, and amphetamines continue to rise.

Our city school system is faced with this epidemic and obviously many innovative programs to educate high school students of the dangers of drug abuse are of great necessity.

I am here this morning for a simple purpose, to advise the committee that currently the National Institute on Drug Abuse has \$800,000 earmarked for research programs which has yet to be spent.

Last week, Representatives Solarz, Rosenthal, Addabbo, Scheuer, Chisholm, Murphy, and Zeferetti joined me in an appeal to Acting Director of NIDA, Karst Besteman, urging an additional allocation of unspent NIDA funds for New York's drug programs. Following today's hearings, I will move to amend our appeal and adhere to whatever guidelines the House Select Committee on Narcotics Abuse and Control believes is appropriate. Thank you.

Chairman WOLFF. Thank you very much, Mr. Richmond. It is a matter of great concern to us. We are very much concerned with the oversight responsibilities which this committee has and its relationship to NIDA. And when we find that there is \$800,000 that is going unused at a time that is a very critical period for drug abuse, we certainly are going to follow this up and support you in your effort.

Mr. RICHMOND. Thank you, Mr. Chairman. With your approval, I'll go ahead and try to get that \$800,000 earmarked for New York City.

Chairman WOLFF. My approval is not necessary. I'm sure the committee joins with me in supporting your effort.

Mr. GILMAN. I would like to commend the gentleman from New York for having taken the time to appear here today and for his continued concern about this problem in metropolitan New York and throughout our Nation. I hope that he will certainly continue in his efforts, and we'll be joining with him wherever we can to be of assistance.

Mr. RICHMOND. Thank you, Mr. Gilman.

Chairman WOLFF. Mr. Richmond, as secretary of the delegation, I might ask you if you can get the rest of the members of the delegation to support this effort.

Mr. RICHMOND. With your approval, Mr. Chairman, I will get busy on it today.

Chairman WOLFF. Thank you. Mr. Rangel?

Mr. RANGEL. Yes, these funds that you describe as being earmarked—we will have people from New York City as well as Commissioner Klepak here—are they earmarked for ongoing programs?

Mr. RICHMOND. Mr. Rangel, my understanding is these are leftover funds. As you know, we're coming to the end of our fiscal year and, as usual, there are several sources of unspent funds. We have learned of these \$800,000 just being merely unspent research funds.

Mr. RANGEL. They're national?

Mr. RICHMOND. Yes, national.

Mr. RANGEL. So we don't really know what part would be earmarked for our city and State?

Mr. RICHMOND. You know, Mr. Rangel, if no one asks for this money, usually it goes back to the general fund account, the same way we got the extra summer jobs, the same way hopefully we'll get money from HUD on their unspent fund for section 8 properties, since we know we're being discriminated to the tune of 50 percent on housing in the city of New York.

With your approval, I would like to go after that \$800,000 for New York City research.

Mr. RANGEL. I agree that we all have a responsibility to bring as many dollars and cents as we can to our city and State. I am also concerned as to the effectiveness of the programs that we have, and whether or not any proposals are pending in Washington where these funds which you have been able to identify can be more effectively used.

I think that we have an obligation on this committee not only to bring in the Federal dollars but to follow that Federal dollar to make certain that the preventive programs are locked into place, and that is one of the major reasons for these hearings. And that where we have rehabilitation programs we have some that can measure with some degree of success as to whether or not they are functioning.

I do think we have a responsibility during the course of these hearings to find out where we are with the city and State's efforts in order to combat this serious problem.

Mr. RICHMOND. Thank you, Mr. Rangel.

Chairman WOLFF. Thank you, Mr. Rangel. Mr. Zeferetti?

Mr. ZEFERETTI. I, too, want to join in commending my colleague from Brooklyn—not New York City, but from Brooklyn—along with that to answer some of your concerns, Mr. Rangel. We joined in the effort to get these funds and there have been projects that have been before this committee that we felt were working in good order. And, again, if it is just the idea of getting the funds beforehand and then maybe earmarking them after, I think the concern of the members that signed Mr. Richmond's letter was that these funds do not go back into the general fund and in fact have the ability to be used in areas where in fact we think they might serve the best interests of our city. And I think that is the thrust of the idea behind the letter.

And I think with your help, with the committee's help, and with some of the experts that came before us, we can, if there are a few extra dollars, maybe we could put them to good use.

Mr. RANGEL. Well, I have had the opportunity, Mr. Zeferetti, to read the titles of many of the research projects that have been sponsored by NIDA. And I think that all the members of this panel would agree

that we have just about studied some of these problems long enough, and that they should start reaching those that are adversely affected.

Chairman WOLFF. Thank you. Thank you, Mr. Richmond. If you would like, you can join us on the panel.

I would just like to ask the DEA representative here, could you give us an idea of the street value of something like this? [Holding up a plastic bag containing PCP.]

Mr. COSTELLO. Right now I would have to estimate somewhere around \$5,000 or \$6,000.

Chairman WOLFF. Could you identify yourself, please?

Mr. COSTELLO. Costello, Mike Costello.

Chairman WOLFF. This is about \$5,000 or \$6,000 per bag?

Mr. COSTELLO. Yes.

Chairman WOLFF. We shall now call our first witness. Mr. Jack Peploe, Staff Investigator for the Narcotics Investigating Committee.

**TESTIMONY OF JACK PEPLOE, STAFF INVESTIGATOR FOR THE  
SELECT COMMITTEE ON NARCOTICS ABUSE AND CONTROL**

[Witness sworn.]

Chairman WOLFF. Mr. Peploe, before you give your testimony, I would like a little background. You are a former enforcement officer?

Mr. PEPLOE. Yes, I'm a former police officer from the county of Nassau. I was a police officer for 15 years.

Chairman WOLFF. Would you like to add anything else?

Mr. PEPLOE. After that I had my own investigating agency and I was employed in the security aspect of some electronics plants.

Chairman WOLFF. And you were also in CID?

Mr. PEPLOE. Prior to going in, I was a member of the CID. I started out in the infantry and ended up in the CID in World War II. And I also—while I was in the police department, I was a member of the Police Boys Club Division of Nassau County Police.

Chairman WOLFF. In other words, you did not start this investigation from scratch, but you had a long history of investigative activity?

Mr. PEPLOE. I've been interested in the youth of America since I became a man.

Chairman WOLFF. Would you please proceed?

Mr. PEPLOE. Thank you, sir.

Mr. Chairman and members, in the early part of 1977, I was advised by the chairman that he was appointing me to do the followup investigation on drug abuse in the city's school system. In order to have a solid base for the investigation, I interviewed school personnel, both professional and nonprofessional, students in the elementary, junior high, and high schools, and made on-site inspections of school properties.

The interviews provided a great deal of information regarding present patterns of drug abuse in the city's school system. As a result of the information obtained, we have been able to estimate the major substance of abuse by the school-age population in their order of preference to be marihuana, alcohol, pills—both stimulants and depressants—cocaine, and hallucinogens.

Approximately 1 year ago, PCP or "angel dust" was rapidly gaining in popularity, and by now it rates in popularity just behind marihuana

and alcohol. It is the general feeling of students and drug counselors that heroin use has become socially unacceptable to the majority of the students, although its use may be more prevalent by those individuals lost to the school system.

Fads in the drug culture come and go. Another substance which I came across during my investigation, and which can be purchased legally at "head shops" and other mod-type establishments as a room deodorant is called "locker room" or "rush." Again, the fumes when inhaled give the user an exhilarating 90-second high. The reason I mention this last substance is that even though authorities feel they are getting a handle on a particular drug problem, something else quickly replaces it.

I also found because of the decentralization of the New York City school board that there is no standardized drug intervention program in existence among the community school districts. As a result, each district develops its own program for approval by each local school board. Some districts have great programs and others leave much to be desired.

The program developed and run by the central school board of education under the direction of Arthur Jaffe is called SPARK. You will hear from Mr. Jaffe on Friday. I would like to go on record as stating I believe this program is probably one of the best available in the metropolitan area.

From my observations, the counselors appeared to have established rapport with the participants in the program. If there is to be a criticism of the high school intervention program, it must be that by the time a student is involved in SPARK, he may have been in the drug culture too long for any program to help him. It is my belief that it would be valuable if there were programs in the elementary and junior high school that could at least identify a user or potential user. Then the personnel of SPARK, when he arrives at the high school level, could immediately begin to integrate the student into their program.

It is physically impossible for the counselors assigned to the high schools by SPARK to be able to identify all those in the drug culture, or susceptible to the drug culture. Unless the students' peers, parents, or teachers bring the condition to the attention of the SPARK counselor, much valuable time is lost.

Another problem I discovered is that of the untrained classroom teacher. By this I mean unable to recognize the drug troubled youngster. Frequently, this teacher will react in a negative and harmful manner. He or she either tries to ignore the student's use of drugs, or adopts a hard intemperate attitude in trying to prevent its use.

It is my opinion that all school personnel should receive training in identification, which should not be confused with diagnosis. Teachers must be sensitive to the problems of drug use and abuse without concluding that any particular students are users or addicts.

Chairman Wolff, you mentioned in your opening remarks the loss in State and Federal aid to the New York City school system because of the high absentee rate. When calculated on the basis of \$4 per day for each of the 200,000 absentees, with 184 days, this amounts to \$147 million a year.

One of the most shocking things I found is that many of the schools no longer perform their basic function of teaching because the halls,

restrooms, and school grounds are overrun by young hoodlums. The effective teacher now finds himself in the role of the enforcer, defender of the weak, prosecutor, and beat cop. Consequently, there is little time if any, for teaching and maybe this is why "Johnny Can't Read Anymore."

The ineffectiveness of the school guard would be laughable if it were not so tragic. Many come across as Mack Sennett Keystone Cops. If the director of school security and safety has maintained proper records, these schools should be easily identified. If not, I'm sure the United Federation of Teachers' union files can confirm this by reports from battered and bruised teachers.

I raise this issue in hopes that the members on Friday will look deeper into this situation with the proper school authorities. A possible defense for lack of proper security will surely be lack of funds. It is my belief that lack of funds may be part of the answer. However, using the limited funds available to hire security personnel capable of dealing with the situation is foremost.

A complete review of the hiring practices, training, and physical capabilities of all school security personnel should be one of the highest priorities of the new chancellor.

This investigation was not begun as an indictment against the New York City school system. The probability that this situation exists in other major metropolitan areas is very likely and deserves the attention of the committee.

We need to be able to identify the major issues which contribute to youngsters losing interest in school, turning to drugs, and eventually becoming an economic and social burden to their loved ones and society as a whole.

Mr. Chairman, I appreciate the opportunity you have given me to highlight the major points of this investigation. Thank you.

[Mr. Peploe's prepared statement appears on p. 35.]

Chairman WOLFF. Thank you, Mr. Peploe.

We will proceed now to the other witness from the committee, Mr. Thomas Mackell.

Mr. Peploe, if you don't mind, if you would stay here for questions after Mr. Mackell has completed his statement.

Mr. Mackell is special counsel to this committee. Could you identify yourself and your background, first, Mr. Mackell, and then I will swear you.

Mr. MACKELL. Yes, Thomas J. Mackell. I was a police officer in the city of New York and a detective for 10 years. And then subsequently a member of the State Senate for 12 years involved in matters of the nature that we're now discussing today, and for 6 years as the district attorney of Queens County with a special interest in the drug problem.

Chairman WOLFF. Yes, I know that. Actually, some of the interests that I have initiated on the drug problem stems from the work that you did in Queens County a number of years ago.

Mr. Mackell, will you be sworn please?

[Witness sworn.]

TESTIMONY OF THOMAS J. MACKELL, SPECIAL CONSULTANT TO  
THE NARCOTICS INVESTIGATING COMMITTEE

Mr. MACKELL. Just about 2 years ago, the House of Representatives voted almost unanimously to establish this Committee on Narcotics Abuse and Control, a committee which is mandated to conduct a comprehensive study of the Federal efforts to control narcotic abuse. As part of that effort, these hearings are being held this week to determine the extent of the drug abuse problem in the schools in New York City.

It did not take this committee long to determine through investigations and hearings that the efforts of the more than 60 agencies and departments within the Federal Government were fragmented, lacking, in some cases, total coordination.

As a part of this continuing investigation, the Select Committee came to look at the problems of drug abuse in New York City. Hearings were conducted in response to then Mayor Beame's request that the Federal Government take over the funding responsibility for the city's narcotic enforcement programs. During the hearings, it was determined that there was virtually no enforcement of street level violations, largely because of very limited resources.

And you, Mr. Chairman, and myself and other members of this committee, I can recall, in May of last year, 1977, were escorted up to the Harlem streets and viewed personally the problems where there was such a total lack of law enforcement as far as street sales were concerned. And I think it was imperative that we continue the investigation as we are today.

In conjunction with this hearing, the Select Committee conducted a preliminary study into drug abuse in our city's schools. That study pointed to the reduction in services in the drug abuse prevention and intervention programs being offered to the students. One of the primary reasons given for a reduction in such services was major funding cuts.

The State of New York's Office of Drug Abuse Services indicated to the committee that while the New York City public schools have succeeded in concentrating their intervention efforts upon students who have used drugs, there was a clear need to extend intervention services to a larger percentage of the students. At the same time, they stated that the New York City public schools must increase the exposure of nonusers to prevention programs to keep that group from becoming involved with drugs.

The chairman has already made reference to the absentee statistics, so I won't repeat them. However, these cuts that we made reference to have affected the school system's ability to function properly and have taken place within the bureau of attendance in particular.

During the 1975-76 school year you have heard the attendance record, but the cuts which we referred to have occurred over the past 2 years, have reduced the bureau of attendance staff by nearly one-half, leaving some local school districts with no attendance teachers to even attempt to locate a truant student.

The fact that 80,000 to 90,000 children reported by the board of education as having been lost to the school system is of major concern.

These children are now roaming the streets of New York without any knowledge on the part of the city officials, the truancy board, or anybody else as to where they are and what they are doing.

That was from the study released over a year ago. The situation not only still exists, but it has increased to a point at which the bureau of attendance of the New York City Board of Education estimates the daily student absentee rate to be 200,000 out of a student enrollment of 1,099,044 as of December 1977. Some say that that number is a conservative one.

In particular, as of August 8, 1978, just 3 weeks ago, I received a letter from Mr. Henri Belfon, division supervisor of compulsory education, and he informed this committee that for the month of April 1978 we have the following statistics:

For elementary schools, on an average of 184 days, again, which is their standard for the number of days per year, the school year, youngsters were absent 18.03 days of that 184 days. In the intermediate or junior high school, it went up to 26.86; for the academic high school, it went up to 41.67; and in the vocational high schools, it was down to 34.04.

And the alternate high school, which has to do with the drug problems, drug-related problems, 48.76.

As of May—as late as May of this year, the same statistics, although in elementary it went up to 23.20, it went up for the junior high schools and intermediate schools up to 32.16. Perhaps that is because of the warmer weather.

Academic high school, it went up to 42.96.

And vocational high school, it went up 34.56.

And for the alternate high school, it went up to 54.96.

Translating these estimates into dollars, Mr. Peplow of the committee pointed out how it comes to approximately \$60 million a year that could be saved if these youngsters were back in school. And as a result of putting on more attendance officers, perhaps we could bring in sufficient funds to the city school system to make up for this loss.

The chairman has also mentioned about the 80,000 hardcore, those who are absent from school a minimum of 50 days per year. For all intents and purposes, they have left the school system entirely.

But what about the remaining 120,000 daily absentees? If we were to reduce the absenteeism rate of this group by a mere 25 percent, the city school system would gain an average of \$320,000 more in daily attendance aid or \$1.6 million each week.

You take this figure even further, and for a 180-day school year, New York City would be gaining \$57.6 million in aid.

Mr. GILMAN. Mr. Mackell, if I might interrupt, do you have any idea what proportion of those absentees are narcotic people? I know you have not had an accurate estimate, but can you give us your opinion of what percentage of the absentees are involved in narcotics?

Mr. MACKELL. I'm happy you asked that question, because the beginning of my next paragraph states: What percentage of these absentees is involved with drug abuse?

Mr. GILMAN. Do you have any gut feeling about that?

Mr. MACKELL. I have a letter here I'm about to read, Congressman, from Judge Williams, who is the administrative judge of our family court of the city of New York, and I would like to read it for the record

for the committee. This was dated August 15, 1978, just a week or so ago:

DEAR MR. MACKELL: This is an acknowledgement of and response to your letter of August 2, 1978, seeking information on the statistical extent of drug abuse among schoolage children, and inquiring as to what correlation there might be as to chronic absences of juveniles from school and their involvement in activities which bring them before the court.

With respect to the question of juveniles charged with drug abuse in 1977, of a total of 15,460 petitions filed in family court in the five counties of New York City charging children over 7 and under 16 years of age with acts of juvenile delinquency, 386 or 2.49 percent of such petitions alleged drug abuse.

Of the 386 petitions alleging drug abuse against juveniles, 299 charged criminal possession which was 1.93 percent, 71 charged criminal sale—0.45 percent, and 16 charged other drug abuse which was 0.10 percent. These findings for 1977 are statistically consistent with yearly findings in the same categories going back to 1970.

However, these statistics represent only cases known to the court, and are only to that extent representative of the drug abuse problem among juveniles in New York City.

As to the question of correlation between continuous absences from school and involvement with family court as juvenile delinquents, persons in need of supervision, and as neglected children—at this point such correlation can neither be statistically supported nor negated because neither New York City Board of Education's Attendance Bureau nor New York City Family Court has so far sought that specific statistical data.

However, the general experience is that for a variety of reasons, juveniles known to the family court are usually absent from school for a significant number of days.

What percentage of these juveniles fall into that hardcore of continuously absent is to my knowledge so far unknown.

I hope that this information assists your efforts.

Sincerely,

JOSEPH B. WILLIAMS, *Judge*.

Chairman WOLFF. Mr. Mackell, I just would like to suspend for a comment that Mr. Rangel made to me as an aside.

Mr. RANGEL. Well, I can't make the comment that I made to you, but do I understand correctly that the judge is saying that the board of education has never made any inquiries or pulled together any information to see whether there was a connection between drug abuse and the very high absentee rates that the school system has endured?

Mr. MACKELL. Yes; that is correct. That is what the judge said in his letter to me.

Mr. RANGEL. Thank you.

Mr. MACKELL. It seems shocking.

Mr. RANGEL. It is shocking, but I'm afraid that this investigation or these hearings will discover a similar lack of sensitivity to the problem in other areas. I don't mean to interrupt.

Mr. MACKELL. There's no doubt about it. I can go on and on.

Chairman WOLFF. This is symptomatic of the overall problem that exists. I understand that you had some difficulty—both of you had some difficulty, and we don't want to interrupt now for questioning because we want to proceed with the witnesses, but it's my understanding you had some difficulty even on the attendance figures, that the attendance figures are not accurate. Am I correct?

Mr. MACKELL. That is correct.

Chairman WOLFF. Am I also correct in the fact that the attendance figures are based upon the homeroom attendance in most cases, and do not reflect really the true absentee rate that exists because some kids just sign in at their homeroom and then take off?



Mr. MACKELL. That is correct.

Chairman WOLFF. So the absentee rate is much in excess of what it appears?

Mr. MACKELL. You're right, Mr. Chairman.

Mr. GILMAN. Mr. Chairman, I don't want to delay the testimony. I know we've got other witnesses. But, Mr. Mackell, again, coming back to the question, you say there are some 200,000 absentees. Of that, can you venture an estimate for us of the number that are involved with narcotics?

Chairman WOLFF. Mr. Gilman, on that score we don't want to try to blue sky anything here. I think that is one of the problems.

I think what we are trying to do is to acquire an accurate assessment of what is happening. And, unfortunately, part of the problem is that there are no accurate figures that are available, and that is why we are attempting to highlight this as one of the problems with which we're faced.

Mr. GILMAN. I recognize that, Mr. Chairman, but both Mr. Peplow and Mr. Mackell have been out in the field now and have had an opportunity to take a hard look. And I would welcome their estimate of what they have seen of the problem.

Mr. MACKELL. Well, judging from the statistical information we have as to the percentage of usage of marijuana, of alcohol, PCP, and the inhalants and other drugs, there has to be an exceptionally high percentage of those kids involved because further statistics indicate, too, that the youngsters who fail to go on from grammar school to high school generally have a higher percentage of involvement with drugs. The kids who fail to go on from high school to college further have a greater—higher percentage of drug usage.

So that I can say from those kids who are in the elementary, junior high school, and high school age who are not going to school and are really dropouts in every sense of the word, there must be an extremely high percentage.

In trying to follow the guidance of the chairman, I would rather not say a particular percentage because that, again, would be highlighting something—we would like to get the true facts, but there must be a high percentage of those youngsters who are absent on more than 50 days per year.

Mr. RANGEL. Mr. Chairman?

Chairman WOLFF. Yes?

Mr. RANGEL. I think, though, and I say this to Mr. Gilman, that when we find this extraordinary figure of youngsters that are not attending school, and we find the school system is not even attempting to find out why those youngsters are not in school, then I think that we have a problem here. Before we can even get to just what additional problem a child may have, whether it is something at home, whether it is the educational system, or whether it is drugs, we need data to find out about—not the millions of dollars that is lost, Mr. Chairman, by the board of education and the city of New York—but the millions of lives that are being lost. And we don't have any vehicle—at least I'm getting that from your investigation—to determine why those youngsters are not in school.

Mr. MACKELL. There is no coordination, unfortunately.

Mr. BIAGGI. Mr. Chairman, it would seem to me that there is a responsibility here on the part of another committee of Congress, the Education and Labor Committee of which Congressman Zeferetti and I are members. We make appropriations and those moneys are doled out on the basis of attendance, and this is a very critical question that has been raised, and even more confounding because we don't seem to have an accurate answer.

Chairman WOLFF. Part of the problem, as I understand it, in the answers we've gotten from the investigators is that there is a protective attitude that is adopted by many of the school authorities who do not want to stigmatize youngsters by putting them into programs, or you do not want to stigmatize them by identifying them as users.

And as a result of that, these kids are not being helped, and it is only adding to the problem, and the protection that is taking place is contributing to the problem rather than helping the youngster in his later life.

Mr. RANGEL. But Mr. Chairman, from the testimony, they don't want to stigmatize them by labeling them as truants. I mean, they don't even want to know where they are, why they are out of school.

Chairman WOLFF. Well, I think this poses and this sets really, not the tone, by far, of the hearings, but it does set the thrust of this hearing to find out from the school authorities who will be here on Friday.

We had attempted to get the various school authorities to come at different points during the hearings. However, they chose to come all at one time and to speak through a spokesman on Friday. Dr. Jaffe will speak for the department. I think that the school authorities, in addition to being protective of the kids are being protective of their own, and therefore are reluctant to give us the basic facts as they exist. If nothing else comes from these hearings, if we cannot get the facts as they really exist, then I think that this committee will have to order a General Accounting Office investigation.

Mr. BIAGGI. Mr. Chairman, if I may, with all due respect to Dr. Jaffe, we have a new chancellor, and he has a reputation for being a no nonsense individual. I can't conceive this hearing continuing without the spokesman being Dr. Jaffe and without having the chancellor present.

I think it is essential that he understand the full nature of the problem and that he should be invited to attend.

Chairman WOLFF. Mr. Biaggi, the chancellor has been invited to attend. Various other authorities have been invited to attend from the schools, and they have chosen not to appear, but they have chosen to use a spokesman for their appearance.

Mr. BIAGGI. Let's cease to invite them. Let's invite them officially.

Mr. RANGEL. I understood, Mr. Chairman, that many of them had accepted the committee's invitation and then were ordered not to appear.

Chairman WOLFF. Ordered by whom?

Mr. RANGEL. I received information this morning that the chancellor had indicated that they would only speak through a spokesman, and that related to all employees.

Chairman WOLFF. That is correct. Now, the point involved, however, is that we want to be cooperative with the authorities. We want to give them every opportunity to appear before this committee, if the answers

can be found from the spokesmen. They're having backup people as well—who will attend.

If this committee is not able to get the information that is required for a full assessment of the current programs, then the committee will use whatever authority it has in order to require the attendance of the people involved.

Mr. ZEFERETTI. Mr. Chairman, before you conclude, getting back to what Mr. Mackell's testimony has indicated, are we going to hear more. I mean, we don't have enough money to hire more attendance teachers, so we can't keep the statistics that will indicate where these children are or what kind of life they are leading or what they're doing and whether they're connected with drugs or anything else like that.

Is there going to be a steady stream of "well, we don't have enough funds to go any further"? Or, in your own investigation and your own conclusions—or is this a separate entity in itself?

Do we really have a problem here of knowing what exactly is happening to these children, or are we still going to hear the same stuff about well, we don't have enough money and we don't have enough people to tell us?

Mr. MACKELL. You will hear that there is not sufficient funds allocated to the attendance bureau to keep an accurate count on the absentees. Nor do they have sufficient funds to follow up on any information along the lines that Congressman Rangel said.

If there are particular problems with the particular youngsters, as I pointed out, some school districts don't even have an attendance teacher, which means that whatever records there might be for that particular district are not too accurate.

Mr. ZEFERETTI. Those that you indicate as the hardcore group, through your own experience and through the experience of the other investigations that are going on, are these kids with drug-related problems that usually end up in family court?

Mr. MACKELL. Well, we just had these statistics from Judge Williams which indicate it is a low percentage grade, but this is only for those that come before the courts.

He cannot state as to what involvement they might have outside the court. These are the 15,000 cases that came in before them in 1977.

Mr. ZEFERETTI. Does the court identify them as being delinquent?

Mr. MACKELL. Well, the court pointed out—he points out at one place here that what percentages of these juveniles fall into the hardcore of the continuously absent is to my knowledge so far unknown. He cannot—

Mr. ZEFERETTI. So, the court doesn't do that either?

Mr. MACKELL. Because they do not have the coordination with the school system.

Chairman WOLFF. That same situation is true with respect to security, am I correct on that? That they indicate they do not have sufficient funds for security?

Mr. MACKELL. That is correct.

Chairman WOLFF. And, therefore, on a security basis the schools themselves are not only not secure as a result of the addiction problem, but vandalism and the rest—

Mr. MACKELL. That is correct.

Chairman WOLFF. Well, I would say that we have to wait the testimony of the school authorities and then see how we will proceed from that point. I think we ought to let Mr. Mackell conclude his testimony and get on to Mr. Klepak. Then bring in Sterling Johnson, I would like you to withhold or to stand by so that we can question the three of you at one time.

If you will conclude your testimony.

Mr. MACKELL. Yes, I would just like to make one more reference to the fact that when I was first appointed to the committee, I immediately made contact with the medical examiner's office, because I thought that that too would give us some indication as to the amount of drug involvement of our youngsters and how many deaths are related to the drug problem, but in June 1977 I was informed that they had not kept any statistics for the previous year or more on the drug related deaths reported by the medical examiner's office, and this to me was a little shocking.

All it would require was one clerk, but whether that meant that the then medical examiner's office was using some kind of pressure to try to get more money in their budget, I don't know but there were no statistics for the previous year before 1977 in June when I called.

I was, however, given statistics for—I think it was 1974 or 1975.

Chairman WOLFF. Mr. Mackell, to what do you really attribute this attitude? Is it an attempt to cover up a situation? Is it a result of not having the available funds?

Mr. MACKELL. I would not charge anyone with deliberately attempting to cover up in the medical examiner's office—

Chairman WOLFF. I don't mean that. I mean on the overall basis. Why is there no one with available information?

Mr. MACKELL. I think traditionally the board of education has been a very private kind of organization. And they do not want to let any of the bad things that happen within the system to spill over into the outside. I think this has not been a recent development. This has been so for many, many years.

And it is just a continuing problem. They do not like to see the adverse things develop about what is happening within the school system.

You have mentioned that the one area, for example, of the reluctance to report drug involved children, which is mandated by the State legislature, that drug related cases should be reported to the department of health, so that the department of health can keep a steady record of youngsters who are involved with drugs.

And yet they refuse continuously to do this. And it's the same way with—there's a statute under the unconsolidated laws of the State of New York which mandates drug educational programs in our school system, intervention or drug prevention programs. But you go into any one of the districts and there is little or no drug prevention programs which are mandated by the legislature in spite of the State drug agency's recommendation that there should be more of—

Chairman WOLFF. Please proceed, because I know we are starting to run out of time.

Mr. MACKELL. Well, I would rather cut down. I have a few more things to say, but for the benefit of those members who are not familiar with the structure of our school system here, we have—formerly we

had a central board in the city of New York, and then the legislature in its wisdom established a decentralization program, so that we have 32 separate school districts in the city of New York.

The members of each board are elected by the communities which now control and carry out policy; however, it lends itself to division among—especially in the drug problem area—of a drug policy to be established.

One district might do one thing, and another district will do something else. That is one of the drawbacks of decentralization. Our Nation's future lies in our youth. We must start building the strength early, and our schools must take a lead role.

It is time for us to look to the school system and ask some very important questions, and if the answers are not the right answers, then it is time for us to do something about it.

Thank you very much, Mr. Chairman.

[Mr. Mackell's prepared statement appears on p. 37.]

Chairman WOLFF. Thank you, Mr. Mackell.

Mr. Gilman, I'm sorry, but we have to withhold questions. We have to get Mr. Klepak on, and we will ask these gentlemen to step aside and then we will question the entire panel.

Mr. Klepak, I'm going to yield the chair to Mr. Rangel for a few moments.

Mr. RANGEL [presiding]. Thank you so much, commissioner for being with us, and—

#### TESTIMONY OF DANIEL KLEPAK, DIRECTOR, STATE OF NEW YORK DIVISION OF SUBSTANCE ABUSE SERVICES

Mr. KLEPAK. Thank you, Mr. Chairman, I have a prepared statement, and I have issued you copies, but I would like to hit some high points, because I think there is a lack of information, and we have just completed a State-wide study of all secondary school students in the State of New York and in New York City.

Mr. RANGEL. The record will indicate that the entire statement of Daniel Klepak will be entered into the record.

Mr. KLEPAK. There are just some points I would like to clarify so that we have a common base of data. We find that of secondary school children in the high schools in this State, over 50 percent have used marihuana; over 20 percent have used PCP; 14 percent have used cocaine, hashish, and various inhalants.

Mr. GILMAN. Would the gentlemen yield?

Mr. Klepak, how did you obtain this information if New York City, for example, is not providing that information?

Mr. KLEPAK. We do not go to the city. We don't go to the schools. We did a household study of a statistically valid sample. We have a cost-effectiveness research unit that does this and provides the data throughout.

Mr. GILMAN. Which organization did your study?

Mr. KLEPAK. We didn't study any organization. We studied children.

Mr. GILMAN. I say, you did a sampling. Did you undertake the sampling yourself or was it an independent sample?

Mr. KLEPAK. My own division has a research organization which has done the studies in this field for some years. We provided data last

year to this committee on the incidence and prevalence of heroin and so on.

I think we are fairly authoritative in that field, and I have no point to make here other than to give you data so that we will have a common basis.

Mr. ZEPERETTI. One more question relating to that. You make a statement that New York State has almost twice the national average. Again, not knowing what we all are—insofar as statistics are concerned—

Mr. KLEPAK. For marihuana. I did not get to that. You are a little ahead of me.

Mr. ZEPERETTI. But I'm just inquiring, not aware of the statistics, how do you arrive at this average? How do you come to this conclusion?

Mr. KLEPAK. The U.S. National Institute on Drug Abuse did a national study and determined the use of marihuana. We did a study in New York State and we compared the two.

We have almost twice as much marihuana in the State as in the Nation. But this ratio we have studied has maintained itself from 1971 to the present time, and it isn't a change in law or anything like that. It is just the New York State school children use more marihuana.

Mr. ZEPERETTI. Did you find other States have statistics that you could readily reach?

Mr. KLEPAK. No; the U.S. Government has done a study of the Nation as a whole, and we have done a study in this State, and I'm giving you some basic data on our study.

Mr. RANGEL. We are here because we don't have confidence in the Government study. We thought you might be able to help us.

What was the size of your sample?

Mr. KLEPAK. I will be glad to provide you data which will stand up.

Mr. RANGEL. Mr. Gilman tells me that he thinks NIDA uses your data for their study.

Mr. KLEPAK. I don't have confidence in them either, but this is our study.

Mr. RANGEL. What was the size of the New York State sample in your study?

Mr. KLEPAK. The sample I think we took—I would prefer to supply that, but it is statistically valid, and I will submit this entire study to you.

[The information was not received at time of printing.]

Mr. RANGEL. We have our studies too, but that is normally just confined to going home to the district.

Mr. KLEPAK. This is a statistically valid sample done with the best statistical techniques, and I will be glad to submit it to you. It is not done by any outside group, nor do I have a purpose other than providing data.

Can I go on?

Mr. RANGEL. Will you please proceed.

Mr. KLEPAK. The most popular drug among secondary school children is marihuana. At least 16 percent of high school kids in the State use it, have used it at least 10 times in the past 30 days.

One student in six uses marihuana twice a week. We find that drug abuse increases as the child gets older and goes from grade level to grade level, but the type of drug changes.

Incidentally, as an aside, I would like to suggest to your committee that you change your name, because you are now not dealing with just narcotics and opiates, and we changed our name because we are no longer dealing only with heroin. You will find PCP is not a narcotic, and I want to bring up a whole new area that we ought to be concerned with, and that is the prescription pill abuse.

Mr. GILMAN. Mr. Klepak, if this committee has its way, PCP will soon be listed as a dangerous drug.

Mr. KLEPAK. Yes, but not a narcotic. I would like to go on, but that is a little gratuitous suggestion. One of the the biggest problems in our school is polydrug abuse, the use of alcohol mixed with other drugs.

We found that in our study just completed, this is the latest data available to anyone; 25 percent of high school kids use alcohol and at least one other drug in concert; 17 percent use three to five drugs, one of which is alcohol; and 8 percent use at least six drugs, one of which is alcohol.

Now, one of the most serious problems—and that is why I'm making that suggestion about the name narcotics—is the misuse of prescription drugs. This is typified by the recent action of the courageous Betty Ford, but we have found, and the media has testified to this, that the abuse of valium tranquilizers, sleeping pills, barbiturates, and others is probably a bigger problem than any other drug right today.

And that is why I urge you to broaden your scope to include that, not only among children, but among the elderly. It is a very serious problem.

Now, PCP, you know a lot about. We have done a number of studies ourselves. We went so far to find that most doctors don't know what to do about it, so through the State health department we put out some instructions on how to recognize the symptoms and how to deal with it in an emergency room.

PCP has such bizarre and unusual side effects that it can give you from mild euphoria to stabbing yourself to death, and the effects as seen in the emergency rooms usually are like violent schizophrenics.

As a matter of fact, in some of our institutions, we get these people for detoxification, and they are almost impossible to handle compared to a heroin addict. They are extremely difficult.

But we are launched on both a public education and physician education program. Last week the Governor signed into law legislation to increase the penalty for the possession of PCP from a misdemeanor to a felony.

Now drugs and absenteeism: I might be able to shed a little light but not answer some of your questions. We find that among those that are chronically absent in New York City the drug abuse rate is two to four times as high as those who are regular attendees of school.

Now, there is a lot of talk about money. I'm not sure money is the answer. Although our agency was cut 61 percent, I'm not sure. I think there are other answers too.

Mr. GILMAN. Mr. Klepak, if I might intervene a moment. When were you cut 61 percent?

Mr. KLEPAK. About 3 years ago.

Mr. GILMAN. Are you the only drug agency in the State government?

Mr. KLEPAK. Yes.

Mr. GILMAN. What is your total budget?

Mr. KLEPAK. Our total budget right now—

Mr. GILMAN. It was some \$70 million, I think you said in your testimony.

Mr. KLEPAK. I didn't say it yet, but you're reading ahead of me.

Mr. GILMAN. What is the total State budget?

Mr. KLEPAK. The total State budget for drugs is \$70 million.

Mr. GILMAN. What is the overall expenditure in New York State, the whole budget?

Mr. KLEPAK. The whole budget is \$105.5 million, excluding medic-aid. And that comes probably to another \$50 million. Medicaid is available for things like methadone maintenance.

Mr. GILMAN. But I'm now asking you: What is the entire State budget for all expenditures in all departments?

Mr. KLEPAK. About \$12 billion.

Mr. GILMAN. And you are spending \$70 million in your office? And of that, a portion of that is Federal money, is it not?

Mr. KLEPAK. No. In addition to that we get about \$27 million of Federal money each year.

Mr. GILMAN. The total State commitment then to drug abuse and enforcement is about \$70 million?

Mr. KLEPAK. No, that is not enforcement. I have nothing to do with enforcement.

Mr. GILMAN. Then, this is just for drug abuse services?

Mr. KLEPAK. Right.

Mr. GILMAN. And you were cut one-half in the last 3 years?

Mr. KLEPAK. Would it surprise you to know that of all cities and counties in the State of New York, there are only about \$7 million appropriated? Erie County, for example, cut out all its appropriations last year.

Mr. GILMAN. In the last year?

How do you account for that with narcotics abuse being on the increase?

Mr. KLEPAK. They're short of money.

Mr. GILMAN. With the narcotic crisis we are moving in the other direction in New York State.

Mr. KLEPAK. Well, legislators have to make decisions as to priorities.

Mr. GILMAN. What did you recommend for budget for your office this past year? What did you recommend, not what did you receive.

Mr. KLEPAK. I recommended just slightly more than we received in the past year.

Mr. GILMAN. You did not feel that they needed additional funds?

Mr. KLEPAK. No, I don't feel that additional funds are necessary in the treatment field. I think they are necessary in the education and in the prevention and intervention.

Mr. GILMAN. Well, does that come through your office, education and prevention?

Mr. KLEPAK. Well, we just—the State under the reorganization set up a new commission to deal with school based prevention and intervention face up to the issues.

Mr. GILMAN. Is your agency responsible for education and prevention?

Mr. KLEPAK. A commission now of which I am one member. The others involve alcohol too.



Mr. GILMAN. Does that commission come under your department?

Mr. KLEPAK. No. I'm a member of that.

Mr. GILMAN. Where do they get their funding?

Mr. KLEPAK. They get their funds from the State of New York.

Mr. GILMAN. And how much funding has been appropriated for the commission?

Mr. KLEPAK. \$13.6 million.

Mr. GILMAN. That is a brand new agency?

Mr. KLEPAK. Right.

Mr. GILMAN. Thank you. Thank you, Mr. Chairman.

Mr. KLEPAK. Now, since you talk about funds, I would like to mention to you that not one is specifically appropriated on a Federal level for prevention. Not one cent in the drug abuse field.

Mr. GILMAN. What do you base that on? It was my understanding that there were educational programs by the National Institute on Drug Abuse.

Mr. KLEPAK. They have training programs. They give out money, but not one cent is given to the States or the cities to launch a prevention program. All our money is State-appropriated. So, I must make a recommendation to you in that field.

Mr. RANGEL. Excuse me. The \$27 million of Federal funds you talked about; is that NIDA money?

Mr. KLEPAK. Right.

Mr. RANGEL. And is that for rehabilitation?

Mr. KLEPAK. Rehabilitation and treatment.

I can avert it occasionally, but it is destined for rehabilitation and treatment purposes.

Mr. RANGEL. Well even though you said that the answer to the problem is not in dollars, so that if you had \$27 million for treatment—

Mr. KLEPAK. In dollars for treatment. I think we need more money in the prevention area.

Mr. RANGEL. Well, why can't you use the \$70 million of the State funds?

Mr. KLEPAK. We do, but we allocate \$13.6 million for prevention in our school program.

Mr. RANGEL. I don't want to interfere with the wrapping up of your testimony, but have you ever heard anyone from the board of education asking the Governor or asking your office for assistance in determining the degree of drug abuse in the city schools or developing proposals?

Have you received proposals for preventive education programs?

Mr. KLEPAK. Our education money is largely spent in the city of New York. Of \$13.6 million, the legislature appropriates, over \$12 million goes to the city.

Mr. RANGEL. When you say "education," are you talking about general education?

Mr. KLEPAK. School-based drug programs. So, nearly all State money appropriated in the drug education and the prevention field goes to the city of New York; \$12.1 out of \$13.6 million goes here.

Mr. RANGEL. And before the reorganization your office had the responsibility for drug prevention programs in the State of New York?

Mr. KLEPAK. Right.

Mr. RANGEL. Now, you notice this committee has had some difficulty in getting a handle on what is happening on the city level. Since

you now or did have the overview responsibilities for the \$70 million in State funds, what is going on? What is the State's answer to drug prevention programs? If 95 percent of the money is going into the city of New York, we are curious to know how your office has carried out its oversight responsibilities with respect to these programs?

Mr. KLEPAK. Well, the school programs are largely effective. One program already mentioned by your investigators, SPARK, is a pretty good one, I think.

Mr. RANGEL. What other ones do you have?

Mr. KLEPAK. You see, money is parceled out. You have to understand the system that prevails. We give money to the city of New York. They have a drug agency that was eliminated now, but it goes to the city of New York who subcontracts with the board of education who then gives it to 32 school districts.

Mr. GILMAN. Would the gentleman yield?

Mr. RANGEL. Well, really—in just a minute. Really, you are saying that you are just going into a contract with the city. After that, you are out of business.

Mr. KLEPAK. The city was supposed to determine its effectiveness, yes.

Mr. RANGEL. In other words, it is a grant from the State to city, and then they subcontract.

Mr. KLEPAK. The city creamed off a little for administration and then gave the rest to the board of education who needed a little money for administration and the operation of the SPARK program. And the rest was distributed to 32 school districts.

Mr. RANGEL. I suppose some was skimmed off for evaluation as well, right?

Mr. KLEPAK. We're doing the first city-wide evaluation ever accomplished.

Congressman, when you consider evaluating drug programs in the schools, you have to understand that no one has ever successfully evaluated a school education program. And this is one aspect of education, and we are attempting for the first time to do a city-wide evaluation of the school drug programs.

Mr. GILMAN. Would the gentleman yield?

Mr. RANGEL. Yes.

Mr. GILMAN. Mr. Klepak, is there any mandated drug education programs throughout the United States—throughout New York City?

Mr. KLEPAK. That's the problem. There is a mandate in the law that there be drug education and health curriculum and in the State of New York and in the city schools leaves much to be desired.

Mr. GILMAN. You say there is a mandate, but what is the problem?

Mr. KLEPAK. The problem is it is carried out through the State education department and the city. We are now taking the first steps to try to get them to change their educational curriculum to include good drug programs. But this is more pervasive than that. You'll find there is no good program for alcohol education or how to avoid being a mother when you're 12.

Mr. GILMAN. How is most of your \$70 million spent then in prevention?

Mr. KLEPAK. In intervention and treatment. We support about 370 programs in the State of New York, about half of which are in the

city. These are methadone maintenance, residential day care, ambulatory programs for people already identified as having problems.

Mr. GILMAN. And do you have oversight over those?

Mr. KLEPAK. Yes.

Mr. GILMAN. Or do you just give them grant money?

Mr. KLEPAK. No; we have direct oversight.

Chairman WOLFF [presiding]. On this question of oversight, are you telling this committee that there is, I think you said, \$70 million that is spent by your agency with the city. Is that right?

Mr. KLEPAK. No; not with the city. With the entire State.

Chairman WOLFF. How much is spent in the city?

Mr. KLEPAK. About 65 or 70 percent of that.

Chairman WOLFF. Now, following the line of the questions of Mr. Rangel, why is there no oversight?

Mr. KLEPAK. There is oversight. We very closely supervise all intervention and treatment programs.

Chairman WOLFF. What about the education programs?

Mr. KLEPAK. The education programs go through the education system, and we have contracted with the city, first with the city department of health who subcontracts with the education department. It is a Neanderthal system, and we have just made an agreement with Mayor Koch to eliminate the city health department's role there, so now we deal directly.

Chairman WOLFF. Well, how do you know they're spending the money properly?

Mr. KLEPAK. We're making an evaluation for the first time. How do you know they're spending their education money generally properly?

Chairman WOLFF. This committee's mandate is not the education system. This committee is concerned right now with the drug prevention money that is allocated by the State. It is much easier—and I'm sure I don't have to speak to you, because we have talked a number of times before on it—but it is much easier to prevent youngsters from becoming involved, than to try to rehabilitate them once they have become involved.

Mr. KLEPAK. I agree totally.

Chairman WOLFF. Therefore, it would seem to me that a greater emphasis should be placed upon this and that we should do more in prophylaxis rather than trying to have a remedy after the situation occurs.

Mr. KLEPAK. Absolutely. For that reason, the Governor sponsored legislation which would for the first time create a commission on prevention and education in substance abuse, and this includes alcohol. This committee was just organized on April 1, and it has responsibilities in this area.

Mr. RANGEL. Will the new commissioner, Ms. Collins, have the responsibility of farming out these contracts?

Mr. KLEPAK. In schools; yes.

Chairman WOLFF. How were these contracts let? On competitive bids?

Mr. KLEPAK. We give the money to the school system. We give some money to parochial schools too, but there are no bids. These are given to the board of education.

Chairman WOLFF. In other words, you give them almost a blank check for this?

Mr. KLEPAK. The board of education allocates the money to high schools through the SPARK program and the 32 school districts.

Mr. GILMAN. Would the gentleman yield?

Mr. Klepak, does that fund that you allocate include some Federal moneys that you receive?

Mr. KLEPAK. No.

Mr. GILMAN. Where does the Federal money go?

Mr. KLEPAK. The Federal money is for treatment.

Mr. GILMAN. And how do you allocate the Federal money?

Mr. KLEPAK. To the specific agencies.

Mr. GILMAN. On direct contracts?

Mr. KLEPAK. Yes.

Mr. GILMAN. And you have oversight on those?

Mr. KLEPAK. Very closely. We audit them financially and their performance and every other way.

Mr. GILMAN. Do you feel that the State's education program for narcotics is effective at the present time?

Mr. KLEPAK. No, it could be improved tremendously, but it isn't the State's program that you're talking about in New York City. It is the city education program.

Mr. GILMAN. I'm talking about through the entire city.

Mr. KLEPAK. In certain areas it is very good, yes.

Mr. GILMAN. Where?

Mr. KLEPAK. I think they have a pretty good program in Nassau County. I think there are other places where they take it more seriously.

Mr. GILMAN. What should be done to improve the State's educational program in narcotics abuse in New York City?

Mr. KLEPAK. I hope you don't think I'm being cute. You have to improve the educational system.

Mr. GILMAN. No, we are not here to be cute. We're here to try to dig in, Mr. Klepak, and find out what should be done. That is why we're here.

Mr. KLEPAK. There are a lot of things that could be done. If you can improve the education in drugs, you cannot do that alone. I believe there are a lot of problems.

First of all, we get money categorically. Someone gets it for run-away use. Someone gets it for health. I get it for drugs. You have to deal with a troubled child. You have to identify a child in school early in their lives when they show signs of problems.

Perhaps truancy is an early sign; perhaps others, poor grades. You have to deal with a child as a child. And do something and refer that child to somebody. Several of you said you don't wait until the kid gets hooked on heroin. There are a lot of other things.

Do you know how much money is spent in this country to advertise drugs? Do you know how little is spent in comparison to tell people, the elderly and children, that these drugs are dangerous?

Mr. GILMAN. Mr. Klepak, our committee is exploring these areas. What we would like to know is where you feel the State program can be bolstered and in what manner.

Mr. RANGEL. Would the gentleman yield?

Mr. GILMAN. I would be pleased to yield.

Mr. RANGEL. We are talking about drug prevention education, Mr. Gilman; we are not talking about a State program.

Mr. GILMAN. What I'm looking for are where he feels there are shortcomings in the State administration and what he thinks we can do to be more effective nationwide. If we're not hitting the problem here in the State, what can we do?

Mr. RANGEL. It is my understanding, Mr. Klepak, that you give the money to the city of New York and after that you have nothing to do with what they do or do not do with that money, so that we don't have a State program that affects the city of New York and drug prevention in our schools.

You have no guidelines. You may be evaluating it next year, but as far as you are concerned, all you do is give the money to the city of New York. You don't know what they're doing with it.

Mr. KLEPAK. No. If I gave that impression, I do not mean to be that categorical.

Mr. RANGEL. Are there State guidelines in terms of drug prevention for the kids in school?

Mr. KLEPAK. You mean on how to prevent drug abuse?

Mr. RANGEL. I'm talking about drug education. Do you have guidelines?

Mr. KLEPAK. We are working with the State education department to develop a school curriculum.

Mr. RANGEL. I know what is going to happen, commissioner. You said that you may have given the wrong impression. I want to help clear that up.

The impression I have is that you take the \$12.6 million. You give it to the city of New York. They skim off some administrative expenses, give it to the board of education. They then skim off some administrative expenses, and then they somehow conduct some sort of programs which are not monitored by the State of New York.

Mr. KLEPAK. We have been in the last year doing an evaluation of those programs.

Mr. RANGEL. OK, but you haven't done it.

Mr. KLEPAK. We have been doing it.

Mr. RANGEL. But we don't know. You can't say what we have been doing for the last decade, 5 years or 1 year with State funds as relates to the New York City public school system.

Mr. KLEPAK. Yes; I can tell you that the programs are scattered. They are not standardized. They have varying degrees of effectiveness. We have an evaluation of them; yes.

Mr. RANGEL. I thought you said that the first evaluation was in process and that we have had no evaluation for the educational system generally.

Maybe, Mr. Gilman, we can find out how the system can be improved, but from what Mr. Klepak described, it would be very difficult for us even to identify that system.

Mr. KLEPAK. I'm a little confused.

Mr. RANGEL. All we want to know is where is the State's effort in educating our children to avoid the use of drugs and how the Federal Government can be of more assistance in that effort.

You said there are no Federal dollars in this effort, and we should really think about having more dollars there. Yet you say that in the

case of the State dollars you haven't the slightest idea of how effective the programs are.

And so you're just taking Federal dollars and throwing it back to Mayor Koch, and he throws it to the board of education, and the board subcontract. And still we won't be able to determine any better than you are now how effective the programs are.

Mr. KLEPAK. The programs have been evaluated by us and they're not very effective.

Mr. RANGEL. So, why do you need Federal dollars for ineffective programs?

Mr. KLEPAK. You need to produce better programs, and I think the guts of what you were talking about before has to be changes in the way the educational system operates.

Mr. RANGEL. But how can we do a better job in Washington if you have been unable to change the way the city is taking care of that \$12.6 million in State dollars?

Mr. KLEPAK. We changed it, but slowly you have to compare programs in an advanced education system like New York City's as a pimple on an elephant's back, and you are not going to change the pimple without changing the elephant.

And the education system has many more problems in New York City than drugs.

Mr. RANGEL. So until we can handle New York City and the board of education's problems, we are really up the creek in dealing with drug prevention.

Mr. KLEPAK. Well, you have to talk frankly about it.

Mr. RANGEL. I don't think you need Federal dollars. To talk frankly, I don't think you should say until we are able to change the schools, the environment, the housing, the family structure, and get people back into the churches and the synagogues, that there is no sense in dealing with drug prevention.

Mr. KLEPAK. I did not say all of that. I said if you're concerned with the effectiveness of New York City's drug education in the schools, you have to put it in a larger context.

The schools do a lot of things, and they don't do them well in New York City. They don't teach kids to read. I don't know if those kids drop out because of drugs or whether they take drugs after the schools turn them off, but I'm sure the committee is quite sophisticated about schools, and I don't have to tell you about it.

But you're not going to make those schools effective in drug education or alcohol, unless they also are effective in teaching reading and citizenship and so on.

[Mr. Klepak's prepared statement appears on p. 39.]

Mr. RANGEL. And you know where that leads us.

Chairman WOLFF. Thank you very much, Mr. Klepak. We appreciate your coming down.

Our next witness is Mr. Sterling Johnson. Mr. Johnson, first would you identify yourself, please?

Mr. JOHNSON. Sterling Johnson, special narcotics prosecutor for New York City.

Chairman WOLFF. Could we ask you to be sworn, please?

[Witness sworn.]

**TESTIMONY OF STERLING JOHNSON, JR., SPECIAL NARCOTICS  
PROSECUTOR FOR THE CITY OF NEW YORK**

Chairman WOLFF. Mr. Johnson, before you were a special prosecutor, I understand you were with DEA?

Mr. JOHNSON. I was with the DEA. I was the New York City prosecutor. I was a New York City police officer. I was the executive director of the New York City Police Department's supreme court review board.

I was an assistant U.S. attorney, so I have had many jobs.

Chairman WOLFF. Well, your background certainly qualifies you to talk about this particular problem, and we know you have done an outstanding job.

Do you have a prepared statement?

Mr. JOHNSON. Yes; I have prepared a statement that I have given. If you wish, I could read the statement for the record.

Chairman WOLFF. Well, perhaps if you'll summarize it, and without objection, your complete statement will be included in the record.

[Mr. Johnson's prepared statement appears on p. 43.]

Mr. JOHNSON. In essence, what I said in my prepared statement is we do have a problem with teenagers or youths in New York City with respect to the drug problem. More and more kids are going into drugs for various reasons. More and more kids are getting into the drug trafficking arena at a much higher level than before. And the problem is that we in enforcement and we in positions of authority do not know how big the problem is. There just isn't any intelligence.

I have brought with me for the committee an example of what I've just said. I met a young man about 17 years old who was in the drug trafficking business. He had been in it a couple of years. There was a territorial dispute, and information that we have gathered from the underworld is that he just came back from playing basketball, there was a knock at his door, he saw a familiar female face, and he opened the door. And as he opened the door, he was shot by at least two people several times.

And I have pictures of his body as he lays on the floor of his apartment, still dressed in his basketball uniform. And I would show these to the committee.

Mr. GILMAN. How old was this youth?

Mr. JOHNSON. This youth was, I think, 17 years old.

Chairman WOLFF. Are these similar to the situations that we heard about, where the kids are playing basketball?

Mr. JOHNSON. He was one of the individuals that would bet \$5,000 on a basketball game, shoot particular baskets for \$1,000 a basket.

Chairman WOLFF. Is this a really prevalent practice now?

Mr. JOHNSON. Oh, yes. I wish I had thought of it. I had a transcript where one youth testified in a trial for a codefendant that he was employed just to hold narcotics, because the strict narcotic laws for New York State do not apply to persons below the age of 16. And he was making, I think it was, \$500 a week just to hold drugs. He had been arrested, I think, four times in 1 year.

The maximum time that he spent in custody, because of our laws, was 18 months. And what usually happens is the fact that you go before children's court and they say, don't do that again.

Chairman WOLFF. Is what you're saying the fact that we have a whole new network of trafficking or new pattern in trafficking? You have been involved in the whole question of prosecuting people for the hard drug scene for some time now. The identification that has existed has been primarily the street pushers, in other words, has been primarily someone in their early twenties or the like.

Mr. JOHNSON. They are getting younger every day, though.

Chairman WOLFF. That's what I mean. From this picture and other indications, is the traffic pattern changing now so that the younger people, still younger people are involved? What age are we talking about?

Mr. JOHNSON. It is hard to say what particular age. Anyone who has any—it's hard to say the word in a public hearing, but that's what it is—balls to venture out and try to sell drugs, they will do it. You can make a dollar.

I have a tape recording of a police officer as he is involved in a gunfight. Just prior to this particular gunfight a youngster tried to sell him some heroin. And the police officer said that this youngster was about 10 years old, he looked to be about 10 years old. This is not unusual. You've got kids who are unemployed and who are underemployed and can't get a job, and if someone is going to offer you \$500 a week or \$1,000 a week, they take it.

The most popular hero in Harlem—and when I say Harlem, Bed-Stuy, South Bronx—is that successful drug pusher. And unfortunately, most people who go into drugs are successful. Law enforcement is responsible for interdicting publicly say 5 to 10 percent of the drugs aimed at our communities.

Chairman WOLFF. Now, we are not saying, or you are not saying, that this problem is limited to the core city, the central city?

Mr. JOHNSON. No, it is not, absolutely not. It is not limited to the core cities. It is a widespread problem. It is in the bedroom communities all over the State and all over the country. The problem is that it is more visible in the ghetto communities.

Chairman WOLFF. Well, in the ghetto community as well they draw some people from the bedroom communities in order to make their buys.

Mr. JOHNSON. That is true, Mr. Chairman. You can see cars with license plates from Connecticut, Pennsylvania, Washington, D.C., Nassau, Suffolk, Westchester. I mean, when you speak of drugs, I always use the expression that all roads lead to Harlem, all roads lead out of Harlem.

Chairman WOLFF. Getting down to the question of drug abuse in our schools, have you been involved in any area that would particularly zero in on that strata?

Mr. JOHNSON. The answer to the question is yes and no. Unfortunately, the Board of Education does not have a system where they can record drug incidents related to a particular school, and then give this information to the police department, and the information can flow to my office. We do get incidents in the schools and around the schools, but they are not categorized as a school incident.

Chairman WOLFF. What sort of cooperation are you getting from the school authorities?



Mr. JOHNSON. I have been getting informal cooperation from Mr. Carl Irish, because I happen to know him. He was a former police officer. But with respect to any other cooperation, formal cooperation, it is not existing.

Mr. GILMAN. Would the gentleman yield?

Chairman WOLFF. Yes.

Mr. GILMAN. Mr. Johnson, I certainly want to join my colleagues in welcoming you, and I want to commend you again for your courageous and diligent efforts in trying to stem narcotics trafficking in the metropolitan region. We have watched your work with a great deal of interest, and want to tell you how much we laud your efforts.

Mr. JOHNSON. Thank you, Mr. Gilman. I appreciate what you're saying. And I also wish to commend your committee and the members of your committee and the work that you are doing in dramatizing the problem that we have in this country. It is not a New York City issue; it is a national issue, and it is a problem we are going to have to address, if not today, we're going to do it tomorrow and it is going to be more expensive.

Mr. GILMAN. Mr. Johnson, where do you feel this committee or the Federal Government can be of most help in trying to eradicate the problems in the schools?

Mr. JOHNSON. I think that this committee, if they did nothing else, could be a gadfly. It is a sad commentary, but it is my observation in this country and State and cities, that apparently the drug problem is not a high priority. I listened to Mr. Klepak testify, and it is the same story over and over again. They cut budgets, they cut budgets. Could it be that maybe he did not need the money? Maybe he did need the money. But there is not that commitment to the drug problem in this country that there should be.

We are talking about human lives. We are talking about children, and children are future leaders. I think that what this committee could do would be to address the problem, bring it to the attention of the President, of the Governors of the 50 States, and make this a top priority, because many things must be done.

Chairman WOLFF. Mr. Johnson, excuse me for interrupting. Are you familiar with the fact that there is being circulated around now a method of making homemade speed? Here is a two-page folder of how they can make it out of inhalers and other things that are readily available to them. Speed I'm talking about. This is a dangerous drug.

Mr. JOHNSON. Yes, I'm not familiar with it, but I'm not surprised.

Chairman WOLFF. They go in the store and they buy about a dozen inhalers, and it tells them how to wash their hands and use rubber gloves and everything else, and how to manufacture speed in their own home.

Mr. JOHNSON. Not too far from here, Mr. Chairman, is a shop and probably several shops that are called head shops, where you can get narcotic paraphernalia, you can get pipes you can smoke marijuana in, you can get paper.

Chairman WOLFF. Why are these shops permitted to continue?

Mr. JOHNSON. That is a question that begs an answer. I really don't know.

Chairman WOLFF. Do you think we should do something about these?

Mr. JOHNSON. I think they should be outlawed, I really do. I do not think that you should encourage people to go into the drug arena, I really don't.

Mr. GILMAN. Mr. Johnson, to pursue a line of thought just a moment ago, where the Federal Government and where this committee can be most help, you indicate the need—I assume you're also talking about the need for additional State and local funding for the narcotics effort.

Has your own program within the city been cut back any further? I know for a while you were going through a crisis situation in your own office.

Mr. JOHNSON. Yes, at a time when the problem was increasing severely, my office has been cut almost 50 percent, a budget of \$2.5 million to about \$1.1 million. There was a time when I did not know whether my office was going to exist or not.

Mr. GILMAN. Has that situation improved any?

Mr. JOHNSON. It has improved somewhat, but I'm still not up to that 1975 level of \$2.4 million. I am doing the best I can with what little I have, but it hasn't improved greatly over what it was the last time this committee met.

Mr. GILMAN. I don't know if you were present when we had testimony earlier about the lack of evidentiary material and lack of statistical information and lack of cooperation by the education department in providing the information about the extensiveness of the problem.

Do you have any thoughts about that and what can be done to facilitate a better reporting system?

Mr. JOHNSON. I don't know how you could do it, Mr. Gilman, but they should be mandated to report drug incidents to somebody somewhere. The way it is handled right now, each principal, as I understand it, handles his own problems. And each principal, he has a drug problem in the school and tries to solve it himself, because if you have too much of a drug problem, then you are viewed, maybe, from the board down at Livingston Street as being a bad administrator. So therefore no one has a drug problem.

When you have kids from the ages of, say, 10 to 18 years old heavily involved in the narcotics traffic, you know there has to be something going on in the schools. But if you ask the school system what is going on, the situation is under control. Now, whether the drugs are being sold actually in the classrooms or in the buildings themselves, I don't know. Whether they are being sold outside of the schools, I can report to you the things that I hear from informants and parents, and that drugs in schools are a problem.

Mr. GILMAN. Thank you, Mr. Johnson.

Thank you, Mr. Chairman.

Chairman WOLFF. Mr. Rangel?

Mr. RANGEL. Mr. Johnson, thank you for sharing your experiences with us.

Tell me, do you feel that within the city of New York or within the jurisdiction that you have responsibility for enforcing local and State law, that there is a Federal law enforcement presence?

Mr. JOHNSON. No; I do not. I can report to you that when I arrived here from Washington in 1975, I think it was, the regional office here was staffed by—there were 300 men. Right now I think—I don't know

the exact figures, but there are less than 200 people. Through a period of attrition and through a period of transfers, they have decimated this New York office.

Mr. RANGEL. So we have heard testimony that legislative bodies have cut back funds for drug rehab and drug prevention. And now we find the Federal Government has reduced the size of the agency to enforce the Federal law in the city of New York.

Mr. JOHNSON. That is true. It is a statistical fact. It is irrefutable.

Mr. RANGEL. Well, how do you handle the PCP cases, now that we have the new law on the book? You haven't had the benefits of that yet, but do cases come into your office where there are sales of PCP in the schools?

Mr. JOHNSON. We recently made an arrest for the possession of, I think it was, something like 23 ounces of PCP, which is an enormous amount. It is a very volatile, dangerous drug, more dangerous than LSD. But as today, as I sit here today, if you possess a ton of PCP, it is only a misdemeanor, and as you know, a misdemeanor is only punishable by up to a year in prison. So what I would do in that case, and what I did do in that case, was refer that PCP case to the U.S. attorney's office in the southern district of New York. And the people involved there were being exposed to a term of up to 5 years.

Now, the new law takes effect, I think, September 1. I just had a chance to glance at the law, and I think the sale of 10 grams or more of what they call undiluted PCP, which "undiluted" means 90 percent or more—and you rarely will get anybody with 90 percent or more of anything—is punishable by a B felony, and a B felony is up to 25 years. The sale of between 5 and 10 grams of undiluted is a C felony, which is punishable by up to 15 years.

Now, the possession of 15 grams or more of undiluted—remember, 90 percent or more—PCP, and you having a prior conviction of the fifth degree of a controlled substance, that is a B felony, 25 years. Possession of 25 grams or more of undiluted PCP is a C felony, which is up to 15 years.

Mr. RANGEL. But what are we talking about when we're dealing with large sales of marijuana, cocaine, and heroin? It has been your experience that organized crime was heavily involved in that. You dealt with massive conspiracies. It is my understanding that any couple of high school kids can get together and whip up a batch of this stuff, and that is that for the block and maybe the school.

Mr. JOHNSON. That's correct.

Mr. RANGEL. How do you handle that from a law enforcement position?

Mr. JOHNSON. We really can't. If we get the precursors, which are legal to purchase, and you have a limited knowledge of chemistry, you can whip up a batch of PCP. Then you have a weak law. There is really nothing you can do, I think, and I was asked—

Mr. RANGEL. Prevention is really—

Mr. JOHNSON. Prevention, education, maybe having a license to get one of these precursors. Who knows? I don't have the answer.

Mr. RANGEL. Well, the chairman has suggested that we change the schedule on the Federal level.

Chairman WOLFF. Of the precursors. We have legislation in now to change the designation, and I believe it was into a schedule II.

Mr. RANGEL. Plus I would have to ask the witness whether changes by former Governor Rockefeller in the drug laws has brought about any appreciable decrease in the use of drugs?

Mr. JOHNSON. I would have to say—and I'm working with this law, and I get informants—but I venture to say that there are probably more drug addicts today than when the law was passed. Drug laws are not going to stop drugs from coming into our community. Just like rape laws don't stop rape, murder laws don't stop murder. To answer your question, no, the drug laws have not stopped the drugs from coming into our communities. And there are as much drugs in our communities throughout this country, contrary to what some officials say, than there ever was before. You only have to walk out into certain communities in this city and State and Nation, and you can get drugs as easy as you can get a pack of cigarettes or a stick of gum.

Chairman WOLFF. What is the number of cases that you know are backlogged?

Mr. JOHNSON. Well over 1,000.

Chairman WOLFF. What did you have last time you came before this committee?

Mr. JOHNSON. I think it was 1,200 or 1,500.

One of the things we have been doing is taking pleas, pleas somehow that we might not want to take, but we have to take the pleas because the cases might be dismissed. But we are in a little better shape, thanks to the effort of this committee highlighting the problem, especially when members of this committee rode through the streets of Harlem and the members of the committee were approached blatantly by drug sellers attempting to sell members of the committee heroin.

You brought this to the attention of people, and I think it has improved greatly. There is still drug selling in Harlem, but it is not as blatant as it was before.

Chairman WOLFF. Following on with Mr. Rangel's question, we have gotten a handle, so to speak, on heroin. Cocaine, as a result of some of the work that has been done recently is in an area where I think that we are starting to get full recognition of the problem that exists, and perhaps handling that. We are starting to interdict large quantities of marihuana coming into the country.

PCP happens to be a different animal altogether. The question of how we handle this? Do you think that one aspect of it would be not only education for the young people, but alerting them to the great dangers that exist?

I take it you have seen some cases that have been serious situations involving young people. Are we really reporting the number of OD's that we have on PCP, or the number of incidents involving PCP in New York? I know we found, for example, they hadn't until recently reported PCP-related deaths or cases. Are we really into this as yet?

Mr. JOHNSON. I don't think so, Mr. Chairman. I don't want to speak for the medical examiner's office, but I recall him saying at one period of time that they did not have the resources to report not only PCP overdoses, but also heroin related deaths. I don't think they have the resources to report any narcotic deaths due to overdoses.

I was in the room when you were speaking to the prior witness, and I recall a statement that you made that I concur in wholeheartedly. And it boils down, really, to, it is easier to raise a child than

it is to change a man. So you get more for your dollar if you can stop a kid from going into the drug arena than you would if you had to try to rehabilitate him some time down the road.

But what happens, unfortunately, because of fiscal crises, there is no money for intervention, education, et cetera, et cetera. This is what I'm talking about when I'm talking about commitment. You do not need education, you need prevention. You need law enforcement, you need rehabilitation. You need all of these things going at one time, much as the offensive line of the Dallas Cowboys, everybody doing their own thing, but with one avowed purpose, to push that ball across the goal line. But unfortunately, we tackle the drug problem in this country and other jurisdictions piecemeal. Yesterday it was rehabilitation, today it is law enforcement, tomorrow it might be education or prevention.

I say you need these things, but you need it all at one time, and with the commitment of the top man, the President, all the way down, saying, I am going to make this a top priority, I am going to treat this the same way I am going to treat the fact that I'm going to put a man on the moon.

Chairman WOLFF. Let me ask you one final question, and that is the question of violence and its relationship to drugs. Is there more or less violence with not the abusers so much as the traffickers?

Mr. JOHNSON. I term violence an allied industry of the drug traffic. One well-known drug trafficker had a phrase that everybody in the drug industry used. In essence, he said, things don't happen to my dope. Things happen to people who let things happen to my dope. So if you've got a drug business and someone comes along and they steal your money and try to push you out of your territory and steal your dope, what you must do, you must pick up the telephone, get some talent, and you read about it in the newspaper.

There was a news article recently—

Chairman WOLFF. When you say "some talent," are you now referring to some of the youthful offenders that are used as hit men?

Mr. JOHNSON. I'm talking about hit men, that is just what it is, people who make a living who kill people. That is their job. And the job, anywhere from \$500 to \$2,500 a hit, depending upon who it is.

There was a recent article prior to the newspaper strike where one person, it was reported, wanted to eliminate a competitor. He hired two kids, I understand, 13 and 14 years old. They got a sawed-off shotgun. I think the job was \$500 a person. Each kid reportedly got \$50, 10 percent down and the rest when the job was done. To use the expression in the street, they whacked this competitor out, killed him with a sawed-off shotgun, and they got caught.

What is going to happen to these kids if they are convicted in juvenile court is 18 months incarceration and 3½ years probation.

Chairman WOLFF. Are these people who are using these kids in organized crime or are they just ordinary street people? In other words, is organized crime into the area now of using kids as enforcers?

Mr. JOHNSON. I have to say yes to both questions. Organized crime will use kids, and also the independent contractor will use kids because kids are willing to do it. Nobody would expect a kid to do anything like this. But they are available. The talent is out there and they utilize the talent.

Chairman WOLFF. Thank you.

Mr. Rangel?

Mr. RANGEL. I just wonder whether you have any suggestions for this committee. I just heard the State commissioner on drug abuse say that we can't have an effective drug abuse prevention system in our schools until we have a better educational system in our schools. And that seems to be a rather negative, helpless approach. Since we are trying to tackle at least one part of the problem, do you have any recommendations that would make your work easier?

Mr. JOHNSON. I don't know how you would do it, but if you said to the board of education or any institution that it is the mandate of this committee or the mandate of this State—

Mr. RANGEL. They have the State law. It is mandated.

Mr. JOHNSON [continuing]. That it is mandated that you are to have an effective program and if you don't do it, whoever you are, I will get someone else to do it. And as an incentive, I'm going to hold back certain moneys. And I think if you've got them by the short hairs, if you've got them—well, it's my language—if you've got them by the purse strings, they will do it.

Mr. RANGEL. Thank you, Mr. Johnson. Thank you very much, Mr. Johnson.

Our next witness is the New York City Police Department Capt. Francis J. Daly, commanding officer of the youth aid division. Is he here?

[No response.]

Chairman WOLFF. We will ask to have the appearance of Captain Daly at a later point in these hearings.

There being no further witnesses at this time, the committee will stand in recess until tomorrow morning. I have a list here of our witnesses tomorrow. The witnesses tomorrow will be from: SCANT; from Community School District No. 26; Community School District No. 15; and Community School District No. 19.

In the afternoon, we will have: the director of Odyssey; the deputy director of JCAP; and the vice president of Project RETURN. In the afternoon we anticipate Mr. Barkan and Mr. Kaplan attending of the New York City School Board Association and the New York City Board of Education.

The committee stands adjourned.

[Whereupon, at 12:25 p.m., the hearing was adjourned.]

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PREPARED STATEMENT OF JACK PEPLAE, STAFF INVESTIGATOR, SELECT COMMITTEE  
ON NARCOTICS ABUSE AND CONTROL

In the early part of 1977, I was advised by the Chairman that he was appointing me to do the follow-up investigation on drug abuse in the New York City school system. In order to have a solid base for the investigation, I interviewed school personnel, both professional and non-professional, students in the elementary, Jr. High, and High Schools, and made on-site inspections of school properties.

The interviews provided a great deal of information regarding present patterns of drug abuse in the city's school system. As a result of the information obtained, we have been able to estimate the major substances of abuse by the school age population in their order of preference to be (1) marihuana, (2) alcohol, (3) pills—both stimulants and depressants, (4) cocaine, and (5) hallucinogens. Approximately one year ago, PCP or "Angel Dust" was rapidly gaining in popularity, and by now, it rates in popularity just behind marihuana and alcohol. It

is the general feeling of students and drug counselors that heroin use has become socially unacceptable to the majority of the students although its use may be more prevalent by those individuals lost to the school system.

Fads in the drug culture come and go. Another substance which I came across during my investigation, and which can be purchased legally at "head shops" and other mod-type establishments as a room deodorant is called "locker room". Again, the fumes when inhaled give the user an exhilarating 90-second high. The reason I mention this last substance is that even though authorities feel they are getting a handle on a particular drug problem, something else quickly replaces it.

I also found because of the decentralization of the New York City school board that there is no standardized drug intervention program in existence among the community school districts. As a result, each district develops its own program for approval by each local school board—some districts have great programs and others leave much to be desired. The program developed and run by the Central School Board of Education under the direction of Arthur Jaffe is called SPARK. You will hear from Mr. Jaffe on Friday. I would like to go on record as stating I believe this program is probably one of the best available in the metropolitan area. From my observations, the counselors appeared to have established rapport with the participants in the program. If there is to be a criticism of the high school intervention program, it must be that by the time a student is involved in SPARK, he may have been in the drug culture too long for any program to help him. It is my belief that it would be valuable if there were programs in the elementary and Jr. High school that could at least identify a user or potential user. Then the personnel of SPARK when he arrives at the high school level could immediately begin to integrate the student into their program. It is physically impossible for the counselors assigned to the high schools by SPARK to be able to identify all those in the drug culture, or susceptible to the drug culture. Unless the students' peers, parents, or teachers bring the condition to the attention of the SPARK counselor, much valuable time is lost.

Another problem I discovered is that of the untrained classroom teacher. By this I mean unable to recognize the drug troubled youngster. Frequently, this teacher will react in a negative and harmful manner. He or she either tries to ignore the student's use of drugs, or adopts a hard intemperate attitude in trying to prevent its use. It is my opinion that all school personnel should receive training in identification, which should not be confused with diagnosis. Teachers must be sensitive to the problems of drug use and abuse without concluding that any particular students are users or addicts.

Chairman Wolff, you mentioned in your opening remarks the loss in State and Federal aid to the New York City School system because of the high absentee rate—when calculated on the basis of \$4 per day for each of the 200,000 absentees, this amounts to \$147 million a year.

One of the most shocking things I found is that many of the schools no longer perform their basic function of teaching because the halls, restrooms, and school grounds are overrun by young hoodlums. The effective teacher now finds himself in the role of the enforcer, defender of the weak, prosecutor, and beat cop. Consequently, there is little time, if any, for teaching and maybe this is why "Johnny can't read anymore!"

The ineffectiveness of the school guard would be laughable if it were not so tragic—many come across as Max Sennett Keystone Cops. If the Director of School Security and Safety has maintained proper records, these schools should be easily identified. If not, I'm sure the United Federation of Teachers' Union files can confirm this by reports from battered and bruised teachers. I raise this issue in hopes that the Members on Friday will look deeper into this situation with the proper school authorities. A possible defense for lack of proper security will surely be lack of funds. It is my belief that lack of funds may be part of the answer; however, using the limited funds to hire security personnel capable of dealing with the situation is foremost. A complete review of the hiring practices, training, and physical capabilities of all school security personnel should be one of the highest priorities of the new Chancellor.

This investigation was not begun as an indictment against the New York City school system. The probability that this situation exists in other major metropolitan areas is very likely and deserves the attention of the Committee. We need to be able to identify the major issues which contribute to youngsters losing interest in school, turning to drugs, and eventually becoming an economic and social burden to their loved ones and society as a whole.

Mr. Chairman, I appreciate the opportunity you have given me to highlight the major points of this investigation. Thank you.

PREPARED STATEMENT OF THOMAS J. MACKELL, CONSULTANT TO THE SELECT  
COMMITTEE ON NARCOTICS ABUSE AND CONTROL

Just about two years ago, the House of Representatives voted almost unanimously to establish this Committee on Narcotics Abuse and Control—a committee which is mandated to conduct a comprehensive study of the Federal efforts to control narcotic abuse. As part of that effort, these hearings are being held this week to determine the extent of the drug abuse problem in the schools in New York City.

It did not take us long to determine through our investigations and hearings that the efforts of the more than 60 agencies and departments within the Federal government were fragmented, lacking, in some cases, total coordination.

As a part of this continuing investigation, the Select Committee came to look at the problems of drug abuse in New York City. Hearings were conducted in response to then Mayor Beame's request that the Federal government take over the funding responsibility for the city's narcotic enforcement programs. During the hearings, it was determined that there was virtually no enforcement of street level violations, largely because of the very limited resources.

In conjunction with this hearing, the Select Committee conducted a preliminary study into drug abuse in our city's schools. That study pointed to the reduction in services in the drug abuse prevention and intervention programs being offered to the students. One of the primary reasons given for a reduction in such services was major funding cuts.

The State of New York's Office of Drug Abuse Services indicated to the committee that while the New York City public schools have succeeded in concentrating their intervention efforts upon students who have used drugs, there was a clear need to extend intervention services to a larger percentage of the students. At the same time, they stated that the New York City public schools must increase the exposure of nonusers to prevention programs to keep that group from becoming involved with drugs.

I'd like to read you a quote from the committee's study:

"Cuts which have affected the school system's ability to function properly have taken place within the City's Bureau of Attendance. During the 1975-1976 school year, the high school population of 315,308 had an attendance rate of only 73.43 percent and the junior high school population of 228,910 had an attendance rate of 83.76 percent. These cuts, which have occurred over the past two years, have reduced the Bureau's staff by nearly one-half, leaving some local school districts with no attendance teachers to even attempt to locate a truant student. The fact that 80,000 to 90,000 children reported by the New York City Board of Education as having been lost to the city's school system is of major concern . . . These children are now roaming the streets of New York without any knowledge on the part of the city officials, the Truancy Board, or anybody else, as to where they are and what they are doing."

That was from the study released over a year ago. The situation not only still exists, but it has increased to a point at which the Bureau of Attendance of the New York City Board of Education estimates the daily student absentee rate to be 200,000 out of a student enrollment of 1,099,044 as of December 1977. Some say that that number is a conservative one.

(On August 8, 1978, Mr. Henri Belfon, Division Supervisor of Compulsory Education, informed this Committee that for the 1976-1977 school year, assuming 184 school days for the 817 schools in the 32 districts, there was an absentee rate of 25.14 days. Breaking this down further for this period it showed the following):

	Absenteeism	
	Percent	Days
Elementary.....	12.53	23.05
Intermediate/junior high school.....	16.10	29.62
Academic high school.....	26.49	48.74
Vocational high school.....	22.19	40.82
Alternate high school.....	29.52	54.31



In addition, for the month of April 1978, we have the following :

	Absenteeism (20 days)		For 184 days
	Percent	Days	
Elementary.....	9.84	1.96	18.03
Intermediate/junior high school.....	14.60	2.92	26.86
Academic high school.....	22.69	4.53	41.67
Vocational high school.....	18.52	3.70	34.04
Alternate high school.....	26.52	5.30	48.76

And for the month of May 1978 :

	Absenteeism (23 days)		For 184 days
	Percent	Days	
Elementary.....	12.65	2.9	23.20
Intermediate/junior high school.....	17.48	4.02	32.16
Academic high school.....	23.39	5.37	42.96
Vocational high school.....	18.81	4.32	34.56
Alternate high school.....	29.87	6.87	54.96

Translating the low estimate of 200,000 absentees into dollars and cents, this means that the New York City school system, which is given \$4 per day per pupil in attendance, is losing \$800,000 each day in State aid. That's \$4 million during an average week.

Of the 200,000, 80,000 are considered to be "hard core"—that is, away from school 50 days or more per school year. For all intents and purposes, some feel that this group has left the school system entirely. But what about the remaining 120,000 daily absentees?

If we were to reduce the absenteeism rate of this group by a mere 25 percent, the city's school system would gain an average of 320,000 in daily State aid, or \$1.6 million each school week. To take this figure even further, based on a 180-day school year, New York City would be gaining \$57.6 million in aid. \$57.6 million would certainly provide New York City with the means to make greatly needed improvements in its school system.

What percentage of these absentees is involved with drug abuse? That is yet to be determined, but it is safe to say that the percentage will not be small.

This Committee will be asking one very important question of the witnesses from the School System: Why, in spite of a mandate from the Legislature, do the school officials refuse to supply forms on students who enter drug programs, to the Health Department?

Opponents say that filing this report will brand a student and discourage other students from seeking help through the school's counseling program. But according to Dr. Bernard Bihari, Deputy Commissioner of the former Office of Substance Abuse Service, "Our office takes a lot of care to prevent loss of confidentiality, we really protect the identity of the children. We don't even look at the names. We ask them to put tape over the names when we go in to audit records. (Some districts have very strong feelings about filling out these forms . . .) They said they were afraid it would put a label on the kids. What they want is to just get the money and use it as they see fit (for) whatever they would call drug education, with no record at all of how the money is spent. I couldn't believe it . . . they were pushing it to the point of implying that they would, if necessary, violate or breach the contract which requires that they keep a basis record."

This is just one example of how the problem of drug abuse in New York City schools is being handled. There are many more.

For the benefit of those members who are not familiar with the structure of our City School System, I would like to point out that we no longer have one Central School Board controlling the system as we had for many years. A few years ago the legislature adopted legislation decentralizing our New York City School System and divided it into 32 school districts, each of which elected its own board members. They, in turn, allocate their budget allowances. It allows

local communities to have greater input into the education of their children. It can, however, have an adverse effect upon uniform policies in the treatment of drug problems. We will learn more about this from the witnesses who deal with the problem on a daily basis.

Our Nation's future strength lies in our youth. We must start building this strength early and our schools must take a lead role. It is time for us to look to the school system and ask some very important questions. And if the answers are not the right answers, then it is time for us to do something about it.

PREPARED STATEMENT OF DANIEL KLEPAK, DIRECTOR, STATE OF NEW YORK DIVISION  
OF SUBSTANCE ABUSE SERVICES

Mr. Chairman, members and staff of the Select Committee on Narcotics Abuse and Control, I appreciate the opportunity to appear on behalf of Governor Carey. To aid the Committee's deliberations, I will briefly outline the extent of drug abuse in New York City schools and our efforts to deal with the problem.

EXTENT OF THE PROBLEM

The State Division of Substance Abuse Services has just completed a survey of secondary school students throughout the State. The results, which represent the latest possible information on drug abuse among children 12 to 17 years of age, may be summarized as follows:

- 330,000, or over 50 percent, have used marijuana;
- about 120,000, or over 20 percent have used PCP (phencyclidine);
- over 80,000—14 percent—have used cocaine, hashish, amphetamines and inhalants such as glue or solvents;
- over 50,000—eight percent—have used sedatives, tranquilizers, cough medicine or other narcotics; and
- 40,000, or five percent, have used hallucinogens.

Marijuana is the most popular drug among secondary school students; over 90,000—more than 16 percent—have used it at least 10 times in the past 30 days. One student in six uses marijuana twice a week or more.

Drug abuse increases with grade level, although the types of drugs used change. In the seventh and eighth grades (among 12 and 13 year olds) the most popular drugs are marijuana, inhalants and cough medicine. In grades nine and ten, marijuana, hashish and PCP are used most often. The drugs most frequently abused by 11th and 12th graders are marijuana, hashish and amphetamines.

The survey confirmed that polydrug abuse continues to be a major problem among students; marijuana and alcohol being the most commonly involved substances. Between the beginning of school in September 1977 and the completion of the survey this spring:

- over 150,000 students, about 25 percent, used two drugs;
- over 100,000, approximately 17 percent, used three to five drugs; and
- 50,000—eight percent—used at least six drugs.

Contributing substantially to the student drug problem is the abuse of prescription drugs. During the past year 22,000 students began misusing tranquilizers such as Valium and Librium; 23,000 started abusing stimulants—diet pills and other amphetamines being the most popular; and 18,000 began nonmedical use of sedatives, primarily sleeping pills and other barbiturates. About half the students involved obtained drugs in their own homes: from medicine cabinets, parents or from other members of the family.

As already noted, marijuana is the substance most abused by our young people. One of our recently completed special studies shows that the use of marijuana among secondary school students in New York State is twice the national average. More than 64 percent of secondary students in New York State admit to using marijuana, as compared to 39.8 percent throughout the United States. Regarding current use, more than 45 percent of New York State's students admit using marijuana during the past 30 days; throughout the United States the percentage is slightly more than 23 percent.

The use of marijuana among secondary school students in New York State has been almost twice the national average. This proportion, of State to national marijuana use has been consistent from 1971 through the current year.

## THE POP THREAT

Second only to marijuana in use, but certainly more dangerous, is PCP, technically known as phencyclidine. This is a frightening drug which causes a wide variety of reactions ranging from mild euphoria to acute hysteria and paranoia, depending on the dosage and personality of the user. Suicide, murder and other violent reactions have been associated with the use of this substance.

PCP, which is also known as "Super Weed," "Angel Dust" and "Peace Pill," was developed in the 1950's as a tranquilizer and general anesthetic. However, because of its bizarre side effects, its medical use on human beings was discontinued. Its use is now limited to anesthesia for animals. Nearly all PCP available on the streets is manufactured illicitly.

Since more than 20 percent of New York City students have used PCP, we have launched a public and professional educational campaign. With the cooperation of the State Health Department, detailed information (a copy of which is attached) has been sent to all emergency room personnel in the State. We have explained the nature of the drug, the recognition of its symptoms, and suggested treatment for individuals who have abused PCP.

Concerned over the effects of this dangerous drug on our young people, Governor Carey last week signed legislation specifically aimed at combating PCP. One of the effects of this new law is to increase the penalty for illegal possession of PCP from a misdemeanor to a felony with substantially greater terms for conviction.

## DRUGS AND ABSENTEEISM

The committee is properly concerned over the relationship between substance abuse and chronic absenteeism.

In the City of New York less than 80 percent of the half million enrolled students attend regularly. About 70,000 youngsters are chronically absent and abuse drugs at a rate two to four times greater than those who generally attend school regularly. We have data that show that chronic truants abuse heroin, tranquilizers, and cocaine four times as frequently; PCP, hallucinogens, inhalants and stimulants three times more frequently; and marijuana and sedatives twice as frequently.

We are concentrating on this problem with a variety of programs in New York City schools. One of the most successful is called SPARK (School Prevention of Addiction through Rehabilitation and Knowledge) a prevention program funded by the State and administered by the Board of Education in the City's high schools.

While success stories have been coming out for some time, last year we conducted a formal evaluation which showed that the program:

- reduced use of cocaine, amphetamines and heroin by at least 40 percent;
- cut daily use of drugs by 50 percent;
- improved the grades of 52 percent of the students;
- improved conduct by 74 percent;
- reduced absences of 67 percent of the students; and
- improved relationships with families, teachers and friends for 83 percent of the students.

## NEW YORK'S TREATMENT NETWORK

New York State leads the nation in its financial support of programs for the prevention of substances abuse and for the treatment of rehabilitation of those whose misuse of drugs have caused them to become socially or economically dysfunctional.

In the current year, the State appropriated \$70.5 million, localities provided \$7.2 million from their tax levies, and the federal government provided \$27.8 million, for a total of \$105.5 million. The State's appropriation includes \$13.6 million for school drug programs, of which the lion's share, \$12.1 million, is allocated to schools in New York City.

Beyond this, we have established a comprehensive network of referral and intervention programs as well as ambulatory, day-care and residential treatment programs throughout the City. We support more than 370 programs in the State, most of which are in the City of New York.

In the past, the National Institute on Drug Abuse and the states—including New York—have equated drug abuse with narcotic abuse and addiction. Thus most of the funds made available on all levels have been concentrated on the treatment and rehabilitation of addicts.

Recently it has become evident that there is a much more pervasive problem in our society which, for want of a better name, we call pill dependency or prescription drug misuse. This is a problem brought out of the "closet" by the courageous Betty Ford and highlighted by the media. Middle and upper class individuals of all ages, predominantly female, abuse a broad spectrum of prescription drugs, often with deadly results. People with this type of problem are difficult to identify, since they seek help only in time of crisis. Very few physicians know how to deal with the problem.

In fact, physicians often abet the problem by prescribing tranquilizers, barbiturates and other drugs in order to combat symptoms rather than deal with the real illness.

In New York State we recently convened a task force representing the State medical and psychiatric societies, major industrial organizations, consumer groups, drug companies and others to develop an appropriate governmental response to this widespread issue. We are about to launch a program to increase patient and physician awareness of the hazards as well as the benefits of prescription drugs.

#### A NEW APPROACH

In addition to substantially supporting prevention and treatment activities, the State of New York has taken a number of recent steps to deal with the rising problem of substance abuse among our young people. Through legislation introduced by Governor Carey, a Commission on Alcohol and Substance Abuse Prevention and Education was created on April 1 of this year. This Commission's activities are aimed entirely at the problem with which your Committee is concerned. With modest staff in view of fiscal stringencies the Commission—although only a few months old—has

- started work with the State Department of Education in developing a revised health education curriculum which will concentrate on substance abuse;
- joined alcoholism and substance abuse prevention programs into an integrated attack on the problems of polydrug abuse;
- launched an evaluation of school-based programs in New York City;
- initiated a comprehensive prevention and education program throughout the State with primary emphasis on the most vulnerable targets—our young people.

#### CONCLUSION

Since this Select Committee can influence legislation and appropriations on the national level, I would like to make a very strong recommendation to you: that federal funds be appropriated for prevention. It is incredible that, with the problems throughout the United States that are so familiar to you, the federal government does not appropriate to the states funds specifically for the prevention of substance abuse.

Certainly treatment is important; it is vital to those who have been disabled by drug abuse. However, regardless of the importance of treatment and rehabilitation, funds for prevention must be a major portion of federal appropriations if we are to really have a significant impact on the spread of this plague.

On behalf of the Governor, I want to thank you for holding these hearings. They serve a most meaningful purpose in focusing attention on a problem of such magnitude. The Committee can provide even more important assistance by recommending federal appropriations for substance abuse prevention and education.

Thank you.

STATE OF NEW YORK, DEPARTMENT OF HEALTH, ALBANY, N.Y.

MARCH 31, 1978.

To: The regional health directors, the county and city health commissioners, the county public health administrators, the district health offices, the hospital administrators, the hospital directors of nursing.

From: Mr. Leavy, office of public health services, Mr. Collier, office of health systems management.

Subject: Abuse of phencyclidine (PCP)—"Angel Dust."

The drug treatment programs of the Office of Drug Abuse Services are reporting large numbers of youth who are abusers of phencyclidine (PCP). This observation is reinforced by a National Institute on Drug Abuse study which found that 32 percent of youth in treatment programs have used the drug. We are par-

ticularly concerned with the severe, long-lasting behavioral and physiological effects the drug can produce.

Additionally, we have received word from various sources that emergency medical personnel are having a difficult time detecting use of PCP, especially among youngsters who are either too frightened or too psychotic to relate that they have used it.

The Office of Drug Abuse Services has asked us to make the attached information available to all hospital emergency rooms.

Attachments.

EARL M. COLLIER, JR.,  
Executive Deputy Director, Office of Health Systems, Management.  
WILLIAM F. LEAVY,  
Deputy Commissioner, RLHM, Office of Public Health, Services.

NEW YORK STATE OFFICE OF DRUG ABUSE SERVICES, ALBANY, N.Y.

#### PHENCYCLIDINE

The abuse of phencyclidine (PCP) in New York State appears to have noticeably increased within the past year. The National Youth Polydrug Study found that 32 percent of youth in drug abuse treatment programs have used PCP. A review of client records by the National Institute on Drug Abuse in a psychiatric facility revealed 15 percent of the clients had used PCP.

PCP differs from other drugs in that it produces extreme, severe, long-lasting behavioral toxicity. PCP use may pose a psychiatric emergency because of misperceptions, paranoia, schizophrenia, hostility, confusion, and a tendency towards violence and extremely unpredictable behavior. Chronic PCP intoxication, once a rarity, is an increasingly serious problem often characterized by mental dullness, low motivation, as well as severe paranoia and violent outbursts.

The information currently available indicates that neither signs of PCP intoxication nor longer lasting symptoms of PCP use are generally recognized. PCP is frequently misrepresented as other drugs, most often as THC. In spite of the widespread view that the effects of PCP are similar to those produced by marijuana, it does produce severe behavioral and physiological effects.

#### *Clinical signs and treatment*

Depending on dosage, the route of administration, and time lapsed since use, PCP can produce symptoms that range from a comatose state to agitated violent behavior. In addition, because of its behavioral toxicity and anesthetic properties, individuals may present as victims of auto accidents, burns, drownings, and other trauma.

*Overdose.*—Moderate to high doses may result in stupor or coma which may also involve motor seizures and vomiting. While there is no specific antagonist to PCP, symptomatic treatment can be provided. If the patient has ingested PCP, gastric-lavage may recover large amounts of the drug from the stomach contents. Clinical problems that have been associated with overdose or acute PCP intoxications include respiratory depression, status epilepticus, intracerebral hemorrhage, myoglobinuria with renal failure, hypertensive encephalopathy, seizures, hyperpyrexia, and cardiac arrest. The patient's vital signs and respiration should be monitored and adequate ventilation should be insured. However, caution is advised when employing endotracheal intubation as it may precipitate laryngospasm. To control seizures, diazepam (Valium) in doses of 10-15 mg IV has been effective.

*Acute intoxication.*—Acute intoxication produces a confusional state including unpredictable and violent behavior. Although the individual is conscious, s(he) may be unresponsive, exhibiting a "blank stare" appearance. However, the behavior may rapidly change to excitation, combativeness, etc., particularly if there is a high level of sensory stimulation. While the individual may be somewhat communicative, s(he) is generally amnesic for having taken the drug. Acute intoxication may result in gross ataxia, rigidity, motor restlessness, nystagmus, and repetitive movements similar to those exhibited while comatose. The patient is best managed by sensory isolation with observation and monitoring of vital signs. Anti-psychotic drugs (particularly the phenothiazines) may be contraindicated in the acute phencyclidine intoxication where a confusional state is associated with hypertension. Suicide has been reported during the "coming down" period, 6 to 24 hours after taking PCP.

Although an individual generally returns to a normal state within 24 to 48 hours, some individuals continue in a confused state for a much longer period, even in the absence of further exposure to the drug.

*PCP Psychosis.*—Individuals may present with an acute toxic psychosis resembling, and often indistinguishable from, an acute schizophrenic episode. In some cases, this psychosis becomes apparent days after the drug is used, but because of the time lapse, PCP may not be suspected as the cause, even by those familiar with the patient's drug use. The preadmission period is often characterized by patient insomnia, tension, hyperactivity, and intermittent, unexpected aggressive behavior. Individuals exhibit symptoms ranging from stupor to an unresponsive, catatonic state to bizarre and violent behavior. They frequently complain of persistent auditory hallucinations and appear to have difficulty with visual perception. Their affect may be blunted, constricted, distant, or vague, alternating with extreme suspicion, hostility, or terror. Individuals are generally disoriented for time, and their thought content is confused and includes paranoid ideation. Generally, there is still amnesia for the drug use, so that a history of PCP use may not be obtainable on admission.

Initial goals of treatment must take into consideration that these individuals are an immediate danger to themselves and others on the basis of their misperceptions, paranoia, and hostility. This threat is compounded by their tendency toward violence and the extreme unpredictability of their behavior. Prompt hospitalization is required for the treatment of PCP psychosis. The patient should be isolated with frequent but unobtrusive observation. This not only prevents injury to the patient and others but also calms the patient by reducing stimulation. Anti-psychotic drugs (such as Thorazine and Haldol) have been used in the treatment of the psychosis and to reduce agitation.

#### *Street terminology and usage*

PCP may be found on the street as a powder, tablet, or capsule. The hydrochloride salt, the most commonly encountered form of the drug, is a white, stable solid, readily soluble in water or ethanol. The powder, which may be known as "angel dust" or "crystal," can be "snorted" or mixed with marijuana or other vegetable matter such as parsley or oregano and smoked. As a tablet or capsule for oral ingestion, it may be known as a "peace pill," "hog," or "sheets." It is rarely injected intravenously. PCP may be misrepresented as other drugs such as THC, LSD, mescaline, cocaine, etc. In addition, it may be combined with other drugs such as LSD, heroin, cocaine, methaqualone, methylenedroxamphetamine, aspirin, and caffeine. Since it is often misrepresented or combined with other drugs, users may not know they have taken PCP. Often drugs with bizarre names have been found to contain PCP in varying amounts.

Phencyclidine is legitimately manufactured only as an animal tranquilizer under the trade name Sernylan. Almost all PCP available on the street is produced in illicit laboratories.

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#### PREPARED STATEMENT OF STERLING JOHNSON, JR., SPECIAL NARCOTICS PROSECUTOR FOR THE CITY OF NEW YORK

Mr. Chairman, it is a privilege to appear once again before you and the members of your committee. Your inquiry into the drug problem in the schools of New York City is both urgent and critical, and I can assure you that you will have the help and cooperation of my office and myself.

Perhaps I can be of assistance in placing the school problem with drugs in a broader perspective. Since my last appearance before you two years ago, the drug enforcement community, at both the state and federal levels, has made significant progress in the arrest and conviction of several major drug dealers. These dealers were not run-of-the-mill street peddlers or pushers or, as we sometimes call them, scramblers. They were the elusive and insulated executives of the trade who have rarely been linked to solid and incontrovertible evidence. Yet we managed to do so.

But every victory in the war on drugs seems to be matched by defeats. Certainly, the drugs keep flowing and new networks for sales continue to spring up. It is a never ending battle. If we succeed in putting a brake on sales of heroin, there is increased activity in PCP or other Poly-drugs. If we are successful in interfering in PCP sales, then there is an upsurge in sales of cocaine. The drug market is not only many-faceted; it also is resilient and resourceful, inno-

vative and adept. Given the vast cash flow of the trade, it can afford to construct defenses in depth, and it has them.

The use of drugs is so pervasive in many areas of New York City that its illegal economy rivals, in size and extent and numbers, the legal economy. In neighborhoods where 60 percent of the young men cannot find legitimate jobs, or are under employed, the lure of drug traffic, which can put money into their pockets is very great. They know that there are risks, but they also know—or think they know—that they can get away with no real penalties. After all, there are many people out in the street who have been selling drugs for years and have never even been arrested. To young men—and women—who cannot get useful, decent paying jobs, the neighborhood drug traffickers, with their cash and clothes and food and drink, are looked up to and envied. The temptation to emulate them is a real one, that, unfortunately, is frequently not resisted.

Recently that temptation is being increasingly felt in the schools, the subject of your investigation. The fact is that more and more school age children, those below the age of sixteen, are involved in the mainstream of drug trafficking. There are many reasons for this frightening and sickening phenomenon. The schools are a critical market for dealers in drugs as they are for sellers of blue jeans and cosmetics and sports equipment. School kids in the city's ghettos are even easier victims than their older brothers or sisters. Whether it is primarily motivated by an easy buck, or rebellion against parental or educational authority or a desire to escape the dreary cycle of poverty, I am convinced that an increasing number of young children, some barely in their teens, are now part of the drug underworld.

It is my understanding that the purpose of your investigation is to determine the nature and extent of drug trafficking in the city's schools. Although the parent of any school age youngster will tell you that drugs are a problem, there is a need for specific and reliable information on what drugs are being sold and at what prices; where and how they are being sold and by whom; what are the sources of supply and who controls them.

The first step in solving a problem is to acknowledge that the problem exists. The next step is to find out how big is the problem. Your committee is to be commended for taking these forward steps, and I pledge my assistance in your effort. It is vital, it seems to me, to protect young people from the hopelessness and the perverted values that turns them to the drug culture. If you can help give us the answers, we can do something about the problem. Thank you.

# DRUG ABUSE IN THE NEW YORK CITY SCHOOLS

THURSDAY, AUGUST 31, 1978

HOUSE OF REPRESENTATIVES,  
SELECT COMMITTEE ON NARCOTICS ABUSE AND CONTROL,  
*New York, N.Y.*

The Select Committee met, pursuant to notice, at 10:05 a.m., in room 306, 26 Federal Plaza, New York, N.Y., Hon. Lester L. Wolff (chairman of the Select Committee) presiding.

Present: Representative Thomas R. Mann.

Staff present: William G. Lawrence, chief of staff; Doreen Thompson, staff counsel; Jack Peplow, investigator; Alma Bachrach, investigator; and Thomas J. Mackell, special counsel.

Chairman WOLFF. The committee will come to order.

Today, we have the second part of our hearings on drug abuse and its relationship to the student population of the New York City schools.

Our primary objective is to look into the situation that exists to find out exactly the parameters of the problem and determine the steps that are being taken by the education department and their response to the problem.

Our objective is not to point fingers at any agency of government; our objective is not to attempt to find fault, but to find solutions to the problem.

It certainly is a serious problem. We are as well quite concerned about the extent of intrusion of new drugs into what is a polydrug society. We are anxious to learn what steps the city of New York is taking, as well as what steps the surrounding areas are taking, to contain this problem.

In the past, much of the activity of the committee has been concerned with cutting off the sources of supply. At the present time, with the intrusion of the new drug PCP, we find great difficulties in attempting to contain the source of supply, since the materials are readily available, and perhaps new approaches will have to be taken in order to try to remedy the intrusion of this new drug.

But we have been faced with a situation such as this before, when there was a rash of abuse of substances such as cough syrups, which are readily available. Steps were taken by the New York Board of Pharmacy to provide education programs for the young people initiating them to the dangers that were apparent in the abuse of these substances. These measures have helped us to alleviate and contain that problem.

We do know as well that the question of a substance such as "speed," which is a dangerous substance, was contained as a result of the educational work that was done to alert young people to the potential dangers they faced.



Unfortunately, although there has been some attempt made to address the problems of PCP, the full impact I do not think has been felt by the young people, because a great number have experimented with this substance, and with some degree of immunity, many young people have already used the substance.

The potential dangers people must be made aware of--the potential dangers being overdoses and the varying potency of this drug.

There is also another factor that has entered into this equation. In the past, various agencies of local government have attempted to address the problem by hitting out at the street pusher.

The strategy was then changed to reach into the channels of distribution that went far beyond the street pusher and went to the wholesaler.

We have recently even raised that level to one of reaching the financiers, the people who never touch the drugs themselves but who finance the operations.

That strategy will not work, obviously, with something like PCP, which is probably analogous to the situation we faced in the old prohibition days, the days when the big bootlegger was actually attacked through financial channels and the IRS, but people still made bathtub gin.

Today the young people on the street do not know what they are getting when they traffic, trade, and abuse drugs like PCP. Therefore we come to New York, one of the headquarters or PCP capitals of the country. We must depend upon the advice and counsel of people like yourselves who are dealing with this product and this problem on a daily basis. That is why we have called the witnesses that we have before us today.

As a result of some confusion yesterday and problems that are continuing, the education authorities in the city of New York, the central headquarters, there was some confusion with our witness, Captain Daly, of the youth aid division of the New York City Police Department.

We apologize to Captain Daly for the inconvenience and the fact that we did not have an afternoon session. He anticipated that he was going to be on in the afternoon session. He has kindly consented to return this morning to give his testimony.

Captain Daly, we would like you to step forward, if you would.

I must say that the cooperation between this committee and the police department of the city of New York has been of the highest and we are appreciative of that cooperation. Not only in the youth department, which you represent, Captain Daly, but generally, the police department and the narcotics bureau, as well as the street patrolmen, have been extremely cooperative with our investigators, and for that we are very appreciative. And we would ask that you convey this information to the commissioner.

Captain DALY. Thank you, Mr. Chairman.

Chairman WOLFF. Captain Daly, first, would you identify yourself, please?

Captain DALY. I'm Capt. Francis J. Daly from the New York City Police Department, the commanding officer of the youth aid division.

Chairman WOLFF. Would you give us a little of your previous background, Captain?

Captain DALY. I'm over 34 years in the police department and I have been connected with the department youth units for about 27 years.

Chairman WOLFF. In other words, you are a career police officer?

Captain DALY. That's correct.

Chairman WOLFF. Well, we would like you to be sworn.

[The witness is sworn.]

**TESTIMONY OF CAPT. FRANCIS J. DALY, COMMANDING OFFICER,  
YOUTH AID DIVISION, NEW YORK CITY POLICE DEPARTMENT**

Chairman WOLFF. You have a prepared statement, and without objection, your prepared statement will be put into the record. If you would like to summarize or read your statement, whichever you prefer, you may proceed.

Captain DALY. I think I will go over it. It is a brief statement.

Narcotics abuse control in New York City has been a heavy responsibility of the police department for many years. Today, fortunately, it is not what it was in the 1960's. Nevertheless, it is still a serious problem.

In 1977, there were 21,922 narcotic arrests citywide, a slight increase over the previous year. In 1978, for the first 6 months, there was a 44-percent decrease in drug arrests compared to 1977. For the same period, complaints decreased 16.1 in 1978 compared to 1977.

These decreases can be attributed to reasons such as: the heavy snows in January and February of this year; personnel shortages; decriminalization of marihuana resulting in less felony arrests; and the trend of decreasing citywide crime complaint reporting for the past 1½ years—1977 decreased 7.3 percent; 1978 in the first 6 months decreased 9 percent.

The schools are a small part of our overall drug abuse problem. Statistically, there have been 185 crime complaints of drugs abuse in the schools in the first half of this year. We recognize that all complaints are not reported to police and we are aware that there is a problem of drug abuse. Our policy is to enforce the drug laws. Priority is given to the big drug dealer who gets 65 percent of our enforcement efforts while 35 percent of our effort is toward street crime.

Special narcotic enforcement units in selected precincts have been trained in the narcotic enforcement methods to rid the streets of drug abuse. There are five radio motor patrol cars in Manhattan north, three in Brooklyn, and one in the Bronx. These cars are staffed with precinct police who are specifically assigned to drug abuse control enforcement at the street level, to the exclusion of other police duties.

The narcotics division consists of 500 members of the department assigned to drug abuse and control. Narcotics division sergeants are responsible to keep in touch with the schools in their respective modules within their assigned area and respond to complaints from the school personnel.

The narcotics division has no undercover officers in the schools. The average age of the police officer in New York City has increased with the budget crisis and we don't have police officers available who can pass as high school students.

Police officers are not regularly assigned inside schools in New York City. However, there are 10 police officers assigned in the vicinity of schools.

In addition, there were 23 community assistants assigned inside schools and 347 assigned in the vicinity of schools during the last school term. Included with this report are statistical tables for your information. If there are any questions this committee wishes to ask, I will be glad to answer them, if possible. Thank you for the opportunity to present this information.

[Captain Daly's prepared statement appears on p. 120.]

Chairman WOLFF. Thank you, Captain Daly.

I would just like to ask you a few questions. Paragraph 2 on your first page, you say the schools are a very small part of our overall drug abuse problem. Are you referring to the police department's problem, or are you referring to the overall drug problem?

Captain DALY. I'm referring to the police department. As we see the schools, our compliance from the schools are the smaller part of our overall drug problem in the city.

Chairman WOLFF. Is that because there is a lack of reporting, or is that because the problem itself is a small problem?

Captain DALY. It may be either.

Chairman WOLFF. Now wouldn't you venture a guess on that?

Captain DALY. We don't get all the complaints, Mr. Wolff. We are aware of that. But the complaints we do get, I compare them to the overall complaints and they're small in number.

Chairman WOLFF. Well, what type of complaints do you get?

Captain DALY. The statement presented only refers to narcotic and dangerous drug complaints received from the schools.

Chairman WOLFF. I mean what type of narcotics complaint would you get?

Captain DALY. We get all types, all abuses—heroin use, cocaine, PCP, marihuana.

Chairman WOLFF. Do you have an idea of a specific percentage from any one particular area?

Captain DALY. The department has not broken that down in our statistical system. All PCP complaints come under controlled substance complaints and there are other types of drugs which come under that same category.

Chairman WOLFF. Now why is it that you don't feel that you get all of the complaints? Why are they not recorded? Whether it is reported or not, it is a crime. Why are you not getting all of the complaints that exist?

Captain DALY. In my opinion, it is because they don't think it is serious enough to report it to the police, or they did not make the effort to report it.

Chairman WOLFF. Would you say, then, that all serious drug offenses are reported to you?

Captain DALY. I would say more serious drug offenses are reported than nonserious.

Chairman WOLFF. Now we get to the point that I asked you before: What type of complaint are you getting when you say heroin? What type of complaint is that? Is that a user, a trafficker?

Captain DALY. Usually a user in the school or a trafficker outside the school. It could be either.

Chairman WOLFF. You have indicated that you have five radio cars in Manhattan, three in Brooklyn and one in the Bronx.

These cars are staffed with precinct police specifically assigned to drug abuse patrol enforcement at the street level, to the exclusion of other police duties. How many cars do you have in the Harlem area?

Captain DALY. I would venture to say it is probably—we have three precincts covering that area. We probably have 45 cars.

Chairman WOLFF. No, I'm talking about the ones exclusively assigned to drug abuse enforcement.

Captain DALY. The five cars in Manhattan are in the Harlem area.

Chairman WOLFF. How do you account for the wide street traffic existing in the area where there are cars? If they are there to specifically handle drug traffic and enforcement at the street level, how do you account for the amount of traffic that goes on out in the open, right there in the streets?

Captain DALY. Well, there are——

Chairman WOLFF. I've seen police cars and police officers in the area where there is trafficking taking place right within their immediate vicinity and view.

Captain DALY. If you saw that, you saw it, Mr. Congressman, but it is his responsibility to make arrests in those situations.

Chairman WOLFF. How do you account, then, for the wide street markets that exist?

A year ago this committee saw massive street markets for heroin, cocaine, and marihuana, we've had investigators in the area, and although they may not be in exactly the same places, there are "shooting galleries" identified by the police department as well as a flourishing trade in illicit narcotics.

Now if you say that you have five cars, then either we are wasting the cars, or they are not enforcing the law.

Captain DALY. I got a personal report sent to me by a sergeant in that district and he had reported 98 arrests for PCP this year already in that area, one car.

Chairman WOLFF. I know that there is a certain area—that is, a marihuana area, a grass area. And you go down to another street and that is a heroin area.

Now how can they exist if your police officers are there? I have been told that the reason they exist is because when they chase the traffickers from one place, they move on to another place.

Captain DALY. That's true; they do.

Chairman WOLFF. The market still exists. We still have a street market today that kids from the suburbs go into to buy.

We heard yesterday from Sterling Johnson that the kids are going into those markets, that there are cars with all sorts of license plates on them that are using this as the place that they pick up their supplies. It's a real supermarket for drugs of all kinds.

Now if you have these officers assigned, and I'm not critical of the department, mind you, but I'm wondering just why this trafficking continues if there are policemen assigned to this duty.

Captain DALY. Well, the department higher ranking officers in the area have taken a number of police from the regular routine police problems and assigned them to narcotic abuse.

As you know, we have staff shortages in the department since 1975, and they put this number of police on this particular problem because of what it is, and they feel that it is that serious in the area.

They don't expect and I don't expect that everything will be cleaned up and there will be nothing on the streets of Harlem.

Chairman WOLFF. Captain Daly, I feel that this interfaces with the drug problem in the schools because this is a center of supply. Some of the wholesalers get their supply there, and some of the young people stock up for resale to their own community.

I have seen films of drug transactions and I've seen the transactions themselves that take place there in full view of law enforcement officers.

Now, again, I'm not saying that this condition exists today, but I do know that it existed a short time ago. Although the areas have changed, those markets, those street markets, still exist.

Now is it not possible for you to drive these people from the streets, or what is it that prevents action?

Captain DALY. It would seem so. The Narcotics Bureau, I think I have statistics here which tells how many arrests they've made citywide in the first 6 months of this year. They've made 3,700 felony arrests.

Chairman WOLFF. What has happened to those arrests? Have you followed them at all?

Captain DALY. It's very difficult to follow them up in the courts and it will take time before these cases are cleared out of the court system.

I don't know that the department follows up the dispositional stage. I could not give you any statistics on it at this time.

Chairman WOLFF. Well, one thing that we would, as a committee like to see, and after all, New York City is very heavily dependent upon the compassion of the rest of the country right now in our loan programs and things of that sort. And one thing that we would like to see is the street markets to disappear. Whatever steps that are necessary to have these markets disappear, I think, should be taken.

We really can't assess the extent of the problem by the number of arrests that are made. We know that we interdict about 10 percent of the drugs coming into the United States.

At least that is a statement that is made by every department of the Government. That means 90 percent of the drugs are getting into the country. Even if we take it at face value, the number of arrests that you have made indicate that a certain number of people have been stopped from whatever activity in which they have been engaged, but what about the rest of them?

What really concerns us is not the number of arrests, Captain, not the number of people who are incarcerated, but what the effect is upon the overall market that exists and the number of abusers that we have in the market area. We are not going to solve the problem of drug abuse merely through arresting people and putting them in jail, I think that we both agree on that.

What we are going to be able to do, however, is disrupt this traffic and we are engaged in a guerrilla war. You are right in the front line troops.

Captain DALY. I couldn't agree with you more, and that is why there are narcotics division programs that are 65 percent oriented toward the big dealer in narcotics.

Chairman WOLFF. But the point is that if you have a street unit like this, then I do believe that the harassment of these dealers is going to do more to drive them from the street than anything else. But when I see narcotics police go down the street and can identify the traffickers on the street corner, and even wave to them, something is not happening.

I traveled down one of the streets in Harlem and we were in an unmarked car. We had two-way mirrors in the car, and the lookouts that were at the end of the street——

Captain DALY. I read the article, Mr. Chairman.

Chairman WOLFF. They just notified everybody. Those tom-toms beat right throughout that whole community.

Now we're not saying that the area of Harlem is the only area in the city that has problems, but we are saying that it is a central trading area.

That was outlined, once again, by Sterling Johnson yesterday. If it requires harassment of these people who are trafficking, then I think it's about the time that we harass them to a point where they stop trafficking.

Captain DALY. Every time that we harass people in this city, Mr. Chairman.——

Chairman WOLFF. I'm not saying undue harassment; I'm talking about people who are actually trafficking on the streets.

Captain DALY. We are arresting them and bringing them before the courts, to the best of our ability.

I will bring to the attention of the department that if you think we should do more in this area——

Chairman WOLFF. I'm speaking now as an individual Member of Congress who represents part of the New York City area. This city should not be a haven for drug traffickers, and I don't think that you want it to be. I don't think the police department wants it to be. And I don't think that we should have a central market in our area that goes on and operates with immunity.

But I have taken too much time on this. I should like to get to one other point, and that is on the question of your security people and how they relate to the security offices in the school.

How does your youth bureau relate to the security officers?

Captain DALY. Well, actually, our youth bureau has little to do with the schools. It is the overall police department that relates with the office of school safety personnel.

We have a liaison with them direct. They get a copy of every complaint that we get in the department that is concerned with the schools.

We have, as I said, a lieutenant liaison in the youth aid division that is in touch with them frequently whenever problems develop that we can step in and try to ameliorate them.

The police on the street will respond to the schools on call. They are responsible to do that. The department, as far as I know, has a good relationship with the schools' safety people.

Chairman WOLFF. Here, again, I would like to get your opinion as to how often you are called into a school situation.

I take it, for the most part, that the school security people attempt to maintain the security themselves and do not call in the department.

Captain DALY. When things get out of hand in the school, ordinarily it is problems in which possibly they're of a radical nature and it flows out over into the streets and then the department comes in and they have a problem of tension between the students and the school.

The higher echelon police officers come in and establish almost picket lines at the school and get the community people together to try to resolve the problems in this kind of a situation.

Chairman WOLFF. We heard from Sterling Johnson yesterday that there is a rising amount of violence connected with the trafficking in narcotics, and that young people are being used because they have immunity from prosecution.

Could you address yourself to that?

Captain DALY. Well, last year, there was a situation of that nature that developed in the Harlem area. And the department put a task force in there under Deputy Chief Charles O' Henry, and a number of arrests were made of people of adolescent age, between 16 or 24 or so.

The condition, as far as the department knows, has been curtailed in that area. There were a number of arrests made.

My information is that the youth in that age category were fighting over controls of narcotics and killing each other off. And the department, as I said, put in a task force group there. I don't think it is in effect any more. They felt that they had cleaned that situation up.

Chairman WOLFF. Well, we have heard that the situation exists as well in Brooklyn. And I'm not talking about the so-called ghetto areas in Brooklyn; I'm talking about some of the better areas of Brooklyn, the higher income areas, where control of the area insofar as trafficking is concerned is being contested. And the young people are being used in an "enforcement" capacity.

I see the special prosecutor is here. He indicated to us yesterday that a kid 10 years old was hired to do a gun job.

Captain DALY. The New York State Legislature just took this problem into consideration with their new statute, it was put on the books to deal with youngsters who commit serious crime.

In fact, I think New York State is the only State that has a statute that a child can get life imprisonment now for committing second degree murder or manslaughter.

A number of other serious crimes will result in 13-, 14-, and 15-year-olds going before a criminal court, starting September 1 in New York State.

So this indication of using youngsters who will not be punished in the family courts has been eliminated from our set of laws in New York State.

Chairman WOLFF. What do you think about the laws in New York State? Have they been successful, the tough drug laws in New York State?

Captain DALY. No, they haven't. And everybody, I think, is aware that the Rockefeller drug laws were not successful. So they have been changed.

Decriminalization of marihuana has changed some of our statistics on drugs.

Chairman WOLFF. Thank you very much, Captain Daly. I now turn to Congressman Mann. We are very happy to have you here in New

York, Congressman Mann. We're glad you came all the way from South Carolina to join us here this morning.

Mr. MANN. Thank you, Mr. Chairman.

Do you consider undercover activity in schools to be an appropriate law enforcement function?

Captain DALY. If it is called for in the school system, I would agree to it to eliminate a serious problem.

Mr. MANN. What may be called for in connection with a determination of intelligence concerning sources and drug traffic in general—

I notice that none is being done, and you attribute that to the budget crisis. And we don't have police officers available who can pass as high school students.

Are you telling me that the civil service requirements of the city of New York prevent anybody from being fired, so that nobody can be hired to do the job?

Captain DALY. What I'm getting at in that statement, Mr. Congressman, is that we do not have young police officers in the city of New York now because of the problems. But I'm not saying that the narcotics division can't get information out of students in the schools. They do develop informers in the school system and can still get information in situations like you have described.

Mr. MANN. Why can't the city of New York police department employ officers that can pass for students?

Captain DALY. The problem of employing city police officers is controlled by the budget, and we are taking back all of the police officers who were laid off. In the last month or so 600 were taken back, but they were put into a program called the neighborhood stabilization units, which are dealing with on-the-street crimes.

Mr. MANN. Well, you mentioned earlier that if the situation called for it you certainly think that undercover work in the schools would be appropriate.

Now what if the situation called for it? What would you do?

Captain DALY. The narcotics division would probably attempt to get informants in the schools.

Mr. MANN. So you're telling me that the priorities are such now that a determination has not been made to do undercover work in schools.

Captain DALY. The narcotics division is not doing undercover work or using police officers in the schools today. I don't set priorities in the department, and I can't speak for the police commissioner or the head of the narcotics division; but I would assume that since we got 600 more, they might very well ask for somebody who then would have to be trained.

Mr. MANN. Well, you are the commanding officer of the youth aid division. Does youth aid include helping school students?

Captain DALY. Our division deals with juvenile complaints coming into the department—nonarrest complaints. We deal with them on a basis of helping the student.

If you find that he has some social service needs, our division will get social services for him or that family.

Mr. MANN. You mentioned that there are now 10 police officers stationed in schools because of serious situations. Are those officers in your division or some other division?



Captain DALY. No; those are patrol officers in the precincts that the schools are located in.

Mr. MANN. The sergeants that maintain liaison with the school officials in each precinct, are they any part of your division?

Captain DALY. They are part of the narcotics division. They control maybe 10 or 15 narcotic investigators in each of their modules throughout the city.

Mr. MANN. Well, your duties, or the duties of your division, don't seem to relate to the narcotics problem in the schools at all.

Captain DALY. Well, let me explain to you, Mr. Mann. I have been chosen to represent the department here because my division has more to do with the schools in the city of New York than any other branch of the department.

I have been selected to do this job, and I had to do my homework about narcotics through the narcotics division, and I have been in touch with them and a lot of other people in this city about the narcotics problem. And that is why I am here as the department's representative.

Mr. MANN. I see.

Captain DALY. I wondered the same thing myself. How did I get this job, since I haven't made a narcotics arrest in probably 25 years? But here I am.

When you're a soldier, you do what you're told.

Mr. MANN. OK. Well, I'll quit giving you a hard time.

Captain DALY. That's all right, Mr. Mann.

Mr. MANN. The complaints that you do receive, if they are narcotics related—well, just what is the general breakdown on the complaints that your division receives and deals with?

Captain DALY. As I said, we deal with nonarrest complaints of juveniles. The department's policy, is if a felony is committed by a juvenile, that juvenile goes before the family court in the city of New York, and he is arrested and brought into the court.

Some 26,000 of our juveniles last year committed misdemeanors, and they were not arrested and brought into court. A department form is made up which our division, the youth aid division, investigates. And we make a determination on whether we think that child is going to be a potential delinquent or have further involvement in crime.

And if we find there are social service needs for that child and the family, we will refer them to social agencies.

Mr. MANN. Roughly what proportion of those are drug related?

Captain DALY. It's very small. We don't get very many drug complaints. We get some marihuana smoking today, but in the past it was more serious under the law, and they were arrested and brought to court.

A very small number of our complaints deal with narcotics violations because they're mostly in a felony situation and they go to court.

Mr. MANN. Was the change in the marihuana treatment caused by legislative action or by department policy?

Captain DALY. Legislative action, in what they called the decriminalization statute in New York State. In possession of marihuana, you have to have over 16 ounces now before you can be charged with a felony. It went from like 1½ or 2 ounces to 16 ounces.

Mr. MANN. But do you see any problems from your perspective caused by that?

Captain DALY. Well, we get more juveniles reported on marihuana use, but marihuana use in the city of New York is pretty common these days.

Mr. MANN. There used to be a situation here as well as elsewhere, where school personnel were reluctant to make complaints concerning drugs, in particular, because of the lack of expertise in being absolutely certain of what they were reporting, and the diagnosis and whatever.

Does that situation still exist? And I ask you that because of your receiving complaints of all types. Do you attribute the lack of drug complaints that your division receives misdemeanors or less than felony type situations to any reluctance on the part of the school personnel to report drug-related misbehavior?

Captain DALY. My personal opinion is that some school personnel would be reluctant to report complaints. Some areas report consistently and others are lax in their reporting.

Last year we got over 15,000 complaints reported from the schools to the department, these were official department crime complaints. It has been running about at that level for the past 5 or 6 years. I think it started around 10,000, we didn't always get complaints. We didn't identify the school location or the school property prior to 1972.

But about in 1972, we started to identify complaints coming in from the schools and so we have a running account of them for the past 5 or 6 years. So did the board of education, office of school safety, start keeping their own statistics, and teachers, the Federation of Teachers, also kept them.

We have three sets of statistics in the system and they are gradually coming to be almost about equal. Very close. There are little differences.

Mr. MANN. Well, from that, did I understand you to say that you have concluded that there are differences in the reporting of schools that are difficult to explain, except on the basis of a lack of effort by the school personnel?

Captain DALY. Yes.

Mr. MANN. All right. Just one final question, I think. You mentioned in connection with the decreases in reporting, the trend of decreasing citywide crime complaints reporting for the past 1½ years.

Is this a matter of public attitude or a decrease in crime?

Captain DALY. I'm not prepared to answer that question. The decrease in crime statistics, we hope that it is because of our excellent enforcement. However, I don't know as we can document that.

Statisticians in this area don't really identify why these things are happening. Those things that I pointed out in my statement they seem to be valid, in my opinion. But there may be other population changes or things. Population changes affected our juvenile statistics recently. They are all going down because the baby boom is past. They are over 21 now.

Of course, we take credit for decreasing crime. But I'm being facetious. The documentation of it is something else.

Mr. MANN. You then have not concluded that the public has become somewhat jaded with reference to crime or not as sensitive to reporting it as they used to be?

You haven't concluded that.

Captain DALY. My personal opinion is I think they are reporting more crimes today and the Federal Government has instituted victimization studies. Some of the press has also initiated victimization studies.

People have become, I think, more aware of their rights and are reporting.

Mr. MANN. I think probably you are right. I hope so. But let's relate that to schools, in particular. Standards of misconduct that might have caused complaints 2, 3, 4 years ago may not be resulting in complaints now.

Captain DALY. I would agree with you, Mr. Mann.

Mr. MANN. Thank you very much.

Chairman WOLFF. Thank you, Mr. Mann. Chief of staff, Mr. Lawrence?

Mr. LAWRENCE. Thank you, Mr. Chairman.

I have several questions, Captain Daly, hopefully, to clear up some of the comments that have been made. You indicated that since 1972, both the police department and the school board have been keeping track of criminal complaints coming from various schools within the jurisdictions.

Do you have a list of your top 10 here, for instance, that you could read to us and let us know where the problems appear to lie?

Captain DALY. I have a list here of the report that we keep.

Mr. LAWRENCE. Well, let me give you the second part of that, and perhaps you can answer the entire thing at once.

Of those top 10 trouble spots or trouble schools, is it noticeable that there is an increased number of narcotics-related complaints from those schools?

Captain DALY. Excuse me. I misunderstood your question. I don't have the locations.

Mr. LAWRENCE. What do you have?

Captain DALY. I have a statistical report on how many crime complaints came from the board of education and what crimes they were recorded as.

Chairman WOLFF. Is it required that the board of education furnish this information to you, or is this done on a voluntary basis?

Captain DALY. The board of education personnel are required to report complaints to us, under their regulations. I am fairly certain of that.

Chairman WOLFF. Now you said before that not all these cases are reported to you. Is that correct?

Captain DALY. It is my belief that the whole society, including the board of education, doesn't report all the crime complaints.

Chairman WOLFF. Therefore, they are not living up to the law?

Captain DALY. I am not going to accuse the board of education.

Chairman WOLFF. Well, if they are not reporting crimes and they are required to, then they are not living up to the requirement set by the law.

Captain DALY. If you say so, Mr. Chairman.

Mr. LAWRENCE. Two additional questions. Of the youngsters that your department, that your section represents, Captain, do you notice any correlation between youngsters who are in trouble, whether for

narcotics or anything else, criminal trouble with the police department and attendance?

We heard statistics yesterday that on any given day in this city, there are approximately 200,000 children out of school, of which 80,000 are hardcore truants.

Do you notice a correlation between truancy and involvement in criminal activity?

Captain DALY. Well, it has always been our opinion, in youth work in the police department, that truancy is a beginning sign of a juvenile who is starting to have trouble. The relationship between these 80,000 I could not identify. But we believe that truancy is an indication of a first sign, not necessarily that the child will become a delinquent or a criminal subsequently, but he is beginning to rebel against our laws and our society when he starts truancy from school.

The reason for his doing so, there are numerous reasons, I'm sure. But we feel that when we find a truant reported to us, we notify his parents and the board of education bureau of attendance.

We have a standardized form on which we do that. If there is a subsequent involvement with him, we get in touch with the child and the family also and we ask the parent, are you having trouble with your child? Feel free to call on us and we'll do what we can to help the situation.

Mr. LAWRENCE. I have one further question. You indicated in your statement that there are police officers who are assigned to various schools. I think you said 11 or 12 police officers are actually physically stationed within schools.

Is that correct?

Captain DALY. That is correct.

Mr. LAWRENCE. Now these are not officers under your command.

Captain DALY. They are police officers in different precincts throughout the city.

Mr. LAWRENCE. Why are they assigned to the schools?

Captain DALY. I would say they are assigned to the schools because of problems in the school. I don't have too much detail about why and wherefor.

Mr. LAWRENCE. Who makes the decision as to whether a police officer will be assigned?

Captain DALY. The chief of patrol in the city of New York. He authorized the placing of the officers in the schools.

It is a department policy not to put police in schools, ordinarily, but the situation in this case was probably such a disciplinary or other serious situation that they put the police officers in the schools.

Mr. LAWRENCE. You would have, I assume, no way of knowing whether those officers who are in the schools, because they are not under your command, were running into significant numbers of narcotics cases.

Captain DALY. I would have to make an effort to contact them. I don't even know what schools they are in.

Mr. LAWRENCE. Would you find out for us, Captain, and submit it to the committee for the record?

Captain DALY. I will do that.

[Information was not received at time of printing.]

Chairman WOLFF. Our special counsel, Mr. Mackell.

Mr. MACKELL. Just a couple of followup questions to Congressman Mann's inquiries.

Has the department done anything in light of the fact that you do not have young enough police officers to do undercover work in the schools, to implement the concept of using undercover people from other areas, other police departments where they do not have the budget problem that we have, and to sort of import them.

As a matter of fact, it does two things: It really keeps the identity under cover, because they're from another State; and also, they will be young enough, or young enough looking to do the job.

Has the department done anything about that?

I know it is done in other areas.

Captain DALY. Not to my knowledge. The department has a task force that works with the Drug Enforcement Administration in this city, and they have detectives assigned to that.

I don't know if we would be pulling in people from out of town to put them in undercover in the schools.

In fact, I don't know whether the narcotics division has received any requests to put somebody in, even from their own personnel under their present complaints that are under investigation.

I can convey your thoughts to the department, the narcotics chief. I will see that he gets it and looks into that. But as I said before, the department just took back 600 people which they put out into the street in neighborhood stabilization.

As you know, the police commissioner sets the priorities on where and how police officers will be assigned. And this was a priority of the department to put them out into the street.

Mr. MACKELL. Well, in the past, from my own information, we did use undercover people in the schools.

Captain DALY. Yes; I am aware that they used them in the schools in the past. But this I got from the narcotics division that they don't have anybody today that they can put in the schools.

Mr. MACKELL. Well, maybe that might be an idea to convey to the commissioner.

Captain DALY. Yes; I will do that, Mr. Mackell.

Mr. MACKELL. Second, during the course of our interviews I came across an individual who was a dean of discipline in one of the schools, who generalized that on any single day during the school year, that a police officer could walk into a principal's office and probably arrest him for even felony-weight drugs that he seizes, or he sees within the system and fails to turn it over to the police department in effect they are now acting as judges, juries, and police officers, all in one person.

Have you come across anything like that?

Captain DALY. Well, as I said before, I'm not into the schools very much, and this kind of a situation is very unlikely for a police officer to go in and arrest the principal because he has all of these things in his desk drawer which he has seized.

I don't think the board of education approves of that and I think there are probably regulations for them to get rid of those things or turn them over to the proper authorities. In fact, I think city hall has just brought up something about the seizure of dangerous weapons by principals and holding on to them without turning them over to the police.

I guess maybe it is probably lack of carrying out their directives if they are doing that.

I know the board of education would not approve of it. Police officers don't go into principals' offices. They ask to go in, and the principals will throw them out if they want to throw them out, and they don't have any authority in there.

We have guidelines about going into the schools, which guide police officers in making investigations and arrests. And our department has sent these right down to the street level outlining directions that they don't go into schools to make investigations; they do it, if possible, after school hours. If you have grounds to make an arrest and you're going to make an arrest, you go to the principal's office and you tell him what you have and he will get the student and bring him to the officer where he will place him under arrest. But if police go in there to make an investigation, he is acting against department orders and the principal has the perfect right to put him out of the school and refuse to cooperate with him.

Mr. MACKELL. Well, what you are saying, then, there is this traditional protective attitude as far as the school system is concerned, vis-a-vis the problems of crime within the school system.

Captain DALY. Well, the school system has their rights and they want us to abide by them and live up to them also.

I don't say that we're trying to protect the school principals who seize property from the youth. No.

Chairman WOLFF. Would you yield a moment on that point?

Mr. MACKELL. Yes; Mr. Chairman.

Chairman WOLFF. What would happen in the event that you had a hard case, hard evidence, and the principal or the authorities there would not permit you to come into the school.

According to your regulations what would take place?

Captain DALY. If we had sufficient evidence to make an arrest and we are at a point in an investigation where we feel—and now I'm just going to pick a youth up and bring him into court, we could go into the school and take him out of the classroom, under the authority of law.

Chairman WOLFF. But you don't do that.

Captain DALY. No; we don't advise it. We don't want to disrupt the whole school system, so we go through the principal.

Chairman WOLFF. Well, I thought before you said something about the fact that the principal can throw you out of his office.

Captain DALY. If he says no; we would probably advise him that we are going to go into the classroom. We would even probably contact the central education office.

Chairman WOLFF. Thank you.

Mr. MACKELL. One last question. Your statistics show a dramatic decrease in the first 6 months of this year in the number of felony and misdemeanor arrests from the total year 1977, and as a matter of fact, for almost the 5 to 6 years prior thereto.

Do you attribute this to the change in the marihuana laws?

Captain DALY. I think it has some effect on that change in the marihuana laws. There is a larger number—well, there's still a large number of arrests for misdemeanor marihuana. The misdemeanors only

went down 28 percent, whereas, the felonies decreased 44 percent for the first 6 months, 1977 to 1978. I think it had some effect.

Again, the crime complaints coming into the department, it is difficult to assess why is this 9 percent decreasing overall for the whole 6 month period, except for the things that I pointed out?

Mr. MACKELL. How many men are assigned to your unit?

Captain DALY. I wish you hadn't asked that. The department sets priorities, and our division got hurt very badly. We had a 60-percent decrease. We went down from 214 personnel down to 100 personnel.

Mr. MACKELL. And how many precincts do you have in this city?

Captain DALY. We have 73 precincts. There are 42 full-time officers—well, 80 police officers involved in it.

Mr. MACKELL. 80 for 73 precincts.

Captain DALY. Our office is operated at the division level, so one office covers five precincts, maybe.

Mr. MACKELL. Thank you.

Chairman WOLFF. I would just like to ask a final question. Do you think that is adequate?

Captain DALY. No, I don't. We have efforts ongoing to get some support through Federal funds to increase the personnel in the youth division in this city.

We are aware that last year we got 46,000 complaints. Adequately dealing with them would take a lot more personnel than we have.

So we have to set priorities in dealing with the complaints.

Chairman WOLFF. You had 46,000 complaints alone, without doing investigative work, which would be necessary in order to initiate action. And you have 42 officers.

Captain DALY. And they are not all working on those complaints. There are a few other areas that we are involved in—runaways and youth gangs and PAL liaison.

Chairman WOLFF. Thank you very much, Captain Daly. We appreciate your cooperation. We commiserate with you on the lack of facilities that are available to you.

I would say that I'm going to ask the committee to be in contact with the commissioner to see if we could be of assistance in any way to the city to try to alleviate this problem.

Captain DALY. As I mentioned a few times, the department's top priority is crime on the street. My division at the present time, is not dealing with crime on the street. And so our division and other divisions are hurt by the department putting police officers on the street where the crime is.

Chairman WOLFF. Thanks very much.

Mr. MANN. If I could ask one question on this personnel situation. The community assistants that are assigned inside the schools and in the vicinity of schools, are they full-time police officers or are they totally volunteer, or are they part time?

Captain DALY. They are model cities youth under the model cities program that we have in New York City here. They call them community assistants. They do not have peace powers. For the most part, we are using them in dealing with school crossings. The department is getting school crossing guards back into the department, although they are not up to full quota yet. The department is also in the process of moving these community assistants out into other agencies in the city.

The model cities program was not originally designed for youth to work in police departments. I think they are doing other kinds of community assistance work in other agencies throughout the city.

Mr. MANN. Does your department, your division, have contact with the community assistants?

Captain DALY. I have one community assistant assigned. My boss, he has contact with the community assistants in the department, yes.

Mr. MANN. Now you say they are under model cities youth program?

Captain DALY. The model cities program, I think, is a national program in different States throughout the country. That has been in effect for almost 10 years or so, I think.

Mr. MANN. It is a federally funded operation.

Captain DALY. Yes.

Mr. MANN. Are these community assistants of any particular age?

Captain DALY. Well, they are young people who were supposed to be trained for jobs and work in municipal agencies throughout the city. They provided educational programs for them. They were minority youth. The program has been in effect for some time, and they are working in particular housing areas in the city here, three or four different places in Brooklyn and the Bronx.

I don't know if there are any in Queens. I think there are.

Mr. MANN. You have one, you say, assigned to your division. What is the turnover on those?

Captain DALY. A lot of them left the city already and got into other jobs. They are training them to take civil service jobs, and a lot of them have moved out that way. A lot of them have moved out other ways.

Chairman WOLFF. Excuse me for a moment, Mr. Mann. These are not CETA employees, are they?

Captain DALY. No. I wouldn't call myself an expert in model cities, and I've probably made a couple of statements already that are not so.

Chairman WOLFF. What I wanted to find out is whether you had any CETA employees that are assigned to you?

Captain DALY. Well, there are CETA employees assigned to the police department but not in my division.

Chairman WOLFF. Have you requested them?

Captain DALY. Yes, as I said; but I am low priority, Mr. Wolff.

Chairman WOLFF. Ms. Thompson?

Ms. THOMPSON. After listening to your testimony, I want to know if it's fair to conclude that the New York Police Department does not see drug abuse in the schools as a serious problem?

Is it fair for me to conclude that the police department does not see drug abuse in the schools as a serious problem? The department budget has been cut.

Captain DALY. I don't think the department feels that it is not a serious problem. I would say it is not as serious as our overall narcotics problem in the city of New York.

I think I have pointed out in my statement that we do see it as a problem.

Ms. THOMPSON. What would you base that on, that the department does see it as a serious problem?

Captain DALY. The indication is the number of complaints we get from the school system and what we get from the rest of society.



Ms. THOMPSON. And what has the department done in response to those complaints?

Captain DALY. Every complaint is investigated by the police department, and it is disposed of in some way. The narcotics division disposed of 207 complaints. During the school year there were 106 arrests made on the basis of those complaints.

I can't give you the breakdown of our complaint system. I don't know it; I don't have it with me.

Ms. THOMPSON. What I was aiming at was manpower. There doesn't seem to be enough manpower allocated to this issue, even though you mentioned that there are complaints.

Captain DALY. The narcotics division consists of 500 men. I wish I had them in my division. There are 380 investigators in the narcotics division. The Department feels that that is as many police officers as they can put into this problem at this time in dealing with their personnel problems.

Ms. THOMPSON. But schools aren't singled out at all in the narcotics division—the school problem?

Captain DALY. Every school has a sergeant; that is part of his responsibility—the schools in his district, in his area.

He has 15 investigators that work with him, and every sergeant has a responsibility for dealing with that school. I think there are something like 40 modules throughout the city, and the schools are broken down, and each supervisor has his own area that he is responsible for.

Ms. THOMPSON. Thank you.

Chairman WOLFF. Captain Daly, I have one or two final questions here.

How many women do you have in your division?

Captain DALY. I have 11 investigators—women investigators—in my division. I will take all I can get.

Chairman WOLFF. You have 11 women?

Captain DALY. I have 11 women investigators.

Chairman WOLFF. Is that including the 42 that you were talking about before?

Captain DALY. Yes; that is included in that 42.

Chairman WOLFF. How many Spanish-speaking people do you have?

Captain DALY. I'm far above the quota of New York City employees.

Chairman WOLFF. We're not talking quotas now. We're just talking about whether we are meeting the needs.

Captain DALY. I have about, I think, five Spanish employees in the division.

Chairman WOLFF. Do you think you have enough Spanish-speaking people?

Captain DALY. I probably could use more to good advantage; yes.

Chairman WOLFF. One aspect of this that recently has come to the fore has been the rising rate of youth crime in the Asian community, where you didn't have it before.

Do you have any Asian Americans that can particularly address themselves to this?

Captain DALY. The department is pretty sad in that respect. I think there are two people in the department, and one is in the intelligence division and the other works down in Chinatown on a Federal project.

The department just met with the Korean community, because they were concerned with the number of Koreans—I think in the Queens area, for the most part, but throughout the city—they were concerned that they didn't have enough contacts with the police department.

And steps are being taken to provide for more contact.

Chairman WOLFF. We have heard of a great rise in the old triad groups, who have been very active in Europe and now are starting to get active in our own areas of New York.

Captain DALY. This would apply to the youth gang situation in New York City, especially the Chinese youth gangs. The police department is holding a conference here in September at the police academy, a 3-day conference. Police agencies from Canada, the United States, and other foreign countries have been asked to come and participate in the conference.

And there was one conference held, I think, in the last 3 or 4 months in Canada, and another one is being held here in New York City to pass on information about the problems in these particular cities.

Our Chinatown youth gang problem has been with us for the past 5 or 7 years, and it is a serious problem.

Chairman WOLFF. Well, you, fortunately, have been able to contain it to this point as much as possible, and we have not had the same experiences they've had out on the west coast.

Captain DALY. Just the other day the head of the Ghost Shadows got shot. But there has been one person in Chinatown who has been the president of the Ghost Shadows gang down there for the past 5 years, and they are causing the most trouble in the Chinatown area.

There is some dissension in the gang right now, the Ghost Shadows gang, and it is splitting up. We hope it will be the forecasting of the gang's deterioration and breaking up.

But there hasn't been any decrease in the statistical information we have been getting on them for the past 3 years, whereas gang problems in New York City have gone on the downturn in Queens and the Bronx and in Manhattan. In Brooklyn they're still maintaining a fairly high level of activity.

Chairman WOLFF. Thank you very much, Captain Daly. Again, I reiterate, our thanks to you for your cooperation and the cooperation of the department.

Captain DALY. It's been my pleasure. Thank you.

Chairman WOLFF. Our next panel includes Mr. Ivan Hodge, executive director of SCANT; Audrey Sarner, narcotics coordinator, community school district No. 26, P.S. 173; Frank Landro, director, substance abuse education, community school district No. 15; Levander Lilly, community school district No. 19.

We are appreciative of your taking time out to come join us and give us some of your experience in the field. It is normal practice for a congressional committee to talk about "grass" roots, but we would never talk about that in the narcotics committee.

The important element, however, is that what we're trying to do is find out from you what your experience has been in the field.

We are not here to attempt to dictate to you at the Federal level, but to get advice and counsel from you as to how we can best meet the problems that confront you.

We are interested in learning the type of cooperation that you are getting from the central education authorities, the type of cooperation

that you're getting from the youth division of the police department and whether you feel that cooperation is adequate, what assistance you're getting from the city, and what you think we can best do in order to help you to solve the problems that confront you on a regular basis.

I'm a strong believer in ERA, but I am still someone who believes that chivalry still exists in our society. And therefore I would ask Ms. Sarnar to please proceed.

I notice that all of you have fairly extensive statements. Because of the time constraints, I would ask you to summarize your statements, and then we will, without exception, put the entire statements in the record.

We will ask you all to make your statements first, and then the panel will proceed with questions.

Ms. Sarnar, would you please proceed?

[Ms. Sarnar's prepared statement appears on p. 121.]

**TESTIMONY OF AUDREY SARNER, NARCOTICS COORDINATOR,  
COMMUNITY SCHOOL DISTRICT NO. 26, P.S. 173**

Ms. SARNER. Mr. Chairman and members of the committee, I am a New York City teacher with 21 years of experience in the board of education.

In 1966, while teaching in the Queens school, I became acutely aware of the drug usage by several youngsters, their siblings and parents.

In order to alleviate the problem, I became actively involved in the fight to eradicate drug abuse.

Now, after 8 years in district 26 as youth drug abuse director, I realize that drug abuse will never be eradicated. I have come to the conclusion that the decision to become a drug abuser lies within that person—that drug abuse is not biased toward race, sex, intellect, or age.

We claim to have found causes—boredom, pressure, child abuse, child overindulgence. But we also have come to the realization that for every cause given, the inverse can be applied.

Following this premise, we must recognize that drug abuse is a major problem in every part of our country. Speak to any youngster in the schools or on the streets, or walk through any high school or junior high school and smell the aroma of pot. Visit any park or school playground and note the broken beer bottles, wine bottles, the open buying and selling of drugs.

Is this, therefore, a major problem, or just a phase a youngster will outgrow?

Well, for many it is a phase that youngsters might outgrow. However, for many others drugs become a lifestyle. How, when, where, and with whom can that high be obtained?

Drugs have become the pivotal point of their existence.

The question then becomes one of identifying the person who will make drugs into a problem. We must, again, realize that drugs are not biased, that anyone can decide to make drug abuse his or her problem.

Since this hearing is to discuss, the drug problem in the New York City schools, let us specifically talk about how the modality of drug

education prevention and intervention in this system can help solve the problem.

The solution is already present in that the professionals are already working in the field of drug education, intervention, and prevention, most of them with 7 years of learning and many potentially good programs in the New York City schools.

I use the word "potentially" because we were never able to reach our peak of efficiency due to lack of adequate funding. The State, because of the concerted efforts of our State legislators, has been trying to maintain the programs in the schools. However, due to cutbacks in funding we have not been able to reach our productivity level.

When school programs first started in 1971 we were pledged \$65 million. In reality we received \$18.5 million.

In this current year we have been allocated only \$12.4 million. As our funds were cut each year the cost of programs and personnel was rising, so that the \$12.4 million not only represents a loss of \$6.1 million from the original funding level but, due to double-digit inflation, an actual loss of almost \$10 million.

The city and the Federal Government have not contributed any funds to school drug education, prevention, or intervention programs; therefore it is with great hope that I welcome these hearings. Perhaps now the Federal Government, with your assistance, can realize the need for our school-based programs and, in realizing it, give sustained funding so that prevention, education, and intervention in school programs can reach out to all our youngsters in all our schools.

It is only with a united effort of State, Federal, and city governments that we can hope to make substantial inroads into the problems of drug abuse in the schools.

Chairman WOLFF. Thank you very much, Ms. Sarner. In the course of trying to put all these things together here, I neglected to swear all of you in, and I have to do that.

Might I ask you to please be sworn?

[The witnesses are sworn.]

Chairman WOLFF. Mr. Lilly?

#### TESTIMONY OF LEVANDER LILLY, DIRECTOR, REACH OUT/DRUG EDUCATION PROGRAM

Mr. LILLY. Mr. Chairman, members of the committee and staff, I am pleased to take this opportunity to highlight some of the points in my testimony relative to the district 19 drug education program known as reach out.

District 19 encompasses all of east New York, which can be compared to South Bronx or Bed-Sty, with all of the ills. But one thing we think we do have, despite the problems—and yes, we do have a drug problem in district 19—is that in the last couple of years there has been an awakening on the part of principals in our district, for the most part, on the part of the community superintendent, the community school board, and many of our legislators, and, more importantly, the parents, in that we do have a drug problem; and this was 2 years ago.

And as a result of this recognition that we do have a drug problem, the reach out program was able to launch an attack by meeting periodi-

cally with the principals, with guidance counselors, with teachers, with the support of the superintendent in recognizing the problem and working jointly to try and solve the problem.

The reach out program is an in-school program directly responsible for working with an identified population of youngsters who are exhibiting symptoms of drug abuse or who are experimenting with drugs.

But basically, we're dealing with kids that have a pattern of truancy, a pattern of dissatisfaction at home, and in many cases, a dissatisfaction with school.

Recently, we were able to involve roughly 200 youngsters in what we considered and what we labeled as a peer leadership program. The success of the program was due primarily, in my opinion, to the participation of the parents. It was not easy, but through various motivationally designed activities, such as parents must be present in order for their child to enroll in the program so that we can try to get them hooked up at the beginning and not wait until the middle.

Second, we had orientation sessions where many of our staff members, especially the instructors, live in the community, they know the parents, and that is the motivational factor. The majority of the parents did participate in parent workshops and cultural activities.

We were able to get shuttle buses where we planned parent-child parent day, to one of the local recreational facilities wherein parent and child were able to partake and participate in a joint effort whereby communication between staff, parent, and child and a bridge between those forces, in our opinion, was established.

We have PCP, or angel dust in many of our schools but by the same token, the superintendent now recognizes it and we are trying to deal with it in our local district, not the elementary schools, as much, but the intermediate schools, as well our junior high schools.

The reach out program of district 19 can be broken down into six phases. The first one is orientation and training. The staff must be trained. They must understand what they are doing in order to do it. And secondly, they must be able to articulate this to the schools and to the community at large.

We also have the second stage, and this is the initiation of our program into the school and this happens each and every year in September when the schools open. We don't take this for granted.

The second stage is introduction of the program into the school. In order for us to identify and work very closely with the youngsters who need the service, we must involve the teachers, we must involve the parents, and we must even involve the custodian. They also make quite a few referrals.

That is the second stage.

The third stage is the initiation of the program services into the school. What this basically means is that we do not work in a vacuum. We are accountable. We do follow a plan. We do have a curriculum guide whereby when we are running groups, these lessons have been predesigned based on certain symptoms and behavioral problems, whether it's drugs or whether it is truancy.

Recruitment of students—that's another process and this is all we are leading up to. Before we even get involved in servicing youngsters, we must go through these various phases.

Program implementation—that is when we get directly involved in working with the youngsters, whether its individual assistants, group assistants, peer leadership programs; youngsters are involved in the process. They work side by side with staff in putting a reach out newsletter with different articles whereby they can get involved in creativity and expression around certain problematical or programmatic concerns that they have.

And the last phase is assessment and evaluation, and I share with the committee an evaluation that was done under the auspices of the district evaluator, in collaboration with my entire staff and principals of district 19.

May I end by saying, yes, we have problems, but I think that we are somewhat fortunate in that we have been able to get a significant number of parents and principals and teachers to recognize the problems and roll up our sleeves and attempt to work for the resolution of these problems.

Thank you.

[Mr. Lilly's prepared statement appears on p. 122.]

Chairman WOLFF. Thank you very much, Mr. Lilly for an excellent explanation of the situation as you find it.

#### TESTIMONY OF FRANK LANDRO, DIRECTOR, SUBSTANCE ABUSE EDUCATION, COMMUNITY SCHOOL DISTRICT NO. 15

Mr. LANDRO. Rather than discuss my own particular program, which I am the director of, I think I would like to talk about a broader issue, because I think it is more critical at this point.

I have been testifying at hearings for about 7 years now and I've never had the opportunity to read my statement, but I continue to write.

So I always have difficulty in terms of condensing it, which I will do.

Chairman WOLFF. May I just tell you that one of the reasons for that is that, generally, people don't believe that Congressmen can read, and therefore, they want to read their statements to us.

Generally, it is better if we put it into the record and are able to speak to you on a one-to-one basis, rather than just the idea of listening to a prepared statement that we can read.

Mr. LANDRO. I think the statement I would like to begin with is a statement and fact that we are a drug-oriented society, and I think that is something that we often forget.

Half of our population drinks and 5 percent of our population is addicted to alcohol.

One of the problems that we've had in drug prevention programs historically is a bifurcation between alcohol and traditional substance abuse. And that is something which we in school-based drug prevention programs have been dealing with.

We do not deal with drug abuse as a problem; we deal with it as a symptom.

What we are trying to do, what we are trying to say is that things like truancy, school vandalism, promiscuity, things as far fetching as obesity, are all indicators of problems.

Our approach in school-based drug prevention programs is relatively simple: We try and deal with the person. We try and talk with the person individually, in groups, with their families to try and identify what, in fact, his problems are and why we see the manifestations.

Our burden is tremendous. We are dealing with close to a million school children. In my own district, we have 25,000 school children. I have a staff of 14, 8 of which are teacher counselors, the remainder are people who are not licensed, but provide counseling services and a variety of other services.

I speak to you not just as a school-based drug prevention program director. I have been in this business now for 7 years. I have been teaching at City University for 6 years. I have developed curriculum, and I can assure you that the drug problem, as we see it in the schools, mirrors itself throughout our society.

My students in class at college have the same types of drug-related problems as the students do in elementary and junior high school. The difference is the level of sophistication in which they deal with their abuse.

Elementary school and junior high school students may be more limited in their choices of drugs. College students, adults are not necessarily in the same situation.

I think the point that I'm trying to make is you can no longer separate alcohol and substance abuse, nor can we key, or should we key, on a particular drug of abuse.

Substance abuse is a mental health problem and I think that it should be primarily dealt with in that way. Granted, we have a PCP epidemic. I don't think anyone sitting at this table would deny that. But we had a hallucinogenic epidemic 4 years ago. Drug abuse is somewhat cyclical and we continue to have more and more drugs and new drugs, and unfortunately, one of the ways that we try to solve our drug problems is by creating new drugs.

The fact is that there will always be a problem. But I believe what we have to do is to take our efforts and our energies and put them into a more effective and a more comprehensive program model.

Right now one of the problems in my own school district, is that I only receive \$350,000 to service a school population of 25,000 students. Granted, they are not all drug abusers, but that should not just be our priority.

What I have found, and my experience has been, and this is as 5 years as a program director, those children who we work with in the elementary school—and when I say work with, I do not mean necessarily intervening in their drug patterns—but we work with them from a mental health point of view. We find out and we prepare them for the inevitability of a decision which they will have to make.

No one—I should say everyone—in this room at some point of their life has had to make a decision, whether they would use, abuse, abstain, from drugs, alcohol included.

We have made that decision, some of us good and some of us bad, however we assess that. But I think the fact is that everybody has to make it and until we accept that fact, until we fund programs to be able to do that, along with necessary evaluations, specific objectives—I understand all of that—we are going to continue to fight the battle which I think we are losing.

We now have in the New York City schools a system which can deal with the problem of drug abuse. Every community school district in New York City and in many of the high schools have either someone, or within the district, people who are trained to deal with the problem. The fact is we need more people, we need more training. But we do have a system which can effectively deal with a problem, not necessarily resolve, but deal with it.

In 1975-76, there were approximately 3,600 children, citywide referred for, I don't want to say for treatment, but let's say to outside agencies for a variety of services. In some cases it was to rehabilitation programs, in some cases it was the family court, in some cases, the bureau of child welfare.

That average, based upon the community school districts, is 19 referrals every day, if we take an average 180-day school year.

So the fact is the problem exists and it will continue to exist. I think the difference now that I can say that I could not say 5 years ago, is that we had a system that could effectively deal with it, but the system does, in fact, need help.

[Mr. Landro's prepared statement appears on p. 132.]

Chairman WOLFF. Thank you very much, Mr. Landro.

Mr. Hodge?

#### TESTIMONY OF IVAN HODGE, EXECUTIVE DIRECTOR, SCANT

Mr. HODGE. Basically, everything has been said by my peers. I just want to point out one thing, and that is that each of us, although representing our own program, represent the 32 districts.

I would like that very emphatically clear. There is a composite of what a drug school base program should be, if you put them all together and each one has designed a program for his or her own specific district to suit those particular needs in that given district.

I think if someone were to take all of the proposals and put them together, you would have one hell of a program. As was mentioned by the rest of our people here, money is a big problem. In 1974, I believe it was, I had personally a 50-percent cut in the program. You cannot take care of the drug problem in this city and continue having 50-percent reduction as far as money allocations in districts such as mine where people who used to be paraprofessionals who went to school for teaching no longer have their teaching jobs.

How do they answer this problem to their children?

The same people who are now into other various forms of escaping from reality, their children are doing the same thing.

After school programs have been closed down, health and hospitals have been shortchanged, and all of this has a direct bearing, not to mention the police captain who was here, his department has been cut, and in areas such as East Harlem, where I come from, this is where you have a big problem, and it is going to continue. It is not going to stop. But then the problem is not just there.

You're not stopping drugs from coming into the country, which may not be your particular purview right now.

Chairman WOLFF. It is.

Mr. HODGE. Then before we start talking about how the kid is using it on the corner—



I heard it mentioned earlier that 10 percent of the total amount coming on is being picked up.

Chairman WOLFF. That is even questionable.

Mr. HODGE. But that is appalling to me when you're talking about how we're going to deal with the kid on the corner of 125th Street when that is not the issue. He's only there because he has access to it.

So somewhere along the line we have a problem.

[Mr. Hodge's prepared statement appears on p. 136.]

Chairman WOLFF. Mr. Hodge, I might say that this is almost a chicken and egg situation, really, when you come down to it. This committee has been concerned for 2½ years now with the relationship between supply and demand.

We concentrated very heavily upon the supply activities. In other words, trying to cut off the supply. We have been successful in a number of cases. But as has been indicated here, and Ms. Sarnier addressed herself to that, if you take a particular drug and you cut the supply of that particular drug, then some other drug becomes the drug of choice. And it is merely just a shifting of the abuse from one substance to another.

It is not only a question of cutting off supply.

Our committee, in its next year of operation, will continue to pursue the area of demand which, to my mind, is the area that is most seriously neglected: Why people would go into the drug scene in the first place.

And I would like to ask a question on that now because you and Ms. Sarnier seem to have somewhat of a conflict. You talk about the increased funds that are necessary. Ms. Sarnier says that you're going to have that problem regardless of what happens, and continue to have the drug problem.

Ms. SARNIER. Oh, no, I didn't.

Chairman WOLFF. Maybe I misinterpreted.

Ms. SARNIER. I said that the drug problem will not never be here, in reality, and I must deal with reality, because that is what we do in the school system programs. We deal with reality.

Chairman WOLFF. I think that we would agree with you. Our mandate is to try to alleviate the problem and not to try to eradicate it.

We will never achieve that, for the use of mind altering substances has existed since time began.

Ms. SARNIER. Ten years ago, I was a 100 percenter. Now I will set a goal for a good 80.

Chairman WOLFF. If we could do the 80, I think we would be very successful.

We now have, by the way, and I don't know if you are aware of it, but at one time recently the number of heroin addicts in this country was up to 800,000. Since this committee has been in existence the number of heroin addicts in the United States has been reduced to somewhere around 400,000 hard drug abusers. These are the statistics and the hard facts.

So there is an indication that progress is being made; however, 400,000 is still an unacceptable number to us. These are people that are lost to society, to this Nation, at a heavy cost, whether it be in an economic sense or whether it be a social cost to the Nation.

So therefore, I don't think we're going to talk in absolutes at all. But there is one question that I would like to pose to all of you. In speaking to other countries about cutting down the supply coming into our country, these people say, well, if you, the United States of America, did not have the people who wanted drugs, we could not sell them.

Why is it that we in the United States have this particular problem, this peculiar problem?

Let me ask you this, in an effort to learn. Why is it we have this problem in the United States they do not have in other countries of the world where there is a ready supply? Turkey is a case in point. I have fought the problem with Turkey for a number of years and fought very heavily with the Turks over the fact that they should stop their production of the opium poppy. Why? Because, after all, 80 percent of all the heroin in this country was manufactured from Turkish opium. Yet, they do not have a problem with their youth abusing heroin or opium.

Why is it that we have that problem? Why is it that it is a problem peculiar to the United States?

We now have had a spread of the problem throughout the world. Why? Because people like to emulate what we do here in this country. Jeans are sold all over the world today. Discos are taking—that fad is even seeping—I saw in a newspaper article today, they're starting them in the Soviet Union. And the drug abuse that had its real inception right here in the United States is now spreading throughout the world.

I was questioned by a BBC reporter just yesterday, who was asking why don't we legalize all the drugs, as they have in Britain. Of course he didn't know what he was talking about. They don't have legal drugs in Britain. They have certain treatment programs there.

Why don't we do what the British are doing?

This committee was over in Britain recently and found that the British are now coming to us to find out how they can handle the problem, because the growth of the drug abuse problem has gone far beyond their control.

The situation that we find ourselves in, however, is that we have a situation that is almost unique. It won't be in the near future because even the question of an area like Thailand, which is a prime supplier to the United States now of heroin, Thailand has not had in the past a problem, over the hundreds of years of their existence. And they have always had opium there. The older people have been into opium; the young people have not been into heroin.

We brought heroin into various places of the world, Vietnam and places like that, where there never was an internal problem at all.

Now why is it—and I've taken all of this lengthy introduction—why is it we have the problem here?

Mr. LANDRO. That is a very difficult question to answer. I think part of the problem is the fact that our society, essentially, our own society here, are pleasure seekers. And I think one of the problems we've had to identify, and I think it is very clear, is that through the ravages of drug abuse at the end are a terrible thing, what children don't understand is that drug abuse initially can be a pleasurable experience.

And what, in fact, happens, most drugs, the first time they take them, can be pleasurable for most children. What happens is that feeling, that need that they have becomes gratified, which continues the process.

Chairman WOLFF. And you don't think people in other areas seek pleasure?

Mr. LANDRO. Yes, I do, but I think that the problem in this particular country has been here for, oh, 150 years now, and I think that if, in fact, you could cut the heroin supply in half, if you could do that, if your committee could do that, I think that our country, our society, would, in fact, find other substances to abuse.

Now I'm not suggesting you don't continue your effort. What I'm suggesting is that the approach that we have to take with the problem, and there is a difference between the prevention model and the treatment and the law enforcement model, and I think that distinction has to be made, is that we are dealing from a mental health point of view in terms of preparing people to make life-related decisions.

Many of the children that we deal with, who we work with successfully, there are no guarantees that they will not use alcohol or drugs later on. There are also no guarantees that they will not become obese, that they will not participate in other forms of negative behavior—truancy and vandalism.

The fact is we feel fairly comfortable that we are intervening in those kinds of behaviors.

Ms. SARNER. I would like to address myself to this.

In 1968, I was assigned by the central board of education to escort two Japanese filmmakers around our city because they were having a vast drug problem in Japan at that time in their school system. And we were doing something here in the United States that they did not know how to do. And they came here to emulate what we were doing.

So I don't know if I'm actually following you because one of our youngster's parents came home from Italy and her sister's a school-teacher there. And they asked for our curriculum because they're having a vast problem now in the Italian school system.

So I don't know if maybe they're better at hiding it.

Chairman WOLFF. I don't think that is true. Our committee has made a very thorough investigation of drug abuse throughout the world, not of the schools' systems. But the fact is, and I now come back to another part of the question, and that is the fact that, really, the situation became a critical one in the 1960's in our country. And our prior history does not indicate that there was a wide abuse type of situation that existed.

You also find a situation in various countries of the world, Europe, particularly now, that the abuse patterns of young people have accelerated within the last 5 years. There has been a real outbreak, tremendous outbreak of epidemic proportions in Europe. Prior to that time, they did not have it.

There is some part of this that is attributed to where our troops go, the drugs follow. And this is no means of deprecating our military, but, actually, the situation in Vietnam and the rotation of people coming back from Vietnam addicted was one of the incipient causes of the spread of narcotics through this country. And then Vietnam itself was a causative factor, with the frustrations that they met at that point, was a causative factor.

But before you answer, Mr. Lilly, and I really want to get to you because I think this is critical to the whole problem—

You know, when we had this problem, this problem has existed in ghetto areas of our country for longer than the 1960's but we did not pay any attention to it because it was in the ghetto area, and unfortunately, people did not give a damn. And that point, I think, is most important to our whole addressing of the problem.

The fact is that now that the spread and contagion of this, if it is a disease, which I think it is, is such that it is spreading into rural America.

There isn't a town or a village of this country that does not have some sort of an addiction problem.

Now when it comes to the question of money, that is a point. But to merely address this situation by saying it is a pleasure seeking society, that did not find itself in the ghetto areas of the country; it was the frustrations that existed in our ghetto areas that were a causative factor and the availability and the exploitation of the people that took place. And that exploitation is continuing to take place in this country, and until we realize basically what is involved in this—

When we were down in Latin America, the campesino in Latin America, cocaine, gets \$60 for what becomes the equivalent of a kilo of cocaine in this country, which sells for \$600,000. It's the same type of exploitation of these people that the conquistadores exhibited when they were there.

I think we have got to get really to the root causes of why people are into the drug scene and for us to try to not pontificate, but for us to try to lay off the blame or the causes to other areas—I think will never give us the opportunity of really reaching a solution to this problem.

I'm sorry, Mr. Lilly. I get very involved in this because this committee, if you want to come down to it, is the only hope left. We don't have an Office of Drug Abuse Policy any longer in Washington. We don't have any central authority we can go to at the moment.

And, therefore, in Washington, this committee is the last hope. If this goes, you can find that even the problems that you are looking at today are going to have even a greater impact upon you.

Mr. Lilly?

MR. LILLY. Yes, Mr. Chairman. I don't know if I can answer your question by just generalizing about it, because another situation is why is it that two children that live in the same household, one turns out to be a college professor and one turns out to be a junkie.

What I have heard in the past and what I've seen is that in the 1960's, yes, the drug scene did reappear. And in the 1960's, several other things were happening, too, on the national scene. And I think at times, we overlook the fact that children are human. They think and they internalize certain things and they have certain frustrations and they see certain discrepancies in our policies and they rebel.

You speak of the ghetto youngster. Why does that type child resort to drugs? And here, again, I think it's an individual thing. Of course, there are some causative factors that I think we can all buy into, is that if you don't have self-worth, if you don't see your way out, you have to cope and you have to survive, unless you decide to take your

own life, and hopefully, that will never become a substitute for drugs, although both are bad. But then, there is a state of helplessness on the part of youngsters.

But our approach in district 19 is to examine each individual child as a separate person and try to assess it to the best of our ability, what is happening to this particular child in relationship to his total view of himself, his family, his peers, and take it from step one.

And if you can enable this child to better cope with his surroundings until he can do better—

Chairman WOLFF. Any other comments?

Mr. HODGE. Ten years ago, many of the community people were complaining about inadequate housing, inadequate education, inadequate everything that supposedly got straightened out near the end of the 1960's and the very early 1970's.

Here we are in 1978 and the conditions are pretty much the same as they were in 1965 or 1963.

One of those things says that here we have children that we have to deal with who are looking at the same problem. Nothing has really changed. It just has been put on another plane, but it is still the exact problem.

When you say, why are we using drugs, why are they going overboard and using drugs, it's the same problem. The problems have really not changed.

The ghetto areas have become more ghetto in the sense that you have in some cases allowed some of the people in the community to get a better education but still don't have a job.

Chairman WOLFF. But how do you account for it in the more affluent communities, in the communities out in Long Island and Queens, in Nassau, Westchester?

Ms. SARNER. As I said before, the decision to use drugs lies within the person. That answers Levander's question of why does one brother become a doctor or lawyer and the other become a junkie?

The programs that we're providing New York City youngsters is one where they can develop decisionmaking skills, problem solving skills, building ego strengths and value clarification, and these programs can work. We have proven they can. However, nobody listens to us, really.

Three years ago we sat at a table at a hearing and reported PCP as a dangerous drug, a drug that began in the middle income Queens district. Nobody heard. I sat here. I listened to Mr. Daly. No Queens cars are available. They report—

Chairman WOLFF. Have you requested them?

Ms. SARNER. Of course we requested them. We are very close to the police department. We work with the police department. We are very community-oriented in these programs. We deal with every civic organization. We don't work in a vacuum.

And it seems that it has been addressed as a ghetto problem, you know; different things. It is not. It is a youngster problem. It deals with youth. It is a problem that the kids are really into, regardless of what background and what financial reasons they have.

Chairman WOLFF. There have been ideas mentioned before that one of the basic problems and motivating factors is the family relationship that exists within this country, or the breakup of the family. That

has been, in some cases, motivated by some Federal procedures—aid to dependent children only goes to families. Your tax dollars.

And that is why—I hate to blow my own horn—but that is why I recommended to the President the idea of setting up a conference, a White House conference on the family. We address ourselves to problems of the handicapped and problems of the aged and all around the lot. But yet, something that is basic to the American life, the American family, has really not been addressed.

And whether it be the question of the kid in the ghetto who has a broken family or whether it be the kid in the more affluent area whose family is not broken up but is too intent upon performing society's tasks with others, forgets about their own home relationship, that is a causative factor.

This is something that we want to explore.

Ms. SARNER. I would just like to make one more point, that the eradication, not total, but semieradication of drug abuse must follow a network approach. There must be programs in prevention and education, intervention and treatment, a total network approach is necessary.

Chairman WOLFF. Then, Ms. Sarner, how do you account for the idea that was just articulated a little while ago, about the fact that each district has its own program? It is fragmenting the approach.

Mr. HODGE. That is a misunderstanding.

Ms. SARNER. No. Each district services a certain population of people, and when we put in our proposals, we do a needs assessment in our area.

Ivan and I have alternative schools because our districts do not have those funds coming in that establish alternative schools. They do not.

So each district reaches out and does a needs assessment on the community.

Mr. MACKELL. Forgive me for interrupting, but isn't that a decision by the local school board?

Ms. SARNER. It is a decision by the local school board in conjunction with the director of the program.

Mr. MACKELL. Because they control their own budget and make the decision as to whether or not to have an alternative school?

Ms. SARNER. Right.

Mr. HODGE. A clarification on that. If you look at a big piece of pie and say that the pie had different tastes for each slice, some districts opt for certain slices that are relevant to their homelife, meaning their district in this case.

In our district we have different slices that are very pertinent to us. But what I'm saying is the whole pie is the drug prevention program. It is just that not every piece of the pie is applicable for every district.

Ms. SARNER. But that total network must be maintained, because the same way that we can deal with certain youngsters in a prevention and intervention basis, we must have referral centers to deal with them in a rehabilitation and treatment center.

Chairman WOLFF. To whom are you responsible in the individual community's local school board?

Ms. SARNER. We are responsible to the world. It starts with our community superintendent.

Chairman WOLFF. I'm not talking about the community now, but are you responsible to anyone outside of the community?

Ms. SARNER. Surely. We are funded by the State.

Chairman WOLFF. Now the State came in here yesterday—Mr. Klepak came in here yesterday and said that they are not funding any programs at all in drug education prevention.

Ms. SARNER. Mr. Klepak is a member of a three-man team that is under the mental hygiene department of the State. His division is treatment. Then there is a division on alcoholism by John de Lucca, and then there is a division on education and prevention headed by Mary Beth Collins.

It is interesting to note that theirs is a commission.

Mr. MACKELL. The State mandates drug education programs in the city school system. What is being done in each of your schools as far as drug education programs per se?

Ms. SARNER. State ed has mandated that there be a teacher's mandated curriculum going on by health teachers in the high schools, the junior highs, and, where possible, in the cluster teachers, in the elementary schools.

Mr. MACKELL. Do they distinguish that in the statute or do they say all the schools?

Ms. SARNER. It is distinguished in the statutes. It is all the schools.

Mr. MACKELL. Including elementary?

Ms. SARNER. Yes. But in certain instances elementary schools, because of the budget crisis, cannot have them.

Mr. MACKELL. But what is being done in school district 26?

Ms. SARNER. Education is going on at all times, Mr. Mackell.

Mr. MACKELL. You have a drug program?

Ms. SARNER. I certainly do. We have written our own curriculum that my staff uses, and the health ed people have their curriculum.

Mr. MACKELL. This is for all the schools and not just the alternative schools?

Ms. SARNER. All the schools.

Chairman WOLFF. Could we have a copy of that curriculum?

Ms. SARNER. Of course. You can come visit us.

Chairman WOLFF. We would be delighted.

Mr. MACKELL. Mr. Landro?

Mr. LANDRO. I just wanted to add, as a former health and physical education teacher, the State does mandate that a certain amount of hours and health instruction, which includes alcohol and substance abuse, be taught. The difference is—and there is a distinct difference—over the past few years the State education department, with help from a variety of sources, have revised many of their curriculum materials to be more effective and more humanistic in nature, to get away from the kind of approach which was purely pharmacological. And presently we work in conjunction with those health supervisors, those health teachers who operate within the school district.

It is essentially a team. The difference is they have multiple responsibilities in terms of the overall teaching of health, and we can afford to be more specific in terms of dealing with a particular area.

Mr. MACKELL. Is every student getting the benefit of that education?

Mr. LANDRO. They are, either through their health instruction classes, hygiene, or us. I can only speak for my own district. Every

student is not, only because of the numbers of students involved and the amount of time that is allocated. If you look at the State education curriculum, you will see a limited number of lessons on alcohol and substance abuse, because it is only one part of an overall health area.

I happen to disagree with that, but I have no control over that.

Mr. MACKELL. Another area of interest to the committee is: When you get a referral of a youngster who's involved with drugs, do you inform the department of health in accordance with the statute?

Ms. SARNER. No; we do not.

Mr. LANDRO. In my own case, what we do if it is brought to our attention that a child is a substance abuser, either through our own referral sources or through an outside source, once we meet with the child, talk with the child, it is our own policy that we inform the principal of the school where the situation is.

If a child has drugs in their possession and it's brought to our attention, then the authorities are informed.

Mr. MACKELL. I'm speaking of the youngster who is actually abusing drugs and using them.

Mr. LANDRO. In my own case, the parent is informed; the health department is not informed.

Mr. MACKELL. Well, you are aware that there is a mandate by the State legislature.

Mr. LANDRO. Yes, I am.

Mr. MACKELL. And you didn't abide by it?

Mr. LANDRO. No; and we haven't for years.

Chairman WOLFF. Is there a reason for that?

Mr. LANDRO. Well, I forwarded for years, for the first few years; I forwarded tons and tons of information and names with absolutely no feedback. So the decision which we made was to forward the information to the school authorities and to the parents.

And if, in fact, referral was necessary, we became the body or the guidance people and then the school became the body that would take the child to either family court, the bureau of child welfare and follow through on the referral.

That was a responsibility which we assumed.

Mr. MACKELL. But you do not refer them to the health department.

Ms. SARNER. There is an area of confidentiality in our programs.

Mr. MACKELL. We are aware of that, but there is a mandate.

Ms. SARNER. We as a group had taken a stand years back, and unless we were shown what these names were being used for, and if, in reality, they were being used for statistics and for factual matters, we would buy into it. But we received no feedback, we were given no information on how this was being used and, therefore, we just could not buy into something that we had no knowledge of what was happening.

Mr. MACKELL. Mr. Lilly?

Mr. LILLY. Two years ago we attempted to notify the health department of a referral with no success. As a matter of fact, we were informed to notify the central board of education, which we did—

Chairman WOLFF. By whom?

Mr. LILLY. By representatives of the health department at the time we notified them, approximately 2 years ago, I think. We never tried again.



Mr. MACKELL. Now what classes are involved with the school program?

Ms. SARNER. Our alternate school takes, and there are four junior high schools and one IS school, any youngster experiencing extreme difficulty in performing in school, home difficulties, drug usage, attendance problems, are referred to us by the staff of the drug program in the school, with cooperation from the administrators, guidance teachers, and all other pupil personnel working in the school.

Mr. MACKELL. How many students attend the alternate school now?

Ms. SARNER. Our static capacity is 40.

Mr. MACKELL. How many teachers?

Ms. SARNER. Two teachers and three group facilitators. Our dynamic capacity is approximately 160.

Mr. MACKELL. In effect, you have 40 drug abusers in the entire school district.

Ms. SARNER. Oh, no. Wrong reasoning.

Mr. MACKELL. Tell us why. What is the standard for being admitted to the alternate school?

Ms. SARNER. The alternate school consists of youngsters that have made their lifestyle one of negative behavior around various acting out situations—the use of drugs, the denial of authority figures in the school, a youngster who has a high potential for work and has been achieving that and falls very low academically; the truant who is out and not coming to school at all.

Mr. MACKELL. Is he, in effect, a disrupter?

Ms. SARNER. Not actually. We really will not take the disruptive youngster because we are short intervention programs. Now the main idea is to get them mainstreamed as much as possible.

Mr. MACKELL. Do you have a 600 school in your area?

Ms. SARNER. We have a 600 school, which are no longer referred to as 600 schools. They are given regular numbers, like 23, 42. We are not allowed to use the term "600 school."

We have one in Flushing. However, a 600 school; Mr. Mackell, brands a youngster immediately. That becomes his home school, his home environment, and that is a youngster who really is in need of rehabilitation.

Our youngsters in the alternate schools are really in need of intervention. It is a short program designed to get them before they reach the point of needing a 600 school.

Mr. MACKELL. Do many of the youngsters who are in the alternate schools get back into the regular programs?

Ms. SARNER. Pardon me.

Mr. MACKELL. Do many of your alternate school students get back into the regular programs in time, or do they remain in the alternate schools?

Ms. SARNER. All of our children are mainstreamed. We do not keep a youngster longer than a full term. If we have not managed to help them in that time, we refer them either to treatment centers, if they are abusing drugs, or for further psychological or individual assistance, or back to the mainstream, where they are picked up by the guidance department.

It is a short intervention session. It is not ongoing treatment.

Mr. MANN [presiding]. What is your recidivism rate on those when you send them back to the regular school? How are they sticking?

Mr. HODGE. What do you mean, how are they sticking?

Mr. MANN. Recidivism.

Ms. SARNER. We don't recidivism them. We will not take them back once they have completed the program, because then we are lying to the youngster by saying we can help you. This is an intervention help program that has full academic subjects going on while they are given individual and group sessions.

So there is no bringing them back in if they are still acting out with what they came to us for. They need more help than we can give them.

Mr. MANN. Do you have alternate schools, Mr. Landro?

Mr. LANDRO. No, we don't have an alternate school.

Mr. MANN. Mr. Lilly?

Mr. LILLY. No, we do not.

Mr. MANN. How many districts are there?

Mr. HODGE. Thirty-two.

Mr. MANN. How many districts have alternate schools?

Ms. SARNER. Approximately 11.

Mr. MANN. The others just have not concluded that that program is what they want to do?

Ms. SARNER. Again, we devise the programs to the community needs, and each program serves the community in the way that they think is better for the community.

Mr. MANN. I can understand that. But we have been playing this game for 10 years now, or I have, where one program works and who's evaluating it and who's doing this and who's doing that?

I go to Bangkok to see one program and Miami Beach to see another one. Are the districts in New York City all at different and the 11 districts, are different from the other 21 districts?

Mr. HODGE. The answer to that question is "Yes."

Mr. MANN. The alternate school must really be a riflshot program.

Mr. LANDRO. Again, as was explained before, we do not individually determine the extent of the program. We meet with the community school board and superintendent to arrive at that.

In my own district, the superintendent and school board feel strongly that at this point, we don't need an alternate school because we do have some referral sources which are close to the school building, other sources that we can use.

That's a decision which we have made collectively.

In the future, we may choose to go that route. We have a limited amount of resources and we have to establish our priorities, and our priorities have been established in terms of individual and group counseling by as many people as we can afford to have on staff.

Mr. MANN. Am I to infer from that that the referral services which are available to you are not considered adequate by those 11 districts that do not have alternate schools?

Mr. HODGE. If I may add to that point, that is not a question of—well, it sounds to me a little bit like competition.

What we did in our district, and you have a copy of our literature from district 4, the comprehensive center is the alternative school, in case you did not see that.

Now we decided after having worked since 1968 with many of the students in their district, that one of the things that we could not do any longer which was not helpful to the program was to just show slides and tell them how dreadful it was because it was not the answer.

We found there were some other problems. Students were very low in their reading levels and how were you going to be able to sit down and talk to a student about his problems in the school along with his parents? The whole system, we devised a program that talked about a child coming into the program, but first having to come into the program after he gave us the permission to deal with his parents first.

He got his parents' permission. Part of their responsibility is that they carry on the process after 5 o'clock for this student. All right. So now you get a never ending program, one that the students who have not been coming to school as much as the rest are coming to school at a 97, 98 percent average for us.

The alternative school offers them intense, comprehensive individual services, whether that be on some sort of behavior patterns, their grade levels, their reading levels, right on down the line. And when you do that on a short-term basis and then you put them into the schools. And one of the pieces in there we have is the writing shop.

MR. LANDRO. Mr. Mann could I just add something? When I talked about referral, I was talking essentially about a treatment type of set-up. I think I would like to add something because I think it is important.

Since we don't have an alternate school, one of the problems that we face when we find a child in the seventh or eighth or sixth or ninth grade who is a drug abuser, and we have contacted the parents and we have gone through the school and in some cases, the police have been involved in the matter, we find ourselves very often with our hands tied because there is nowhere for that child to go.

Many of the treatment programs, for obvious reasons, set a limit in terms of the people that they can deal with, not in numbers, but in age.

It is very difficult to take a 12-year-old and put them into a full blown treatment program. At one point, there were youth centers throughout New York City funded by the addiction service agency, which is now defunct.

But what I'm stating is, there is, in fact, a vacuum, and we have all tried to deal with the vacuum in different ways.

MR. MANN. Are your resources any different on a per pupil basis, or for that matter, on a service basis, than that of the other districts?

MR. LANDRO. Yes; each of the districts are funded at varying levels, running from \$200,000 up to, I would guess \$500,000.

The method of arriving at that funding level is in question. There is no formula. It has been a pattern which has been followed since the inception of the program, but in terms of that priority for us in our district to establish an alternate school, it would take—and we've discussed this and we've gone through the plans, approximately half of our budget, so we chose to go the other route.

MR. MANN. If you included it in your budget request, is that the way you got your alternate schools?

MR. HODGE. It was a design. At one point in the inception of the program we decided this was best for us and this is what we were going to do.

We spent our efforts in developing the school portion, the alternative school portion only because we felt that that was appropriate for our district, not with consultation with any other district.

Ms. SARNER. I was funded a few years back at a \$400 and some odd thousand level. I had to make the choice and it was a very difficult choice for me because I honestly believed that education prevention should begin in the elementary school levels.

I had to make the choice and the decision to cut out the elementary school levels to maintain the alternative school. And we made that choice because not only do you intervene in the lives of the youngsters who go to the alternate schools, but you intervene in the lives of the youngsters who are in the junior high schools, because you are taking out a major source of the youngsters who are creating the epidemic.

And I would like to address myself to the referral piece also.

The alternate school in my district does not replace a treatment center. It was not designed to do that at all. It is for the youngster who we feel should still stay in a school situation that is not that seriously damaged.

We do refer youngsters to every treatment center in the city. Queens happens to be, and you know, I get very uptight because Queens did not get a car by the youth squad, and Queens is just forgotten.

Queens happens to be without any 9 to 5 programs, except one. We have one 9 to 5 program servicing the whole borough of Queens.

I'm sorry, two. There are two. We have one evening program and we have a few residential programs. Northeast Queens, where district 26 is located, has only one evening program. We have no programs, really, for the youngsters in northeast Queens.

We are a very large geographical area. We go out to the Nassau border. We include places like Alleypine Park, which is known for its drug abuse—

Mr. MACKELL. May I just interrupt there?

That condition was cleared up, to the defense of the police department.

Ms. SARNER. They shortened the hours of the sales.

Mr. MACKELL. Well, let's be honest about it. They have cleared it up, because as a defense attorney, I'm involved with a lot of that matter out there, and there are no more cases.

Ms. SARNER. OK. They went to another park. But we do have a severe problem and we have very little treatment programs, and are making a plea for them as well as schoolbased, because as I said before, it must be a network of programs.

Mr. MANN. Let me get to what I think is one of the bottom lines, and I'm not trying to be simplistic about it. I agree with Mr. Landro's analysis that each individual has to make certain decisions as he goes along.

I agree that groups and certainly districts are different and require different modalities, or whatever.

Who within the New York school system, the 32 districts, is doing the evaluation to determine the relative value and relative funding that should apply, and the resources that should be used for the various programs, or are we running off in 32 different directions. Are we evaluating the way we're doing it?

Mr. LANDRO. The football has changed hands many times. At one point, we were responsible to a city agency, the addiction service

agency, which is now defunct, although the money was always State money. The board of education has served as a liaison, essentially, between the State money and the individual programs.

In terms of evaluation, the only evaluation that has been completed by the State agency was one done on the high school programs. And although the age difference, philosophically, the programs are fairly the same.

I do not know of any individual evaluations done by the State on individual programs. The board of education, presently, it is my understanding, is working on developing an evaluation.

I should add that everyone at this table—I can speak for my fellow directors on my numerous trips to Albany—have been asking for over the past 3 or 4 years, a comprehensive evaluation because we, in fact, wind up doing our own lobbying for funds, and it's very difficult to go before legislative bodies and say, fund us, we need money, when we can't prove in fact what we're doing.

Mr. MANN. I did not realize the situation was that bad when I asked the question. For example, you mentioned you had to curtail your elementary program. You probably have a pretty healthy elementary program going along. That could be very valuable long-term study. And yet, nothing is being done from what you say.

Well, I thank each of you for the time and expertise that you've brought to us. We appreciate it very much. If any member of the panel wishes to submit additional questions, we would appreciate your response in writing.

Our next panel is composed of Mr. Thomas White, the deputy director of the J-CAP in Jamaica; Mr. Edmund Menken, vice president of Project Return.

[Recess.]

Chairman WOLFF. We're very happy to have with us Mr. Thomas White, executive director of J-CAP, Jamaica, N.Y., and Edmund Menken, vice president of Project Return.

I believe we've sworn you before this committee before but you'll be sworn again.

[Witnesses are sworn.]

Chairman WOLFF. Shall we proceed first with Mr. White. I would ask again to summarize your statement because of the time constraints. Without exception, we will insert your complete remarks in the record at this point.

**TESTIMONY OF THOMAS WHITE, DEPUTY DIRECTOR, J-CAP,  
JAMAICA, N.Y.**

Mr. WHITE. Thank you very much. Distinguished Representatives, members of staff, fellow colleagues, ladies and gentlemen, I welcome this opportunity to address this committee on the issue of grave concern which impacts us all; which is, as I understood it to be, the problem of substance abuse in the city school system; and what my opinions are, having worked in the field for a number of years.

Let me give you a brief background of myself. I was raised in Jamaica in Queens. I am at this time 39 years of age, and I went through the school system in Queens. I went to St. Emma's Military Academy in Rock Castle, Va., for a short time and came back. Thereupon I entered service, and I came back into my community in 1960.

Since that time, I've watched our communities change. I've watched the school system change. From the time I was in school up until the present time, there has been such a change that it's hard to recognize that people are going to school.

I at one time, and as a matter of record, in order to be open, must state that at one time I was an abuser of narcotics, and I was fortunate. I heard you, Congressman Wolff, mention something that is very dear to me, and it really reminded me of how grateful I am today to be able to sit here and to share with you my experience and expertise, and, hopefully, be of some assistance to the committee, to the community, and to my colleagues as we make efforts toward saving those youngsters that we can, because I do share the opinion that this is a problem that will be with us for many, many years.

Whether it will ever be overcome, I don't know; but I do not think at this time that should forbid us from approaching it to save and to maximize our efforts and to really take a close look at what we're really dealing with.

My prepared statement has been submitted, so I will just try and give you what my thinking and opinion and my professional analysis is concerning working with you.

[Mr. White's prepared statement appears on p. 143.]

I do run an adolescent program in southeast Queens. I have a residential treatment program, and I have an ambulatory program. The ambulatory program—I have a census of 75 youngsters; and in the residential, 65.

Now I heard mentioned here something about the ghetto problem. I heard someone mention about substance abuse coming to the fore when it began to hit the middle class, and I think that is the key, because we're faced with the same problem.

If there is any group of people in America that is most misled and whose children suffer the most, it is those who are least visible: Those who have the wherewithal to put it in their closets, have tree-lined streets, have good jobs, whose children go to the emergency rooms in various hospitals; and because of their status in their community the facts never come out correctly.

John Jones, who lives in a middle-class community, whose father might be a professional of some sort, takes an O.D., but it doesn't come out that way. He died from pneumonia, or he died from some other circumstance.

These are the things that we're dealing with. I agree with some of my colleagues from the school program when they say that drugs know no color lines. That's true, too. But laws do—enforcers of laws; communities do. Economics plays a part in the discriminatory practices in order for us to address this problem.

When we deal with the fact that in southeast Queens right now it all relates, that we're dealing with the school system as it relates to being predominantly white or predominantly black, that, too, is an indicator on the attitudes of our community, because I want to at least have some input in trying to answer the questions, because I was listening very attentively.

And this is the direction I'm going to follow, since you have my prepared statement.

First of all, there was a statement made that over a quarter of a million, or a half million youngsters in our schools are abusing drugs.

It's true. Alcohol is one of the major drugs used within our school system. Alcohol and marihuana abuse, or any type of mood changers such as that, creates a very hostile environment for teachers to teach in.

I have a high regard for the educational system and the task that they have to perform, and that is to teach. However, I think we're overburdening them with expecting them to do two things at the same time.

They are there strictly to teach, and it is a rewarding experience for the teacher as well as the student.

However, we have an element in our school system that we have to address and we have to address very realistically, and that is the moods and the attitudes of a person that uses alcohol and marihuana, or a combination of the two, creates the attitude of a person being more hostile than that of a person using heroin, which puts a person in a very subdued state.

Alcohol is one of the most dangerous drugs used that will make a person become violent in the schools.

So here we have it. We have a teacher who's dedicated, who comes into a classroom, who wants to teach, and the teacher is a human being as well. And the teacher is not a dummy. And the teacher sees, first of all, the overcrowding. She sees, or he sees, the unmanageability of that caseload to educate.

What choices are left to that individual? They can overlook it, or they begin to set in motion going around the home, to the dean's office, the disciplinary office, et cetera, et cetera, transferring the student from one school to another.

Some teachers, hoping the kid doesn't show up, are graduating that individual, and that individual cannot even read or write.

Now what happens to this individual? The individual grows up—and I'm speaking for the youngsters that we've received in our program—the individual grows up and has a very, very vague idea of what he or she is about. There is no self-esteem. The person is totally externally motivated, totally acting out based on his or her life's experience on what people have told them that they have observed of that individual, be it in the home—we've heard it often enough. If a child acts disruptive in the home, the parent who disagrees with that disruption usually says, "You're acting just like your father."

This starts it all over again, because, basically, everyone loves their parents. If we are not the judges, we get in on the side of the family home—everybody likes their parents.

So somebody tells an individual, you act just like your father, he or she begins to get some sense of identity as to how they're supposed to be, and they begin to adopt the habits of that individual, some are irresponsibility. Some go as far as to observing them as an idol and how that idol, the parent, begins to handle problems at home.

When the individual sees the father resolve a problem with the mother through abuse, that kid, when he or she goes to school, settles their problems when they have a confrontation with authority or another pupil, in the same manner.

So what do we have? We have like a "Catch-22" situation. I'm not going to blame the schools. The schools are there to teach. But they need people who are willing to teach. Out of that half million people that

we have abusing drugs, we have four times that many youngsters come into school to learn, but it's hard to isolate them.

This is why, unless we have a program and unless we have the cooperation across the board from the legislators, school programs, funding sources, community groups, to be able to identify those youngsters in the school system who have problems, and to treat those youngsters immediately in treatment programs, and then to go about the task of referring those youngsters back to the school from which they came where they can become adversaries to the teachers to the drug programs to develop a different kind of peer group pressure, one of a positive nature, because no one is going to tell me, and we can sit here and we can intellectualize and professionalize the whole thing—there's nothing like experience.

We can talk and we can talk and we can talk, but in the growing up process, it is only human nature for us to begin to test those things which we were told were good or bad for us.

Sometimes the experience has a positive outcome. Most often, when you're dealing with drugs, it has a negative outcome.

Chairman WOLFF. Mr. White, you have a total population of about what, 140 people, resident population?

Mr. WHITE. 135.

Chairman WOLFF. What percentage would you say of the—I won't say addict population but the abuser population in your area of young people do you think you have in treatment?

Mr. WHITE. I have a drop in the bucket. Southeast Queens is my area, and I would say that in southeast Queens, we have, I would say, 50 percent of the population is abusing drugs in one form or another.

Chairman WOLFF. I come to another point. Why is it that you don't have a larger program? Is it that you don't have the funding? Could you accommodate more people?

Mr. WHITE. Let's put it this way: I could probably accommodate more people. Yes, we do need money. However, I think that growth and quality and service delivered has to be done in such a manner to where money does not become the only criterion.

If you would offer me \$1 million right now for my program, I would not take it, only because I have to relate to the quality of service. I do not want to become a token-type program, whereby someone says, OK, we gave \$1 million to southeast Queens, and J-CAP has it. Then we go around, putzing around making a few speaking engagements and saying we're providing a service.

If you gave me \$1 million and you gave me the adequate facilities, professional and paraprofessional staff, and if you gave me a research piece where we could monitor, if you allowed us to join hands with the school districts, then I think we could work together.

Chairman WOLFF. How do you get your referrals now?

Mr. WHITE. We get our referrals from schools, from the probation department, from walk-ins, from family court.

Chairman WOLFF. One point that you made at the outset of your remarks, the fact that you feel that some part of the drug abuser population is identifiable, another part is not. Do you attribute that to, perhaps their affluence?

In your interfacing with the schools, do you find that they identify the drug abusers within the schools?



Mr. WHITE. As part of my statement, Congressman Wolff, I made a statement that the support that the drug counselors in the schools are getting, I do not have the full knowledge of, but I would say that the schools are our greatest resource in terms of treating youngsters that can be identified.

However, there is an attitude, I believe, on the part of many, not all, school administrators to give the teachers the wherewithall to identify and refer those youngsters only because they are in fear that that kind of information might lessen the credibility of that individual school, or their ability to administrate a program.

Chairman WOLFF. What you're indicating is a situation of which you have personal knowledge?

Mr. WHITE. Yes.

Chairman WOLFF. Would you say that's helpful or harmful to the youngster?

Mr. WHITE. It's harmful, it's very harmful, because what are we protecting? Are we protecting the image of a school or are we going to finally get down to the bottom line to accomplish this goal, what we're really trying to do is to educate our youngsters to identify those youngsters.

Chairman WOLFF. What about the statement that the youngsters should not be stigmatized by being identified?

Mr. WHITE. Now wait a minute. Now we have a very good working relationship with the school programs as far as confidentiality.

Chairman WOLFF. But I'm talking about the youngster who is put into a program, it becomes part of his record, or her record, would the stigma some see attached to that be a sufficient deterrent so that you would not identify the youngster.

In other words, in your dealing with these youngsters, would you have as a consideration, a prime consideration of identifying the youngster as against not identifying him for fear of stigmatizing?

Mr. WHITE. Well, sir, I think that I would have to identify that youngster, because, you know, it's only a matter of time before that individual is going to identify himself.

We have to make choices and decisions. If we have a youngster who is abusing drugs, and, you know, drug use has a progression stage, if you really want to follow me, you know. And as an individual begins to move up into the educational system, the drugs change or become more of a combination. Where the individual was experimenting on one level maybe once a month, or when he ran into his friends in the schoolyard, as he begins to go on into junior high, it becomes like every afternoon or every morning. And as he gets into high school, like every day and after school.

Drugs have no time span to it.

Someone spoke in terms of fun. I speak from experience. At some point in time, abusing anything for any long period of time, after a while, the fun leaves and dependency begins. And sometimes individuals don't even know it. They really don't know it. And this is where treatment comes in, and this is where intervention comes in.

The biggest resource that we have right now, those of us who are in treatment and joining hands with the school programs, is in the schools. If those schools are going to hold those youngsters that they know should have treatment for whatever the reason might be, then

the motives are incorrect and we're joint shoveling sand against the tide.

Chairman WOLFF. I'm going to intervene here for a moment to let Mr. Menken make his statement, and then the panel will question.

I have actually usurped my authority as chairman. Mr. Menken, you will please proceed.

#### TESTIMONY OF EDMUND MENKEN, VICE PRESIDENT, PROJECT RETURN

Mr. MENKEN. Thank you, Congressman. It's always a pleasure to be back.

I almost didn't make it today. If you'll permit me, I'll take 2 minutes and tell you a quick anecdote because it's characteristic of New York City.

I had to call Mr. Peplow earlier this morning to indicate to him that there was a crisis at my agency, because we are in the process of taking over responsibility for a program that was otherwise being defunded in the South Bronx. You know about the South Bronx.

Chairman WOLFF. Everyone knows about the South Bronx since the President went there.

Mr. MENKEN. It also existed before Mr. Carter made his trip.

In any case, as you well know, there is a severe limitation of human services, drug abuse services and the like, in that area. There was a program that was funded by model cities which, for whatever reason, had to withdraw its funds as of today.

We knew that about 2 months ago and we negotiated with various parties and indicated a willingness to assume contractual responsibility for that treatment program.

The State has been negotiating with us and we with them, and everything is in motion. Things are moving along quite well.

The big problem came when the city of New York, which has a lease for the building with the landlord, decided that it was going to walk away from the lease, in effect. A landlord, of course, has an ironclad lease on the building and he says, "I'll take you to court."

So while those two are fighting, we're occupying the building and trying to treat people and, hopefully, save a few lives.

We were informed this morning that we have to be out of there by this evening; all 30 bodies who are there, all the equipment, all the food. We don't have bed space anywhere in the rest of our facilities.

So we told them we ain't going. So we'll be there. You may read about it, or hear about it, or whatever.

Mr. Peplow suggested I come here and mention that. He thought it might be a good idea to let you know.

Chairman WOLFF. Could you tell us by who you've been dispossessed? Maybe we can intercede.

Mr. MENKEN. At this moment, it stands between—we're trying to decipher whether or not the emergent situation comes from model cities at the city level, or from the city corporation counsel's office.

We are in the process of trying to contact the mayor's office. Some of my staff are busy with that. So we'll see what happens.

Chairman WOLFF. I'm going to instruct my staff to see if we can be of some assistance.

Mr. MENKEN. That would be excellent.

Chairman WOLFF. If you will get together with Mr. Lawrence.

Mr. MENKEN. Absolutely. Mr. Lawrence?

Chairman WOLFF. After you testify.

Mr. MENKEN. I much appreciate it. It's a shame you can't be around all the time. OK. But on to the topic at hand, this also prevented my being able to get you a completed written statement.

We have no answers to this. We have a lot of opinions, as you well know, Mr. Wolff. We're always full of opinions. We have a great many thoughts on the problems that people are considering, and that this committee is considering, on drug abuse in the public school system of the city. And I assume you also have similar interests in other locales around the country.

You already have a tremendous amount of data, much of it quite alarming. When there are hundreds of millions of dollars wasted each year having to do with the truancy, having to do with hardcore truancy experiences in this city, and a reasonable belief that a good percentage of those children who are compulsive truants, and are generally referred to as "ghost," in the school system—

Chairman WOLFF. You are referring to those who register in the homeroom.

Mr. MENKEN. And they split; they don't come. We did some cursory examination of some data. I might add also, at this point, that it's extremely difficult, or it was for us, to come by statistics and data that we felt would be important and helpful. I don't know what success you have had but it's not easy to get anything out of the board of education. It's more difficult to get anything out of the chancellor's office than any institution or any agency that I have ever dealt with. I think that's part of the problem.

In any case, we have discovered that there are at least 50,000 of those kids who after checking in at homeroom are gone. And probably between 60,000 and 80,000 a day who are gone and considered—reasonably considered hardcore truants, not including perhaps 100,000 or more who are out each day and most of them might—might—have legitimate, valid excuses for absenteeism.

We at Project Return Foundation have had a long history of working with adolescents and children of school age in relation to drug abuse problems. We used to operate, until just a couple of months ago, two exclusive adolescent treatment facilities—when I say "exclusive" I mean exclusively for children of that age, of school age, between the ages of 12 and 17. Once they would hit 18 we would send them—usually send them—to one of our adult facilities.

We had to go out of that business, basically. And the reason we had to go out of that business was the State and Federal Government do not provide enough money to treat adolescents in a way that we feel provides quality care, a satisfactory and necessary level of services, both direct and supportive. And we decided somewhere along the line last year that we have to go somewhere else, and we have to play the game with the bureaucracy, in order to fulfill our commitment to young people.

How we did that—and I think this should be of interest to you—how we did that was to move away from facilities and programing that operated under the rubric of drug abuse, and therefore avoided drug

abuse funding and the accompanying guidelines, restrictions, et cetera, and moved instead toward a local funding situation provided to the New York City Department of Social Services and a section within it called special services for children.

We had tickled that situation for a couple of years to try to learn enough about it to determine whether or not we could do it. We now, as of July 1, are the only drug abuse treatment agency in the city that has a license to operate what is called a child care institution. It is essentially a foster care program through the New York City special services for children. We get approximately \$1.1 million a year to service 60 children. It's a 60-bed facility. If you had a calculator available, that would tell you that we are getting approximately \$52 a day per kid. That's a very reasonable amount of money. We have no complaint about that whatsoever. It's quite different than the \$14 a day allowance that the Federal formula provides for, and which the State is bound by, for residential care. We couldn't do it.

We couldn't, in good conscience, attempt to treat youngsters who are not eligible for third-party payments, for whom we cannot get welfare, who cannot qualify for medicaid, we could not in good conscience, attempt to provide care and treatment for those children when, if they needed glasses and couldn't see, we couldn't pay for it; when if their pants were torn and their butts were hanging out, we couldn't provide them with clothing. We just couldn't do it.

So what we decided to do instead was to go this tricky route. Now we have essentially achieved that effort, that challenge, and now we are operational in a large facility on 57th Street and 10th Avenue which recently opened. We are staffing it up now. We have got the normal and expected kinds of implementation stage problems, but we have got a lot of hope for that program. But that's probably the only way that we are going to be able to bring the kind of services, the kind of care to young people who are received by our agency from the school, from family court, from other referral sources, like district 26, from whom we do get referrals.

That's the only way for us to do it. We won't do it any other way. We won't pretend to do it any other way.

A couple of other interesting factors about it.

Chairman WOLFF. Excuse me for interrupting.

Mrs. POPE, you heard the impact of what Mr. Menken was saying relative to the fact that they had to use a program that's outside the scope of the drug treatment program in order to accommodate the treatment of the young people because of the restrictions that are made by the Federal authorities and the arrangement that has to be adhered to within the Federal program.

Mr. MENKEN. I might also add, too, Mr. Wolff, we have your GAO people visiting Project Return now. They have been with us for 2 weeks. We are happy they are there. They are asking a lot of questions and looking at our system. I'm spending a great deal of time with the staff person who is with us, and he will be there for about another week.

You will recall that the last time I was with you in Washington, I was making a recommendation and I understood from you then that you already had those wheels in motion. So we are giving them a great deal of information that the GAO staff is very interested in, regarding

why we are doing what we are doing, how we are doing it, and why it couldn't be done through the route that Congress originally intended.

Did you want to move into something else?

Chairman WOLFF. What I wanted to do is actually permit the panel to get the questions in the areas in which they were primarily interested, if you don't mind. I know that you have a time problem. We are now at 1 o'clock and we do have a time problem here.

So, Mr. Mann, would you proceed?

Mr. MANN. I don't believe I have any questions, Mr. Chairman.

Chairman WOLFF. How about you, Mr. Mackell?

Mr. MACKELL. Not at the moment.

By the way, aren't there other child care institutions in the city of New York run by the Catholic diocese?

Mr. MENKEN. I mean, there are millions and millions of dollars spent each year for child care institutions. No drug program other than Project Return has been awarded such a license. I'm not mentioning that in the interest of blowing our bugle. I'm saying that that probably ought to occur with more systems.

One of the problems is that most of the drug agencies don't know about the availability of those funds, don't know how to go about acquiring them, haven't ever been approached by the city, or a combination of those reasons, or perhaps still others.

It's also extremely difficult—I mean, when I say to you it took almost 2 years to get that in place, we met with such obstructionism on the part of the State Department of Social Services, not the State drug agency—they were very encouraging and always have been—but the State Department of Social Services had staff that were so obstructionistic, I thought they worked for the Federal Government.

Mr. MACKELL. How many school age youngsters do you have in the program?

Mr. MENKEN. Throughout the program at this point in time probably about 120, 130.

Mr. MACKELL. And you, Tom?

Mr. WHITE. 130.

Mr. MACKELL. School aged?

Mr. WHITE. 130.

Mr. MACKELL. I thought that was the total number.

Mr. WHITE. That is the total number.

Mr. MACKELL. So you only have school aged?

Mr. WHITE. What I am saying is, you see, we have P.S. 203N for special education. We have a teaching staff. And many of the youngsters that we service who are teenage population, part of the treatment process is to see that they become educated. So for those individuals who do not fall into the regular school curriculum, we prepare the remainder for the GED.

Mr. MENKEN. Mr. Mackell, there were just a couple of quick points that I wanted to mention to the committee. I'll be very brief with it, things that I found to be, as I was going through a little exploratory work in preparation for this appearance here, some things that I found to be quite disconcerting to me and I thought would be to you, too, if I might just mention them very quickly.

First of all; when you consider and have an interest with respect to drug abuse prevention and education work in the public school sys-

tem, I think it's very important to focus in on the fact that the entire effort is essentially, with few exceptions, bound up in a kind of curriculum model of dealing with the educational aspect of the thing, mandated by the State, carried forward by the city board of education in the form of health education. Now, I don't suggest that there's anything wrong with that at all. I think that health education should carry forward information about dangerous drugs as well as other kinds of things that health education should include for children.

However, if you had available to you—and if you haven't, you certainly should have—a report issued by the State's drug agency, by what used to be ODAS and is now DSAS, it's report No. 2 of the winter of 1974-75, "A Survey on Drug Abuse Prevention and the Awareness Experience and Opinions of Junior and Senior High School Students in New York State," with heavy emphasis on what was going on in New York City.

As it would concern the question of who could deliver information effectively, according to the students, the level of believability on the part of whomever it is delivering the information regarding drugs and the misuse factors and abuse factors, according to over 7,000 students that were polled, of 20 categories of instructional or tutorial elements, staff members of drug programs and former drug abusers were ranked the highest in terms of believability, according to the kids. I don't know that they exist in the system. In fact, I don't think they do directly in any large-scale way. I don't think there's ever been a purposeful, deliberate, conscious effort to incorporate skilled technicians who have the communications capacity to be able to relate to some of those kids. Now, according to the kids, these are the people that they'll believe.

Chairman WOLFF. The point we made before. The fact is I find great difficulty in understanding why the only person who really can relate to the drug problems is someone who's formerly abused drugs.

Mr. MENKEN. I'm not suggesting that. I'm saying that the children say, themselves, that the believability—

Chairman WOLFF. That's a deficiency upon the part of the people, whether it be NIDA or any one of the agencies involved in presenting their story. Credibility is established if there is believability in the program itself. You don't have to have a doctor with a cold to believe he can treat your cold.

Mr. MENKEN. Absolutely.

Chairman WOLFF. The point being that we now treat as experts only those people who have had a drug problem of their own. The fact that they have had the experience, that they know the parameters of it, perhaps is helpful. But whether their own personal experience can be implanted upon the rest of society and use that as a model is highly questionable.

Mr. MENKEN. That's not what I am suggesting, Mr. Wolff. I'm really not. I'm only saying that according to that study—and I believe it—the children themselves say that the believability factor rests, in the greatest potential form, in those people. Now, that may have a lot to do with the fact that over the years, particularly in the past couple of decades, the credibility from sources that otherwise should have been believable was practically destroyed. That may have to do with Harry J. Anslinger and everyone who came after him.

Chairman WOLFF. I agree.

Mr. MENKEN. The fact that credibility ought to exist in those areas is something that I absolutely subscribe to. Certainly we should be doing things about trying to reestablish that credibility. While we're trying to do that and trying to figure out how to do that, it seems to me we ought to do something more with the people that the kids will believe. That's all I'm saying.

And I don't, by the way, promote the idea, or suggest the idea, that just because someone had a drug experience some time back automatically qualifies them to influence, or be in a position to be expected to influence, other people. I don't say that, either. But people are available, have skills, can do that, and would be happy to. It's not utilized the way it should.

Chairman WOLFF. Mr. White, would you like to make a comment?

Mr. WHITE. I would like to follow through on that, maybe on another level concerning the believability on the part of the substance-abusing pupil to the progression and the gains that were made from the beginning of the sixties, as you so indicated previously, to the opportunities that were open to those individuals who did come through the system and for some reason did not become believable to other legislators or other heads of funding sources, because I'll tell you something: I'm a firm believer that, be it a drug program or be it a mechanic shop, if I tell you that I can teach you how to be a mechanic and I get money to train you to be a mechanic, if I don't hire you as a mechanic, then I'm lying. And I watched ASA come into being from OCAP, Office of Coordinating Addiction Programs, from a bureau to a department to an agency, and I saw it wiped out. And I've seen people go through the process of rehabilitation, become meaningfully employable, become productive citizens, et cetera; and I have yet to see one, one elevation on maintaining communication with that process, by the elevation of anybody, from whatever part of the country, to reach the level of No. 1 Assistant Commissioner. I don't know anybody that came through a program where millions of dollars went into saving an individual's life who had expertise.

I'm saying not to talk to the youngster, but to maintain some sort of liaison with the funding-source level. I don't know of any. And I'm saying that tells me something. And I'm not saying that should be the only criteria, because there are other things that go with it.

Chairman WOLFF. What sort of contact do you maintain with those people that you consider cured?

Mr. WHITE. Who? Me?

Chairman WOLFF. Yes.

Mr. WHITE. Well, I hire them. I hire them. And if they need to go to school, I send them to school. Right now I'm in the process of trying to develop an educational package with the Center of Human Resource Development, I believe, representing NIDA. That is, it has a contract with Governors State University to provide a special educational training package in conjunction with New York College to get my staff credentialled and licensed in the field. I don't think the only criterion for helping is being a former substance abuser. So it's a two-edged sword.

I have professionals on my staff. I have a beautiful mixture whereby there is a sharing there, and one has to work hand in hand. There's no

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monopoly. It has to work hand in hand. It can't be one side either-or. And we're making these efforts. And you know what we have to go through? I'm halfway down the road. We don't even know if York College is going to be built. OK? So these are the kinds of things that we have to address. Money, yes. I can always use money. We need a lot of money.

But I want to answer one question, or make an effort to answer one question that you asked before: What is it about drugs? What is it about a youngster using drugs? Like you say, discos are going up, and this and that. I think the bottom line, the bottom line has to do with a very simple thing that we all possess. I honestly believe that life is simple, full of complicated people. Self-esteem, something money can't buy, whether you're from an affluent family or whether you live in a ghetto. People in the ghetto can lean on the fact and cry and get frustrated about it because they don't have the opportunity, or whatever. That has nothing to do with drug use. That is an alibi, a rationale, that can last and sustain that person in abusing drugs for a long period of time. I think, basically, what the school programs do, what the drug programs do, and what people who are dedicated in the field are doing—making an effort to do—is to make an individual begin to look at himself.

Once we can begin to make a person—or give a person an opportunity through honest sharing to take a look at himself, then we can deal with and get them to look at who is responsible for them. Then we can teach them the definition—true definition—of responsibility. There are people that believe that honesty is what I tell you and I have to make you believe it. They don't know that honesty is what I really know to be the truth and I have to be comfortable with it. They don't know about that. We live in a technological society where an individual is graded not so much by he or she as an individual but by productivity. And some people, the majority of people, don't want to be counted that way. You don't want to be counted that way. You don't want to go home at night—excuse me, may I use you for a good example?—and your wife says, "Congressman, shall we vote tonight?" You know that's your job.

Chairman WOLFF. I've got news for you. My constituents do.

[Laughter.]

Mr. WHITE. I know they do. But I'm just saying that basically that's the bottom line. And I think that once we get to that bottom line and relate to youngsters, then I think that any person, professional, para-professional, that deal with the youngsters and share with them honestly, can be of assistance. We have to do that with a network.

As Audrey has said, the Queens Borough Advisory Council under borough president Donald Manes, have a forum in which we do have communication with the school, with community groups, and with drug treatment programs.

Chairman WOLFF. I'm afraid we have run over about an hour and 13 minutes from our original schedule. I must cut our hearing at this point. If there's something that you additionally feel that we can use, I would appreciate your voicing it because you are out in the field and I think that we can get from you, perhaps more than we can get from some of the very esoteric areas of information that constantly find their way to our committee. We'd appreciate both you and

the school boards that have appeared here this morning keeping in contact with us, giving us some of your ideas. We can certainly benefit from your experience. We have tried to do this in other areas of the country as well.

It is this that I think, really, is the responsibility of government. For a long time now, people have forgotten the fact that they can petition the government for redress of grievances. That's basic to government. And I don't think that line of communications is very apparent. We want to set up that line of communication with you.

I might also say one thing before you do leave. We have questioned this morning whether or not there are funds that are available for drug education. And, according to the statement, according to Mr. Klepak—and Ms. Sarner, I believe, disputed part of that—they have no funds for drug abuse education. Either they haven't applied for them or they don't know about them, but they exist.

I have here from HEW the information that there is existent under the Alcohol and Drug Abuse Education Act, Public Law 93-9422, \$2 million of funds for 1978. We develop through training and technical assistance local capability to solve problems and alcohol and drug abuse prevention with applicability to other behavioral problems, such as truancy, vandalism, and disruptive behavior.

Now, if we're not getting that kind of money in New York, I, as a Member of Congress from New York, want to know why.

Mr. MENKEN. Congressman Wolff, did you know that the amount that you just mentioned there in 1971 was \$40 million?

It was lost within the U.S. Office of Education. I know, because we got \$100,000 of it. We developed a model program in Richmond, Va., that had a very good lifespan, showed tremendous promise. They loved it. And then the appropriation was cut. Those things don't exist any more.

Chairman WOLFF. If we have more proposition 13's, we'll have greater cuts.

Mr. MENKEN. I know.

Mr. WHITE. I would like to, if I may, invite the distinguished members of the panel to visit the program at any time. I would also like to say that I had a rich and rewarding experience with members of your staff in ascertaining information, they were very warm and cordial. Mr. Peplow and Mr. Mackell, these are my conclusions: It's the kind of dialog and communication that I've had with those gentlemen, and the fact that it allowed me to share in terms of what I saw the problem was. And this is my opinion. I have a high regard for them, and I have a high regard for you through them, only because of their representation of you. And I just think that, aside from the hearing, I think that deserves an honorable mention. And at any time I can cooperate, feel free to call upon me for any tasks that you feel I might be able to help you in.

Chairman WOLFF. Thank you very much. And with that, I couldn't find a better note to end this session. We'll resume this afternoon.

[Whereupon, at 1:20 p.m., the hearing was recessed, to reconvene at 2 p.m. the same day.]

## AFTERNOON SESSION

Chairman WOLFF. The committee will come to order.

The committee had anticipated Mr. Joseph G. Barkan, vice president of the New York City Board of Education, would be present with us for this panel. But he has called and said that since the board is sending some people here tomorrow, that he felt that they could adequately handle the problem. Whether that's true or not we don't know. We'll have to see when tomorrow comes.

However, we're very happy to have with us this afternoon for the afternoon session Mr. Philip Kaplan, president of the New York City School Board Association. Mr. Kaplan, could you identify the lady on your left?

Mr. KAPLAN. I would also like to introduce Mrs. Marjorie Matthews, who is associated with us in the New York City School Board Association. She's a former member of community school board 16 and serves as an officer of the association, and is quite knowledgeable in the area I think that you're trying to obtain information about.

Chairman WOLFF. Could we ask that you be sworn, please.

[Witnesses sworn.]

**TESTIMONY OF PHILIP KAPLAN, PRESIDENT, NEW YORK CITY SCHOOL BOARD ASSOCIATION, ACCOMPANIED BY MARJORIE MATTHEWS**

Chairman WOLFF. Please proceed. We're happy to welcome you here today. I see that you have a prepared statement. You may read your prepared statement, which will be included in the record at this point, or summarize it for us, whichever you prefer.

Mr. KAPLAN. I don't believe there's any need to read the statement. I'm sure when you have more time and are not under the pressure of conducting a hearing, you can read the statement that was prepared.

[Mr. Kaplan's prepared statement appears on p. 145.]

I'd like to tell you a little bit about the New York City School Board Association, in which capacity I'm testifying. In New York City we have 32 decentralized districts, and decentralized districts run and have control and responsibility of 32 districts. We have elementary schools and junior high schools. We have no jurisdiction over the high schools. And we're spread throughout the city of New York. The association represents 28 of the 32 community school boards. Being independent, each board has the responsibility or the right to join or not to join the association. Some have chosen not to join the association, so we represent 28 of the 32.

And the statement, I assume, that we're making here today is to advise and consult with you as to what has been going on within our districts with reference to drug abuse and the need for additional programs, and give you any information you'd like to hear with reference to the elementary and junior high schools.

At the outset, I'd like you to understand what the committee, as it's formed here today, is trying to accomplish. It's always good to speak

to elected officials. Hopefully, when you speak to elected officials, they have an interest in what is ongoing within our institutions, and hopefully we can get some assistance.

We do have a problem in New York City, as well as every other urban area, with reference to use of drugs, as well as alcohol, by the children who attend our schools. I don't believe they use the substance because they attend our schools. I think they use the substance because it's being used all over, suburban areas as well as urban areas.

We have in our 32 districts 32 programs which are funded by our State. I'm sorry to say that only one of our districts—I think it's district 10—receives some Federal money with reference to a drug problem. And that's strategic training. Otherwise, we receive absolutely no Federal funds with reference to drug education or prevention.

Most of our programs have been drawn up and have been prepared with the assistance and the help of the community, because we come out of the community. We're not salaried individuals. None of us receive a salary. And the community has a large say as to the type of program that we run.

I realize that, based on what I read in the paper yesterday, that we're trying to get into an area where truancy is caused by the use of drugs. But truancy is caused by many things. Looking at your panel today, I see most of the Congressmen who were here yesterday are not here today. They're probably truant for some reason or another. I'm sure it's not drugs. But truancy is one of the problems we have.

Chairman WOLFF. Not necessarily truant, but in the category of being absent from this panel. They're probably engaged in some other important tasks.

Mr. KAPLAN. I'm here basically to answer your questions. My statement will stand as part of the record. Mrs. Matthews may have some comments to make as we get into this.

We've been trying to work with the children in our districts. Our programs have been effective. How effective, no one really knows from district to district, because we really haven't had a true evaluation of the program.

Chairman WOLFF. Why is that?

Mr. KAPLAN. Mrs. Matthews?

Mrs. MATTHEWS. Mr. Kaplan has agreed for me to answer this.

I'd just like to use one more piece of identification. As far as I'm concerned, when I was elected as a member of the community school board in district 16, as a member of the consultative council, I was chosen by my peers to be the chairperson of the schoolbased drug prevention committee. Also, the following year I was joined as co-chairperson by Mrs. Arlene Pedone, who is now one of the special assistants to Chancellor Frank Macchiarola.

But our interest has always been for the formation, continuation, and the uplift of these programs, to help the students of the districts that we serve. I'd just like to say this, and I hope that I'm not going to be too long. I do have a tendency to talk, but a tendency to talk about things that I'm most concerned about.

I have been involved with the schoolbased programs in New York City since November 4, 1970. I remember this date quite well, because that was the date at 110 Livingston Street when the then-chancellor

or superintendent announced that this grant had come down from the State legislature for the youthful drug offender program.

Now, at that time my district was also not only composed of Bedford-Stuyvesant and Ocean Hill, but it also took in a great part of Bushwick. We were one of the districts that had, after writing the program, the largest grant in the city of New York, something to the tune of \$846,000, to service the children. Since that time, with the drop in student population, with the creation of a new district, we are now receiving \$260,000.

But we can get back to that fact later on. I'd like to point out to you—of course, I can only go by what I see on TV, and the lack of newspapers has certainly not helped my conception of what was going on here yesterday. But I feel that if anyone is to blame because these programs are not doing their job, the job that they really should be doing, it is certainly not the staff that is operating out in the school districts. I want to make that perfectly clear. And I have been one that has gone back and forth to Albany and said this time and time again. I am not supporting man or woman to serve in a position to help children; I'm serving and working to maintain a position, and hopefully we can fill it with people who are capable of serving the children. I am not going by names or personalities.

We have had here in New York City—and I don't say this facetiously; I mean it truthfully. It's a wonder that those of us who are directly involved did not become addicts ourselves. Because right down the block from where we're holding this meeting was the office of the infamous addiction services agency. Now, I'm sure that the letters "ASA" are quite familiar to you. I want to let you know that, as a chairperson, how many times I had to go up to Albany in order to help, along with others, to fight for the continuation of this program. I want you to know, and the records will show, that we were at the whims of a monitoring, or the interim city agency, in the person of ASA.

I have no intentions of calling names here, though I wish I could, but unfortunately, my bank account says zero, and I do not intend to be sued by anyone.

Chairman WOLFF. You're under congressional immunity now. You can talk. [Laughter.]

Mrs. MATTHEWS. Very good. I've said this more than once. Under the direction of several commissioners, the last one being Jerome Hornglass, we were at the whim of him and members of his staff. We found constantly, from day to day or month to month, the guidelines were changed from this day to the next day. We were told that we had to adhere to those guidelines.

I can tell you right now, when you talk about evaluation—and I'm not going to be the first one to deny it—we never had a true evaluation of these programs. You know why? Because the money was given to the addiction services agency and they were supposed to perform the evaluation, and it was never done. That record will speak for itself.

Myself and Mrs. Pedone—and there is correspondence above the signature of Mrs. Helene Loy, the director of reimbursable programs for the board of education, above the signature of former Chancellor Asher, in which we had requested, demanded, pleaded on hands and

knees, to give us an evaluation of our program, to find out whether or not we were helping our youngsters, or were we furthering the damage.

That evaluation never came about. If you ask me what happened to the money, I can't attest to it. All I am saying is that every year, starting in the latter part of January, once the legislature convened, we were the first ones to come up there. And this was their first inkling that the spring term had begun. We were in the position of pleading, cajoling, and trying to prove that things were happening in spite of—I want you to realize that by this continuance of having to go up every year to plead for funds, in my opinion, it deprived the students and the members of the community of the services of the staff and other community people who were interested in the program and other programs going on, because it was a matter of going up to the legislature to make sure that, some place along, we had priority.

Now, we had been told—and it's a matter of record—by the Black and Puerto Rican Caucus, by the other legislators who had been favorable, such as Senator Marchi, Senator Jeremiah Bloom, Senator Joe Galva—so many of them, that we can tell you, who have seen our cause and who have championed it, but they've also told us the necessity of having an evaluation because they're getting pressure from other groups, too. So I want you to know it was not our fault if there's nothing to show you, in spite of—I say again—some people in the districts have tried hard and did the job. But I'm sorry, there is no which way that anyone can work to their full extent if there's a constant thing hovering over you as to whether or not you're going to be able to continue this job.

We have lost good members of staff because we cannot guarantee people a job next year. It's not easy, far from easy, to train either a teacher or a member of the community in this whole type of prevention.

I want you to understand we're working with something else, too. We're also working with staffs in school, and I'm talking from the principal on down. We're working people who are very much against what they call the drug abuse scene, either against it or don't understand.

Do you understand what I'm saying? We're working with people who have said on various occasions, don't worry about that program, it won't be around next year, maybe because of their own hangups. I don't know. But slowly but surely, they are seeing the work. But we still have a problem with that.

Chairman WOLFF. Excuse me for interrupting. Does this include the board as well, or just individual principals?

Mrs. MATTHEWS. The central board of education?

Chairman WOLFF. Yes.

Mrs. MATTHEWS. When you say the central board of education, you're talking about the people on the 11th floor. I'm talking about Mr. Aiello.

Chairman WOLFF. I don't know what floor they're on. I'm talking about the central board of education, who make and set policy for the schools operation.

Mrs. MATTHEWS. As far as the central board of education is concerned—and I'm talking about the policy people, Mr. Aiello and his

colleagues—we have never had any problems at all with them supporting us. In fact, on many occasions they have gone with us to the various offices to also plead the case. I have gone out to visit some of the high schools, in fact, with some of the central board members, to see how the SPARK program, which is the counterpart on the high school level—so there is support so far as the central board of education is concerned.

To go down a little bit further and move down the floors, the person who is in charge of our reimbursable programs is Mrs. Helene Loy, and we have had a constant support from her, on a daily basis, if necessary.

Chairman WOLFF. Where do your problems lie, then? With the individual schools?

Mrs. MATTHEWS. No. The problem, to me, lies to a large extent with the way the money was coming down from the State government, through a monitoring agency. And unfortunately, on many occasions I feel—I'm talking for myself—we were a political tool. Last year there was new legislation written—excuse me, 2 years ago—and the money was then given to the department of health under the leadership of Commissioner Bernard Bihari. As of this year, there has been new legislation written and passed, and now the districts will be relating directly to people on the State level. In other words, the middle management on the city level has been eliminated.

I'm saying that every year we went through constant changes. I wouldn't be surprised if we found you on there one year. And I'm not being facetious. You can go down there today, and find somebody else there next week.

Chairman WOLFF. Mr. Kaplan, one of the areas that we are probing is the extent of the problem, the magnitude of the problem of drug abuse. It's very difficult to get a handle on this, very difficult to make the determination as to how large the problem is, whether the problem is increasing or decreasing, whether we're making progress or not; because, as has been indicated here, there's been no evaluation made of the various programs.

Now, we have heard from a number of people who have indicated that this lack of paucity or information is due in large measure to the reporting procedures and how the information is disseminated. There is a State regulation that requires reporting, by the schools involved, to the department of health for any youngster who has a drug abuse problem. We understand from some of the local school boards that there is no reporting, because there is no reporting to the department of health.

This is a situation that is extralegal, because the requirement is mandated. Our question is, why are they not being reported? And is it an attempt to do one of two things: Is it an attempt to protect the children, or is it an attempt to protect the establishment?

Mr. KAPLAN. I really don't know if they're not being reported. But I assume that the facts as you have outlined, for isolated cases, may not be reported to public authorities.

Chairman WOLFF. Excuse me for interrupting, but I must tell you we had four community school boards represented here this morning, and the four of them indicated that there was no reporting.

Mr. KAPLAN. If there is no reporting, I must say that the rationale behind it is probably to protect the student or protect the child, which is our primary function in the schools.

Chairman WOLFF. Is there anything that you have in the school board association that either delineates policy or establishes some line of recommendation to the school boards regarding the identification of young people?

Mr. KAPLAN. No. As far as identification purposes, every school board is a separate legal entity, and in each of our districts we do what is best for our own community. If you had three or four school board members testifying to you this morning and they've stated to you, as I assume they have stated to you, that they do not report, then maybe it's their policy not to report, to protect the youngsters. I can see that rationale.

I think if I were in the decisionmaking process I would tell my board not to do that either.

Chairman WOLFF. I come back to one of the people from one of the other programs, the voluntary programs, who indicated that if you don't identify these kinds they will sooner or later, by their abuse, identify themselves.

Mr. KAPLAN. The answer that we have, if we were going to identify them, what are you going to do about it? What services are you going to give them? If we were to identify the problems we have, what are we going to do with these children, when we tell you that A, B, and C have a problem? We're trying to cope with that problem with our limited resources. If we do move it up the road a piece, what are we going to do with them?

Chairman WOLFF. How are we going to cope with them if we don't know who they are?

Mr. KAPLAN. What program do you have for them? If you want the bodies, I can give you the bodies. But what are you going to do with them when you have them?

Chairman WOLFF. It's not a question of bodies. But you are getting funds today, are you not?

Mr. KAPLAN. Yes.

Chairman WOLFF. How do you account for those funds? And I'm not saying this is true. To the contrary, I think that you people are doing an excellent job with the moneys that are available to you. But there may be cases where there are just plain ripoffs that are occurring. We don't know whether that's true in the city schools, and we're not charging that by any means. But by the same token, if there's no accountability, how do you know how the money's being spent? How do you know it isn't, as Mrs. Matthews said, being politicized in some fashion?

Mr. KAPLAN. I don't know what's happening in other districts. I know what's happening in my district. I know what's happening where I'm located.

Chairman WOLFF. Do you have any evaluations? I started to ask you that question. Mrs. Matthews answered it. But what sort do you have?

Mr. KAPLAN. We have a director who reports directly to the community superintendent, and together we get a report with reference to the workings of the program and how many children they service,



how many children they've seen, the involvement of the parents of the children, the involvement of the community and the educational program, and how it relates to individual schools.

Chairman WOLFF. Even though they haven't been identified, can they partake of a treatment program, an intervention program of any sort?

Mr. KAPLAN. That's up to the guidance people, not the school board. We do not interfere with the educationalists and professionals in this area. The purpose of the school board is to set policy. Once we set policy, the professionals would follow through that policy.

Chairman WOLFF. I'm just trying to find out what the policy is.

Mr. KAPLAN. The policy is to service these children within the means of our budget.

Chairman WOLFF. I'm not trying to be in an adversary position. But it is something that needs clarification. How do you service children if you don't know the extent of the problem, the magnitude of the problem? How can you come to a government agency and say, I want  $x$  amount of dollars. I can't tell you how many people we have who are under treatment, how many drug abusers there are in the area, but I want this amount of money.

Mrs. MATTHEWS. Mr. Wolff, may I just respond to that? First of all, the purpose of the programs that we receive money for is prevention and intervention. The directors already know that if there is a student and they recognize a drug abuse problem there, they have contact with outside treatment sources to which they can refer this child and/or his or her family for, you know, future followup.

The purpose of the programs within the school is for prevention. These are children who are acting out of one reason or the other. These are children who have shown truancy. These are children who may have a social problem. These are children, for one reason or another, who have difficulty in relating or getting along with their peer group. And somehow they are singled out, either by their teachers or by the guidance counselor, and referred to these programs.

Now, I stated before, there is individualized programs, but in the end we still have to adhere to certain guidelines that have been set down by, you know, the interim agency, whether it's ASA that's changed the policy, and then the Department of Health will continue. It's stated that the programs have to be programs for alternative education for these youngsters. So there is a difference.

Now, I'd like to say something regarding the question you posed to Mr. Kaplan regarding the reporting of youngsters. No. 1, I think I fully explained the reason why there is no hardcore data or evaluation as we know evaluation. And the State, I'm quite sure, in the person of Commissioner Klepak, can verify that. I haunted his office along with other people, and the State finally tried to do something about it. The evaluation is not our fault.

No. 2, when it comes to what you say about reporting the youngsters, I know what you are referring to. That is the narcotics register of the city, and on two different occasions this had been discussed with representatives from all the community school boards in the city of New York, and we felt very, very strongly that we did not want to have any youngster's name to be reported in.

We felt very strongly that this could work against the youngster in years to come, and there was proof regarding insurance companies and other data which they keep a file on people within this country that we felt could mitigate against a youngster at a later age.

Chairman WOLFF. What you are saying is the fact that there is no confidentiality.

Mrs. MATTHEWS. That is exactly right. We felt there was no confidentiality, and we felt that we could not penalize our own youngsters at such an early age. If, through our program and other programs, there was a turnaround to make him or her a positive citizen of this city and of this country, then we felt it should not be a matter of things like that going in their record to be revealed.

May I just remind you that even the teachers who are responsible for their educational development do have a mechanism in which they can glean things out of their files that they feel might be detrimental to them in their future professional advancement. And we took the position that we should do it on the behalf of the youngsters who cannot speak for themselves at this time.

Chairman WOLFF. So then we do have a policy guideline, so to speak.

Mrs. MATTHEWS. The narcotic register; that is right.

Chairman WOLFF. I am not talking about the narcotics register. I am talking about the policy determination by the school boards association.

Mrs. MATTHEWS. No, through the consultative council, the school boards, each school board, by State law, the central board of education is to meet on a regular consultative basis with members of the community school board. These meetings are usually held every 2 weeks, maybe every month; it all depends on what the item is. And a representative from each community board comes down and meets with a representative and/or representatives of the central board of education and members of their staff. We are also entitled to bring down members of our staff.

But the rapport is between the central board members and the community board members. The staff is only allowed to speak if asked to do so.

Chairman WOLFF. I am going to separate myself out from this committee for a moment, but being a part of the New York City delegation to Congress, we are trying to get additional funding for our area—how do we go about getting additional funding if we cannot present the facts to the authorities who are in charge of the funding.

We have representatives here from HEW. We have representatives here from the White House. If we are not able to give them facts to back up the information, are they just supposed to take this at your word? We have had too many programs that are unfortunately in jeopardy today because of the paucity of information that is involved, and I do not think that they can really perform that function unless they have the available facts to back up the information that is required in a funding application.

Mrs. MATTHEWS. Well, Mr. Wolff, may I say this, may I respond to you by saying that you are perfectly right as far as the information is concerned. I hope that I explained it fully, because you very seldom find me as one who is shouting the good of the board of education; I am usually in the adverse role. But may I say this: Because of this

serious problem, because of the way that we felt—and we were not asking it of the board or anyone else; we even asked to take it to an outside agency, a university or college or whatever, and then put together a plan. But in the last year and a half, the board of education has assumed a monitoring role as it pertains to these drug programs. Now, I say this also, that you will find almost in every district of the community school boards, you will find that there is a board member who has been assigned as a liaison to the drug program. You will also find that the community knows their drug program because this is the one program where there is direct involvement. There has to be direct involvement, and this is the one program that is voted upon, not as a group thing by the board of estimates, but each program is taken on its own merits and whatever supporting data there is, and voted upon by the board of estimates.

Chairman WOLFF. I do not dispute the efficacy of the methods that are used. I do, however, have serious questions as to the fact that we found—and I believe you testified yesterday, counsel—that the medical examiners' records on the number of OD's was unavailable for a certain number of years.

Here we have a situation, they are certainly not trying to protect the dead from further stigma upon their life. Here we find that we cannot get figures, are not able to get the figures. Certainly, you cannot include in the figures people who are not identified in the program; so, therefore, there are a lot of kids that probably should be in the program that are not getting the advantage of it and we are not getting the funds for it.

So, what is happening to us is that in an effort to perhaps protect the youngsters, there is a situation that is developing that this protection is actually a shield against being able to get the type of funding that is necessary. God knows we need more money up here to address ourselves to this problem.

I do not think that anyone will dispute the fact that we do not have enough money in the area at the present time. In fact, that was part of your statement, Mr. Kaplan.

Mr. KAPLAN. I am sure we can give you numbers without names of various children who were serviced who have need of service. Those records are available. As far as names are concerned, we are not in the position to give you names of students to back up the numbers. I am sure that the directors of each program could certify as to the number of children that they have sent out for additional help or whom they have assisted. That can be done.

But as far as giving you actual names, I do not think we are in a position to do that for you.

Chairman WOLFF. Mr. Mann.

Mr. MANN. Thank you, Mr. Chairman.

Mr. KAPLAN. I do appreciate the problem that you are raising.

Mr. MANN. I realize the monumental task that the school board has in handling this problem. We had testimony concerning reluctance on the part of teachers to become involved. This is something that has occurred for years. I was up here a few years ago, and some testimony was given.

What kind of training programs do you have citywide for teachers and school personnel in the handling of narcotics?

Mr. KAPLAN. There absolutely is no citywide training program. I believe we do our own training within our districts. There are no funds for training.

Mr. MANN. I am not going to ask you to give me a full explanation of how the New York City board operates. I realize it does do one thing: It divides up the money among the districts. It does not give close supervision to the districts or prescribe methods for the handling of narcotics problems. It does not train people. It does not evaluate the programs on any citywide basis so as to determine those that are worthy of continued support.

What does it do in the field of narcotics?

Mr. KAPLAN. There are certain duties that are performed by the central board. They do monitor the program. They do run the program in the high schools. The funds that come down to the central board of education from the State to the decentralized districts are expended on a per capita basis, but once it gets down to the decentralized district, it is up to the decentralized districts to run that program.

The board of education can only send down what they get, not more than what they receive. The minimal amount that we do get is not enough. So, I do not think that you can criticize them for having a lack of understanding of the problem or lack of a desire to help the problem. The money just was never given to them, and there are just so much dollars that you have to spend on educational needs which are primary to all our operations.

Mr. MANN. I am just trying to determine if you are merely a conduit for funds. I am sure there are certain other policy determinations that you make.

Are you merely a conduit for funds, or do you feel a responsibility to coordinate the narcotics programs in the city of New York, to evaluate them, to promote those that are good and quit spending money on those that are not?

Mr. KAPLAN. Obviously—you came in a little late, so you don't know who I am. I'm not the central board of education, though I've been trying to be for 9 years, but I haven't been yet. I'm a member of a community school board. The central board is the people who spend the time for me. I'm the one that works in the street; they're the ones sitting at 110. You say: how do I divide the pie? I get the pie.

Mr. MANN. I thought you were chairman of the whole thing.

Mr. KAPLAN. I am an unemployed individual in the city. I came here to testify on my own time. But I am not the central board of education. They are the ones who distribute the money. I am the recipient.

Mr. MANN. You deal with them. Am I characterizing them correctly?

Mr. KAPLAN. Not entirely, really. The board only can distribute what they receive from the State of New York.

Mr. MANN. I am not thinking about the money only, for the moment.

Mr. KAPLAN. What are you talking about, then?

Mr. MANN. I am talking about coordinated programs, evaluated programs. Do they have any discretion on the distribution of the money, any amounts, or is it on a per capita basis and we do not need them, we just need a computer?

Mrs. MATTHEWS. Excuse me, may I just respond, Mr. Mann, because you were out when we had gone through part of this testimony, and I think the record will show what I stated about what at the time was the conduit agency for the city, which was the addiction services agency, and that is where our major problem arose as far as the board of education, or should I say the staff of the board of education.

For the last several years, we have been pleading for some meaningful evaluation, and it has not been forthcoming from this agency. The board of education took it upon themselves to see that their staff would start performing monitoring tasks. There is, for the last 2½, going on to 3 years, a standing committee called the school-based drug prevention task force, that meets on a regular basis, maybe once a month, maybe every 2 or 3 weeks, depending on the situation.

There is a standard meeting, though, in which they discuss such things as coordination of services, in which they discuss things such as an evaluation and what is going to be the monitoring tool, in which they discuss the ongoing program, and in which they try to see that there is a sharing of information. What may have helped your child in your district may have helped another child in another district.

So, there has been some positive movement, in spite of it.

Mr. MANN. I hear you. All right.

Now, what is the name of that group?

Mrs. MATTHEWS. The New York School-based Prevention Task Force. It is under the direction of Mrs. Helene Loy.

Mr. MANN. And it is under the jurisdiction of the central board?

Mrs. MATTHEWS. Yes.

Mr. MANN. They are making funds available for that?

Mrs. MATTHEWS. Mrs. Loy is responsible for calling together the members. The membership is made up of members of the high school drug program known as SPARK. It is made up of members of Mrs. Loy's staff. She is in charge of reimbursable funding. It is made up of members of community school boards throughout the city. It is made up of a select committee of school-based drug prevention directors of programs.

Mr. MANN. OK. All right.

So, it is trying to fulfill that function at the moment.

Is it within the powers of the central board to fund that agency, to beef it up, to provide it with professional staff and such other?

Mr. KAPLAN. They can if they want to.

Mrs. MATTHEWS. They can if they want.

What the board of education has done, we couldn't get an evaluation from ASA. They do receive a certain amount of what they call indirect funds that they took off for clerical duties to process paychecks and other things that had to be done, and they did see fit to augment their ongoing monitoring staff with people to assign them new duties of coming out to monitor the programs.

Now, I would suggest very strongly to Chairman Wolf and the other members of the committee: I think it might be very good for you to get the minutes of the task force to see what they have been discussing. I say this as one of the original members of the task force that was formed on an interim basis for the necessity of sharing information and joining together. I think you would find it very interesting.

Mr. MANN. I assume that they make recommendations to the central board about new directions or improving their capability to do what they are trying to do.

Mrs. MATTHEWS. They can make recommendations to the central board, but in main they make recommendations to the community boards. The community boards, first of all, are in the majority; the central board is a minority of one. And the programs in the main that are being discussed are the programs that are in the individual districts.

Mr. KAPLAN. I will give you an example of a typical district. My district is located in Brooklyn, and we have 24,000 students who attend the junior high and elementary schools. I receive approximately \$40 million to run the district educationally. We receive around \$350,000 for the drug program. That gives me enough money to service only 11 out of 25 schools I have. It only gives me enough money to only employ 14 people in the drug program.

The drug program is a very small, small part of our entire operation. We are out there to educate children, teach them to read, teach them how to become citizens. I realize if they do develop a drug habit it's going to detract from what we are trying to do at school and may prevent them from coming to school. But we haven't received the funds to really do an adequate job with drug abuse and alcohol abuse and all the other problems that children have or why they stay away.

But with 24,000 children and receiving \$350,000, this comes out to something like 20-some-odd dollars per child per year. What can you do with that?

I just had lunch; it cost me \$20 to take this young lady out. What can you do for \$22? Nothing. And we just haven't got the money.

If you're talking about evaluation—you complained about up the road. You want to give us the money; you put into your program an evaluation device. Every other penny that we get from the Federal Government has built into it an evaluation device. That shouldn't prevent you from giving the money we need.

Chairman WOLFF. Would the gentleman yield?

How much drug abuse would you say you have in the area out of the 24,000?

Mr. KAPLAN. Are you saying how many are in need of help, or how many are using drugs?

Chairman WOLFF. If they are using drugs, they need help.

Mr. KAPLAN. I wouldn't say that. I use drugs. A doctor prescribes drugs to me. I take pills. What kind of drugs are we talking about?

Many people start out on a drug habit by going to a doctor, and he gets them started on it. That's one of the problems.

Chairman WOLFF. Are you doing that?

Mr. KAPLAN. I am only taking nasal spray this week. [Laughter.]

But many children find these drugs in their homes.

Chairman WOLFF. There are a few nasal sprays that you can do pretty good with.

Mr. KAPLAN. You asked me how many are using it. I have no way of knowing. I don't even know if my own child is using it.

Chairman WOLFF. On that basis, how am I to determine how much money you need? Or how are you to determine that?

Mr. KAPLAN. Very easy; go to our jails and see how many kids we have in the jails who started out as drug users.

Chairman WOLFF. That doesn't answer the problem. The problem is we've got 24,000 students. You say you're getting \$350,000. That amounts to about, you say, \$22; actually, it's about a \$15 charge for 24,000. But we don't know how many people need this money. Maybe you only have about 2,000 kids there, and you're getting \$175 a pupil. And you can't tell me—

Mr. KAPLAN. I am sure that we can supply to you, under separate cover if you want that, the number of children that we serviced in any given year.

Chairman WOLFF. You see, this is the basic problem.

Mr. KAPLAN. I am sure we can supply that to you.

Chairman WOLFF. And we are getting into an adversary position, which we should not be.

Mr. KAPLAN. I intend to vote for you anyhow. [Laughter.]

Chairman WOLFF. If you can vote for me in Brooklyn, you are pretty good.

Mr. KAPLAN. I am sure we can supply that information.

Chairman WOLFF. The important element is that when you say you need more money, I can agree. There obviously is a need for money. We are not getting sufficient money here in the city. But the point is that you are not giving us the tools with which to work.

Mrs. MATTHEWS. Well, Mr. Wolff, may I say this: First of all, I would just like to divorce the community boards and their programs away from the central board of education. I say this because I feel that since we have the majority of the students—don't get me wrong, I am not taking anything away from the high schools—but what I am saying is that you are having this hearing now, but I don't feel that the emphasis that you are putting on it and talking about the need to service more students and realizing what we have been originally granted money for—prevention and intervention—if your policy or your criterion is going to be different—Do you understand what I am saying?—then it is going to have to be spelled out for us.

Chairman WOLFF. It is not a question of a difference of criteria. All we are saying is: How many drug abusers do you have in the area, how many people are using—forget about even abusing—

Mrs. MATTHEWS. You talk about "in the area"—

Chairman WOLFF. The New York student population.

Mrs. MATTHEWS. You are talking about the student population?

Chairman WOLFF. That's right.

Mrs. MATTHEWS. I am quite sure if everybody came back and really sought it out, they could say this person or that person or that amount. But I think we have to remember one thing, also. There are 80,000 youngsters who are out on the street, and are we talking about them, too? Because, see, I can take you to downtown Brooklyn, and you can find 2,000 of them in front of Loew's Metropolitan.

Chairman WOLFF. That is exactly what we are talking about.

Mrs. MATTHEWS. But these are the youngsters out of school. I can tell you, where I live I can see them standing on the corner of Saratoga and Atlantic. When you get on the MTA buses, they are on there smoking the marihuana and they are out of school. Are those the same people that we are talking about? Are we going to say—are you going

for the hardcore? Are you talking about the dangerous ones? Are you talking about the kid who can pick up the LSD and the orange juice or the methadone that is in the icebox or in the refrigerator?

I mean, what are we really talking about? Because the little bit of money that we get, to me, has gone a long way. But I am going to tell you something: In every one of these schools there is a larger population that we have not touched because the teachers don't recognize them. I don't care how much training you have—

Chairman WOLFF. That is exactly what we are talking about.

Mrs. MATTHEWS [continuing]. If you don't want to absorb it and turn it back, it's not going to come through. So that means that because of all these problems and adversities that we have in dealing with human frailties on the part of adults there are a whole lot of children in the schoolhouse that will never even see a so-called drug counselor.

So that is why we cannot give you accurate figures.

Chairman WOLFF. Mrs. Matthews, that is what it is all about. That is what this hearing is all about. Basically, this is what we have been trying to get at. This is the guts of the situation.

What we are saying is the fact that with those kids that you are treating, those kids that you are working with, you are doing an excellent job. There is no question about that.

But what about this vast number of kids who today are going untreated, who are going unattended, who are going to turn into a problem for society in the future? This is why we are here. We are not here to criticize anyone.

Mrs. MATTHEWS. But we do not have that kind of data. We do not know how many children are walking the street. I mean, this is something that you almost have to ask, to me, whether or not they are in the position to recognize it, the long-term absentees, part of that 80,000 or 100,000 who are walking the streets of New York City. There has been more than one story and program that has been written about these written-off or pushed-out kids. Let's tell it like it is.

Chairman WOLFF. Telling it like it is does not include those who have dropped out and who are no longer part of the school system at all.

Mrs. MATTHEWS. That is what I am talking about when I talk about LTA's, the long-term absences, even the ones who may come in and sign the book but they never get to your class. That is what I am talking about, too.

Now, are those youngsters supposed to be written off, or how are we supposed to know whether or not—

Chairman WOLFF. You ought to sit on our side here. [Laughter.]

This is exactly what we are after so that we can try to help with this problem.

Mr. KAPLAN. Let me tell you another reason why we cannot give you the information. I told you a few minutes ago that I had 24,000 students and I only service 11 of those schools. I cannot give you any data with reference to schools I do not service. If I have 25 schools—excuse me—I am only serving 11 of them; there are 14 schools that are not being serviced. And I am sure that there is a problem in those schools as well as the other schools.

I cannot give you that data. I cannot obtain that data for you.

Chairman WOLFF. Don't you have school boards in those areas?



MR. KAPLAN. No; that's my district alone. I have 25 schools. I only have sufficient money to do a job on 11 of those 25 schools, so those other schools in my district I have no data for you.

Chairman WOLFF. How do you make the selection, then, of the schools?

MR. KAPLAN. Based on need and based on advice.

Chairman WOLFF. So, then, you do have some data. You must have some data base for which to operate.

MR. KAPLAN. Based on past experience on where the problem is.

MR. MACKELL. Who gives the advice?

MR. KAPLAN. The drug coordinator in our area.

MR. MACKELL. And who in the 14 schools are not getting serviced?

MR. KAPLAN. The principals and the staff.

MR. MACKELL. So the reports are made to the principals and staff about the incidents?

MR. KAPLAN. If the teachers report the instances.

MR. MACKELL. If. Are you saying now that they don't report?

MR. KAPLAN. I'm sure all the instances are not reported. A number of years ago we had trouble getting security guards or security money to buy security guards because many of the supervisors and the principals weren't reporting all the assaults and all the situations that go on in schools.

When we were told by an agency similar to yours that the only way you're going to get money was by reporting all the occurrences, it doubled. Everybody started reporting all the occurrences, assaults, breakins, what have you, because our budget was based on that. So what I'm telling you is—

Chairman WOLFF. Now you have the money for the security guards?

MR. KAPLAN. Yes, we have, because everybody started reporting it.

Chairman WOLFF. That's what we're telling you now.

MR. KAPLAN. I can see that. You're in the same position right now. But maybe what you should do, you should permit us to project what the problems are for the next year, give us the money and then we'll give you the data. Pay now, fly later.

MR. MACKELL. Mr. Kaplan, during the course of our investigation, I queried a certain dean of discipline at one of the schools and he informed me that you could go into most any principal's office in the city school system and probably find enough drugs to have them arrested for possession of either felony or misdemeanor weight of drugs, also other contraband such as, maybe, a blackjack or weapons, all kinds. They generally put them into the principal's office rather than report them to the police. Would you comment on that?

MR. KAPLAN. I don't have an answer to that. I assume that during any given day a principal or a teacher may take something away from the student and turn it over to her immediate supervisor and the supervisor may eventually either throw them away or discard it, I don't know. I have no personal knowledge. I have seen weapons in principal's drawers, knives taken away from students, blackjacks taken away from students.

MR. MACKELL. Unreported to the police?

MR. KAPLAN. I believe that was handled in-house, probably. I've seen bullets in principal's drawers that were taken away from students. I haven't seen the weapon to fire it, though.

Mrs. MATTHEWS. Excuse me, Mr. Wolff. Before we go on, because we're talking about the so-called violence in the schools, and I know that's not the main theme of this hearing—

Chairman WOLFF. It's drug-related violence.

Mrs. MATTHEWS. May I just say this: When we talk about violence in the schools, let's get the picture even, you know, because there's been a lot of violence that's been perpetrated against the students that has not been reported. Unfortunately, they cannot stand up and scream about when their hair's been pulled, or they have been slapped, or some deal has been made to transfer them to another district or another high school; because when it gets this quiet, they'll give you another chance.

So let's just even it up, because I've worked in school and I've been kicked by the little ones that tell me to get out of line, and I pull me and I pull them. So even if the kids are older—I realize these are 6 footers—but I've worked on the junior high school level, too; and all I'm saying is that when you get ready to make your investigation about the violence in the schools, ask some of the students to come down, and I want you to hear their side of the story, too. That's all. I'm not saying it didn't happen to the teachers, but I'm saying there's another side of the coin, too.

Chairman WOLFF. On the question of security, who supplies the security guards? Does the local school board supply—

Mr. KAPLAN. We get a budget allocation from the central board where we hire security guards.

Chairman WOLFF. And how are they hired?

Mr. KAPLAN. It's based on incidents, how many reported. It's based on need. When I say "need," what you had the year before.

Chairman WOLFF. On a contract basis?

Mr. KAPLAN. They're annual employees that are hired to work in various schools where there's a need for security personnel.

Chairman WOLFF. We understand that there are a number of police that have been assigned to specific schools.

Mr. KAPLAN. Yes.

Chairman WOLFF. Why is it that they have been assigned to those particular schools? In other words, the security guards could not handle the situation in that area?

Mr. KAPLAN. Well, we had some pilot programs in my district that I know of where we worked together with the local precinct where they had a training program, where the policemen were used as educators to try and train the students to understand the role of the police officer. At the same time, they were security personnel within the school.

I assume that the schools that you are referring to, that have police assigned there on a permanent basis, there's probably a need for some sort of police protection in those schools so that the board of education will probably be able to obtain the police protection for that school.

Chairman WOLFF. Let's get back to drugs for a moment, if my colleague will yield still further. Obviously you speak to your drug counselors, the drug counselors generally in the schools, in your own particular district—how do you find out about the trafficking? Where does it come from? Does it come from outside the community? Does it come from within the community? How is the stuff being trafficked now?

Mr. KAPLAN. I have no knowledge.

Chairman WOLFF. Would you have any knowledge of that, Mrs. Matthews?

Mrs. MATTHEWS. You mean how it gets into the schools?

Chairman WOLFF. Yes.

Mrs. MATTHEWS. I assume on the person of one of the students or other adults.

Mr. KAPLAN. Your question is, how does it get into the community.

Chairman WOLFF. How does it get into the community; how does it get into the schools?

Mr. KAPLAN. It's obvious the children bring it into the schools.

Mrs. MATTHEWS. And/or adults.

Chairman WOLFF. What do you mean by that?

Mrs. MATTHEWS. And/or adults. I remember when I was chairperson of the board back in 1971, there was an incident regarding a newly assigned teacher, and there was some discrepancy on the appointment sheet that was given to the principal. And the principal brought it to the attention of the superintendent—at that time, Dr. Abraham Tattischer—and would you believe when we found out and checked it out, we found out the young man had been sentenced to 6 months in the drug chair at Nassau County for possession of drugs and was coming into the city school system. In fact, his first teaching lesson for that Monday when the children came in was, the harmful effect of drugs, and he actually had marihuana for display. By the way, he'd been assigned to second grade class. If you want further proof, I still have a letter at home in which he was dismissed by the community board.

Chairman WOLFF. For what was he dismissed? Was he dismissed for disseminating information, or what?

Mrs. MATTHEWS. Falsification of records. He did not inform the central board, the bureau of personnel, that he was scheduled to serve a sentence in Nassau County. He had accepted an assignment.

Chairman WOLFF. Was that for possession or for trafficking?

Mrs. MATTHEWS. For possession and use.

Chairman WOLFF. Now we come back to the full circle. Here someone has been bounced for the idea of possession of a substance, censored for this and thrown out. Now here you are, denying the records of individuals who have the same type of "possession"; yet you're not only permitting them to be in school, but you don't want to stigmatize them.

Mrs. MATTHEWS. We were talking about the youngsters. Now if you are talking about the adults, there have been completely new rules and regulations as it involves the bureau of personnel. In fact, there has been written correspondence from the task force because we thought we were losing good people and we had to often wait from 6 to 8 weeks before they could be processed.

Mr. Aracalli, who is the executive director of the bureau of personnel, had written us a letter and said over his dead body was he going allow anyone to come in even on an interim basis until they had been cleared sufficiently. That means that you had to be fingerprinted and your records had to be sent all the way to Washington, and a complete bill of health must be given to that person.

Because just let me say this also: remember that the people that are hired, in the main, in the community districts, are people that are

chosen by the community, in the main. And let's face it. People are going to be very sophisticated about the people that they are going to trust, not only their children, but that they have a part in picking. We may not have much choice in teachers that come down, but this is the one choice that community school boards do have in choosing the administration of this program.

Chairman WOLFF. Mr. Mann?

Mr. MANN. Just one or two short questions. Eleven of your 25 which you say you're servicing, you had professional drug counselors in those schools?

Mr. KAPLAN. Yes.

Mr. MANN. The other 14, does your district coordinator get some sort of report, monthly report or something from those?

Mr. KAPLAN. Yes; his obligation is to meet with the principals of those schools to see if there happens to be a problem in the school and respond to it. So he can move this person all around.

Mr. MANN. Whose responsibility is it, since I understand—I believe I understand correctly—that you don't have attendance teachers or truant officers who go out and work on the absentees, do you?

Mr. KAPLAN. I do. We have attendance supervisors, and we have attendance teachers, and we have paraprofessionals and school aides that go to the homes of our absentee students to try to speak to the parents and find out the reasons why they're out.

Mr. MANN. Fine. So this is necessary for the narcotics professionals to monitor that, attendance records.

Mr. KAPLAN. They get leads from the attendance teachers and from the aides that go out, if that's what the problem happens to be.

Mr. MANN. What if we have the so-called hardcore, the person who signed up in September, or whatever, and is not seen or heard from for a month, 2, 3, or 4? Your narcotics people are unable to go out and give any offsite counseling or work on that sort of situation; is that correct?

Mr. KAPLAN. They can refer, but they will not go into the homes to give any sort of assistance. That's not their job.

Mr. MANN. So unless the attendance teachers can do something about that problem, it basically goes unattended.

Mr. KAPLAN. Unless the parent, after speaking to the attendance teacher, is aware of the problem, they have the obligation, I would assume, to seek proper medical advice.

Mr. MANN. Would the attendance teacher make a report of that to any other community agency?

Mrs. MATTHEWS. They have their own agencies that they refer to. If there is, say, for instance, a district coordinator of guidance within the district office, they'd refer back to him or her and get their advice as to what the next procedure should be.

There's also what they call the PINS, you know, pupils in need of, special needs. You can bring an injunction, or whatever the legal term is, against the parents, if it is determined that there is neglect and some other type of services should be done.

You know, I want you gentlemen and young lady to know that when you talk about attendance teachers, I want you to remember that in 1971 when decentralization first came about, we had been given a budget of, say, for instance, \$300,000, you know, to run your district,

your teachers, your principals, and whatever. And then after the budgets had been established and everybody had a position and everybody knew where they were, the central board of education—not this present board, please, but the central board at that time—turned around and said, “Guess what, folks? We’re decentralizing the bureau of attendance.”

All right. Some districts may have had as many as 10 or 12 people there. How are you going to absorb those salaries if we didn’t have the money? So a lot of people had to be let go, you know. A lot of people had to be let go. I know in our district we went down to about 12. Now we’re down to four. Or we saw the need and we tried to keep holding on to them.

The bureau of attendance has been decentralized, and there are not additional moneys given to us in order to fill those positions. Granted, you need more. You need more. And many of the districts are getting by with the barest of staff. But there are more attendance teachers that are needed.

May I just add that at the July meeting of the board of education, the principal, Steve Aiello, did turn to the new chancellor, Dr. Macchiarola, and told him that he expected him to bring forth guidance—call it what you want—as to how they’re going to—quote, unquote—try to lick this problem of nonattendance; what is staff going to do about rerecruiting these students back into the schools, and, hopefully, if that happens, we will have something academically sound, I hope, when they do get back there.

Mr. KAPLAN. You know our guidance people, together with our attendance specialists, work closely with the family courts when the child is abused or a parent is insensitive to the need to send the child to school, and we’re able to locate parents, charges are presented, and matters do come before the family court.

Mr. MANN. Well, it would seem that the attendance teacher, rather than the narcotics people, are the key to the 200,000 that are out there—80,000 that may be out there because of drugs. The logistical force that they have, the numbers and the money and whatever, would seem to be the avenue through which those people can best be reached, through referral, as you say, family court action, or whatever, the agency involved. Thank you very much.

Mrs. MATTHEWS. Mr. Mann, may I just say this: I don’t know what the reports are, because you’re all going to have to go back and digest what has been said over the last 3 days. But I would hope that this is not the end. I would hope we’d be in the position of coming back next year and saying, “Now where have we gone from here?” because I agree with the chairman, Mr. Wolff, that none of us are in an adversary role. There is a very real problem out here in the street.

My interest in this program goes back from its very inception. And even though I am no longer an elected member of the community school board in district 16, it’s not to say that my interest has diminished. If anything, it’s increased. I don’t think we’re in any position in this city, country or Nation to say that we’re going to have to get some on-the-job training now. We’re going to have to get the money together to buy the type of services that are going to help these young people. They are out there. The board of education just needs to pull up their shades and look out the window on Fulton Street, and they

can make their quota in one day—all right—in pulling those kids in. But they're out there. They really are. I see them every day. You get on the bus, and they're there. And it's not one group. It's all of them. It's really all of them. And we're losing them.

And I do hope that this hearing is going to result in something positive coming through. I think we have tried to be above board to tell you what we have gone through. I can't deal in the past anymore because it's just a little bit too late. But we've got to do something to help those other 89 that he spoke about because they're within every district and every high school in this city. I hope that you can be able to touch base with the State legislature of New York State, if possible. I say this because, as I say every year, they're very amenable to us, but they've got their priorities, too. And we are hoping and praying that for once, just once, couldn't we have funding for, say, 2 or 3 years, just a little breather to show what we can do, because I feel we can do it.

Mr. MACKELL. Mr. Kaplan, just to continue your recent reference to coordination between the attendance teachers and also the juvenile or family court, the committee received a letter recently, just a few weeks ago, from Judge Williams, the administrative judge of family court, wherein he stated that there's no coordination between the board of education and family court to examine into the problem of truancy and appearances in family court.

Now, do you have any regular programs set up so that you can coordinate the truancy rate, for example, with youngsters who get involved with the family court?

Mr. KAPLAN. No, I have no such thing.

Mr. MACKELL. State law, I understand, requires that once a child is a truant, a chronic truant, and it's a violation of the law for the parents to allow this to continue, now parents then become liable under the law for the truancy of their children. Now, to your knowledge, do you have any information relative to what is done where there are these truant children?

Mr. KAPLAN. I have no personal knowledge.

Mrs. MATTHEWS. Most of the districts used to have—the title was called the school court liaison officer.

Mr. MACKELL. Most of the schools?

Mrs. MATTHEWS. Districts have. But because of the fiscal cutbacks, we find that that position isn't any longer in the school districts.

Mr. KAPLAN. There was a person assigned to the Family Court from each district to prosecute in these cases. Since the budget cuts, they were one of the first persons cut.

Mr. MACKELL. Do you think that if pressure were put on the parents of those children who are chronic truants that it might change or turn things around with respect to the high rate of truancy?

Mr. KAPLAN. No. Let's look at the whole package. We're talking about truancy. You know, New York City is very unique. We do not graduate the same student that we start in school in first grade, they're so transient. I would say maybe 30 percent of the children who started first grade graduate from that particular school when they get to the final grade. They move to other areas, and you lose control. There's no statistic you can maintain on the children and how they do in

school. Schools turn off the children. I believe that students do not come to school because parents are not interested. Maybe teachers in the classroom do not take an adequate interest in the child. Something turns the child off. I mean, why does one child go to school and another child doesn't go to school? Something is turning these children off.

The education is not sound for the children. We need a different type of program. We're turning children away. We're doing something wrong. Why should we have so many thousands of children in the street? Something is wrong in the educational system. Maybe the teachers aren't prepared to teach a certain type of child, a troublesome child.

So what we've done in New York City, we've set up alternative schools. We try to put some of these children who can't sit in a classroom from 8:30 to 3—

Mr. MACKELL. You don't have one in your school, do you?

Mr. KAPLAN. An alternative school? No; but we have alternative classes, not alternative schools. The high schools have alternative schools. We haven't had any in the elementary or junior high, but we have classes, special classes, for these type of children, and we try to get to them that way. And we involve the parent. Parental participation with these children is essential. Without the monitor program, there would be no program. Someone has to monitor it. We can't. The parent has to take an interest. Once you find a family where there is no parental interest, you've lost that child. That child will never come to school. You can send postcards; you can send family workers to the home; you can even bring food stamps to the house. They won't even be there to receive that. There's no parental involvement or parental concern. You've lost that child, and these are the children who are on the street.

We turn them off. When I say "we," I say the educational system turns them off. You people turn them off. Inflation is rising in the city of New York and the country that we can't buy food with—in the proper means, so we're all responsible. I'm responsible; you're responsible; and the parents are responsible.

Mr. MACKELL. Mr. Kaplan, aren't you in the most direct contact with the system to evaluate it much better than the members of the committee?

Mr. KAPLAN. Of course. But what I am trying to show you, it's not just a limited problem. And the problem is far-reaching. The problem doesn't start in the schools per se. It's brought into the schools. The problem really doesn't just erupt in the school. It starts in the home; it starts on the way to school; it starts in the father not bringing home that paycheck; it starts in the fact that you can't buy enough food to put on the table; it starts that you haven't got warm clothes in the wintertime and you can't cool off in the summertime. It starts when the board of education sometimes curtails the educational process by taking away weeks of education. It stops when you have a teacher that doesn't want to function as a teacher, that doesn't want to take a concern in the student. So we're responsible. I'm responsible; you are.

Mr. MACKELL. Mr. Kaplan, I grew up in the Depression years, so I'm very much aware of the problems of poverty.

Mr. KAPLAN. I was a chicken plucker at the age of 6.

Mr. MACKELL. I was a newsboy.

Chairman WOLFF. One final area. When a student is put into one of your programs, what is the line of delineation as to what extent of drug abuse he would have to be engaged in to be put into one of your programs?

Mr. KAPLAN. I really can't answer that. I think the drug director can answer that. He's right here, if you want him to answer that.

Mr. Landro.

Mr. LANDRO. We provide service to all levels of children, all kinds of children. Some children receive prevention services in classroom. Some children receive intervention services because of their drug use. Some children are referred to us by the attendance people because they are truant and were brought back to the school. The behaviors vary. There is no particular child.

We do not only deal with drug abusers. We deal with children who act out. We provide those services across the spectrum, as Mrs. Matthews pointed out. Programs are preventive and interventive in nature. So if there is no level—

Chairman WOLFF. On the question of intervention—let's narrow it to that—what would be required for you?

Mr. LANDRO. On the question of intervention, if a child was reported to us as being a drug user or admitted to one of our staff—

Chairman WOLFF. What do you mean by a drug user?

Mr. LANDRO. We're going to part hairs on this point.

Chairman WOLFF. I don't want to part hairs. I want to know what the qualifications are.

Mr. LANDRO. A drug user is a child who participates in the use of an illegal or an illicit substance, including alcohol, including cigarettes, including a variety of other things which we don't like to label as dangerous drugs and substances when, in fact, they are.

Any child who participated in that use, or it was reported to us that they did, we would intervene with that child.

Chairman WOLFF. Suppose you found out that a kid's smoked a joint. Would he become eligible?

Mr. LANDRO. We would meet with him, we would bring him in, if, in fact, it were true and we believed it, and we felt it were important at that particular point in time to notify the parent, the parent would be notified. I must explain to you that each program is different. The policy in our district is, any child that we provide service to, we have a parental permission slip from, and we involve the parent.

So that the process which both Mr. Kaplan and Mrs. Matthews spoke about involves the entire family if we expect to have any kind of change or success with that child.

Chairman WOLFF. We're getting to a point here in the discussion that we're quite familiar with in the Congress: the question of human rights. How do you define human rights? How do you define a drug abuser? And how do you define someone who comes into your program? This, I think, is important, because, here again, when allocations are made, they are made on the basis of priority and need. Now, if there is, again, no delineation on how someone comes into your program—

Mr. LANDRO. Oh, no, please; I don't want to confuse the issue. There is a specific referral procedure for children who are suspected



of drug use; through the teacher, through the school administrator. I mean, we do not operate in a vacuum. So, I don't want that—

Chairman WOLFF. What happens with kids who do not succeed in your program?

Mr. LANDRO. If they are drug users, they are referred to outside agencies. That would be the bureau of child welfare; family court, for example, has been sufficiently mentioned. There are many children we go to the home, because the drug use is a real factor, and the parents are completely turned off by us and their own children.

We have no alternative to pursue except to pursue legal action, and we go to family court. We petition the court to intervene and take care of the child. That's not infrequent.

In our district last year, we referred 120 children to outside agencies. That's in the district Mr. Kaplan spoke about, 25 schools.

So what I'm suggesting is, the problem is very real, and that's only out of the 11 schools we provide service to.

Chairman WOLFF. What happens in those schools that you don't?

Mr. LANDRO. I work with the principals. We do teacher training within the district. The reality is if there's no specialist on the school, we can only rely on those people who are trained to do it.

Chairman WOLFF. Let me ask you; if you had a certain amount of money and you had—what is it, 25 schools, you say?

Mr. KAPLAN. Twenty-five schools in the district.

Chairman WOLFF. How did you determine that you'd only serve these 14 and not to the other 11? Why wouldn't it be spread over the entire group?

Mr. LANDRO. We don't have the resources to spread over the entire group. We use teachers, counselors, and paraprofessionals. There's a limit to the number of people we can hire.

Chairman WOLFF. Are you just writing these other people off, then?

Mr. LANDRO. Not at all. We just have to decide what our priorities are. The five junior high schools have staff people in them. Two people, as a matter of fact. Every junior high school has somebody. In the elementary schools, we decided upon, based upon consultation with the community in the sense of identifying where problems are, there are elementary schools in the methadone center area.

Chairman WOLFF. Have you applied for additional funds?

Mr. LANDRO. Everywhere. As a matter of fact, we just recently received a grant from the U.S. Office of Education to train people for our district. The U.S. Office of Education has a program for training in alcohol abuse. It's an excellent program. We sent 21 people there, and the people were not our staff only. They were parents, community school board members who were invited to participate. We had teachers, guidance counselors, and school administrators. This is the point. It's a cross section of our community.

Mr. KAPLAN. All on a voluntary basis. By the way, it's 11 schools we service out of 25, not 14.

Chairman WOLFF. Mr. Lawrence?

Mr. LAWRENCE. I'm glad Mr. Landro has come back to the table, because in your group this morning, Mr. Landro, and again, Mr. Kaplan and Mrs. Matthews, we've heard that under the regulations that exist, children were found to be drug abusers, are to be referred to the Department of Health. But, in fact, it doesn't happen. The judgment

was made that you're not going to do that. And, Mr. Landro, you said this morning the reason you didn't, or the reason that you do not refer them, is because you are unable to determine whether confidentiality would be observed. I believe that Mr. Kaplan essentially said that, that indicated that there had been, in fact, violations of confidentiality, if I read your answer correctly.

My question after all of this is, have there actually been incidents in which the Department of Health has violated any confidentiality that you seek to protect, or is this something that you anticipate might happen if you were to do this reporting?

MR. LANDRO. Before I became the director of the program, there were, in fact, names submitted. We were asked to submit names. What, in fact, happened was the community superintendent at that point asked the Department of Health to define specifically what information they wanted. This was the narcotics registry, and we were talking about elementary and junior high school kids.

To date we have never received—and I'm going back 7 years—to date we have never received from the Department of Health what, in fact, they wanted, nor have they defined who should be on that list, simply because we had difficulties defining use and abuse. They have never been able to define what they wanted.

And, I should add, we said to the Department of Health we would provide them with the numbers of children we provided service to, if that was their question, or the number of children whom they worked with who admitted the use of drugs. We've agreed to do that, and we submit those numbers, I say to you, to the Office of Drug Abuse services—we have to for the addiction service agencies—and to the board of education. So the actual numbers of people we provide service can be readily found. It's a matter of public record.

We refused to submit the names because we felt that there was a very real question of confidentiality.

Chairman WOLFF. So there would be no way of auditing those numbers?

MR. KAPLAN. You're correct. There's no way of auditing it.

MR. LANDRO. But the State, for survey purposes, has agreed with us to set up a random system where they could, in fact, come back and identify that number and we could show them who the child was. We've already made that arrangement with the State for evaluation purposes, preliminary evaluation purposes; so there is a way to use that information.

MR. LAWRENCE. I thought you said that you never got evaluated.

MR. LANDRO. We haven't. They have set up three separate evaluations over the last 5 years.

MR. LAWRENCE. None of which came out.

MR. LANDRO. None of—no real evaluation, no. When I say real, I mean no evaluation of substance.

MR. LAWRENCE. Thank you very much.

Chairman WOLFF. Do you have any question?

Mrs. BACHRACH. No.

Chairman WOLFF. Well, we appreciate your coming in. It has been very helpful. I might say that the entire situation in New York is a difficult one for those of us in the Congress. Here we have a man seated over here on my right who had to make a determination as to

whether or not we should have funds for the city to overcome financial difficulties we had here. Mr. Mann is from South Carolina. We know what the problems are. We've got to communicate those problems to the rest of the country. And that's why we have been researching as we have, the questions we have posed to you.

Our objective is to, again, not single New York City out by any means, but indicate, as you have in your testimony, that we have the largest addict population here. We do not want to perpetuate that by having a continually rising juvenile abuse population. We're trying to take whatever steps necessary to try to alleviate the problem.

So we, again, thank you in both your capacities. Mr. Kaplan?

Mr. KAPLAN. Just in closing, I appreciate your concern and the committee's concern. I think that the mere fact that you have come here to New York City to look at the problem is a step in the right direction. Many people in this State, in Albany, have not come down to look at the problem. At least you've come up from Washington to look at the problem. We do appreciate it.

Mrs. MATTHEWS. Mr. Wolff, may I just ask this: Are we going to get any feedback on this?

Chairman WOLFF. How do you mean? From our committee? What?

Mrs. MATTHEWS. As to the results of this.

Chairman WOLFF. Yes. In fact, we will be issuing a report on these hearings with recommendations. If you have anything further that you could supply to us, we'd be very happy to have it.

Mrs. MATTHEWS. OK. Perhaps we can get to you copies of some of the correspondence that's been going back and forth regarding evaluations. Mr. Landro, you know—

Chairman WOLFF. That will be extremely helpful.

Mrs. MATTHEWS. In fact, I'll try to get you a copy of almost everything, because you'll see that it will justify everything we've said verbally here.

Chairman WOLFF. This is most helpful. You see, again the important element is the fact that congressional investigations are taking place all the time, not just on narcotics problems. Wherever we've taken this committee we've accomplished something. We took this committee to Florida recently. Florida has been a gateway for narcotics coming into our country from Latin America, and somehow or other either people were looking the other way or they didn't give a damn about what was happening, and they were landing boatloads of marihuana and cocaine in Florida; and strangely enough, after the committee came to Florida we found the last bust that was made was 130 tons of marihuana—130 tons. Previous to that, before the committee came down there, I think they had a 1-ton bust. When the committee started, they were busting ounces of marihuana; now they're busting tons. At least we've made some progress. We've upped the ante a little bit. But that's not the point.

The point is that I went as chairman of this committee, with another member of the committee—we went right to the President, and we got the Coast Guard involved. We got the various services that had never really involved themselves in the problem and are now engaged in a coordinated attack.

This committee also looked into the situation of drug abuse in the military. I don't know whether or not you are aware of it, but, so far

as the military is concerned, the military has a very severe drug-abuse problem. But what happened—the fact is that they downgraded it. The position of Assistant Secretary for Health Matters in the Department of Defense was downgraded. Now, since this committee became interested, they have been upgraded again, and now we have a 12-point program that is being put into motion by the military.

So we just don't sit and listen. We listen to what you have to say and then take some action from that. And we are hopeful that these 3 days of hearings will be productive. We could have all been enjoying the, not sunshine, but the confines of our home and family in these 3 days which are a recess period; but we decided to devote our time to activities here in order to try to see if we couldn't find some solution to these problems.

Mrs. MATTHEWS. May I just say this: Even if you're not meeting here in New York again, if you want us to come down to Washington and almost verbatim repeat what we've said here, based on questions posed to us, we would be—I'm speaking, when I say "we," I know there are other people who feel as strongly as I do, OK?—I'd be willing to come to Washington.

Chairman WOLFF. Thank you again. The committee stands adjourned until tomorrow morning at 10:00 o'clock.

[Whereupon, at 3:35 p.m., the committee adjourned, to reconvene at 10:00 a.m. Friday, September 1, 1978.]

PREPARED STATEMENT OF CAPT. FRANCIS J. DALY, COMMANDING OFFICER, YOUTH AID DIVISION

Narcotics Abuse Control in New York City has been a heavy responsibility of the police department for many years. Today, fortunately, it is not what it was in the 1960's. Nevertheless, it is still a serious problem. In 1977 there were 21,922 narcotic arrests citywide, a slight increase over the previous year (21,783). In 1978 for the first six months there was a 44% decrease in drug arrests compared to 1977. For the same period, complaints decreased 16.1% in 1978 compared to 1977. These decreases can be attributed to reasons such as: the heavy snows in January and February of this year; personnel shortages; decriminalization of marijuana resulting in less felony arrests, and the trend of decreasing citywide crime complaint reporting for the past one and one-half years—1977 decreased 7.3%; 1978 (first 6 months) decreased 9%.

The schools are a small part of our overall drug abuse problem. Statistically, there have been 185 crime complaints of drug abuse in the schools in the first half of this year. We recognize that all complaints are not reported to police and we are aware that there is a problem of drug abuse. Our policy is to enforce the drug laws. Priority is given to the big drug dealer who gets 65% of our enforcement efforts while 35% of our efforts is towards street crime. Special Narcotic Enforcement Units in selected precincts have been trained in narcotic enforcement methods to rid the streets of drug abuse. There are five Radio Motor Patrol cars in Manhattan North, three in Brooklyn and one in the Bronx. These cars are staffed with precinct police who are specifically assigned to drug abuse control enforcement at the street level, to the exclusion of other police duties.

The Narcotics Division consists of 500 members of the department assigned to drug abuse and control. Narcotics Division Sergeants maintain liaison with all schools in each borough. These Sergeants are responsible to keep in touch with the schools in their respective modules within their assigned area and respond to complaints from the school personnel.

The Narcotics Division has no undercover officers in the schools. The average age of the police officer in New York City has increased with the budget crisis and we don't have Police Officers available who can pass as high school students. Police Officers are not regularly assigned inside schools in New York City. However, there are ten police officers assigned inside schools because of serious conditions and there are 161 police officers assigned in the vicinity of schools.

In addition there were 25 Community Assistants assigned inside schools and 347 assigned in the vicinity of schools during the last school term. Included with this report are statistical tables for your information. If there are any questions the committee wishes to ask, I will be glad to answer them if possible. Thank you for the opportunity to present this information.

NEW YORK CITY POLICE DEPARTMENT NARCOTICS CRIME COMPLAINTS, PUBLIC SCHOOLS AND PROPERTY

	1978	1977	1976	1975	1974	1973	1972
Possession of dangerous drug, felony.....	123	262	167	208	143	93	179
Possession of dangerous drugs, misdemeanor.....	62	360	260	277	176	144	190
Total.....	185	622	427	485	319	237	369

*Narcotic boro activity re schools September 1977-June 1978*

Complaints .....	207
Arrests .....	106

NARCOTIC ARREST, NEW YORK CITY

	Felony			Misdemeanor		
	Under 16	16-20	21+	Under 16	16-20	21+
January-June 1977.....	228	1,800	4,732	230	1,813	4,780
Total.....	6,760			6,823		
January-June 1978.....	78	871	2,791	132	1,527	3,246
Total.....	3,740			4,905		
Difference.....	3,020			1,918		
Percent.....	-44.7			-28.1		

NARCOTIC COMPLAINTS, CITYWIDE

	1976	1977	January-June 1978	January-June 1977
Felony.....	19,994	16,225	8,071	9,070
Misdemeanor.....	8,609	8,165	3,500	4,723
Total.....	28,603	24,390	11,571	13,793
Differences.....	-4,213		-2,222	
Percent.....	-14.7		-16.1	

PREPARED STATEMENT OF AUBREY SARNER, NARCOTICS COORDINATOR, COMMUNITY SCHOOL DISTRICT No. 26, P.S. 173

New York City is facing a crisis today in its schools. We continue to experience a drug problem of epidemic proportions. A most serious problem facing the New York City schools today is the multidrug abuser. Within the school system, more than half the student population is presently either experimenting with, using, or abusing a wide variety of drugs, including marijuana, alcohol, barbiturates, amphetamines, PCP and narcotics. Although we are not winning the battle at the moment, we are no longer completely losing it.

The drug abuse problem falls into two general areas within the educational system: curriculum and direct pupil services. The curriculum on alcohol, tobacco and drugs essentially involves dissemination of factual information, and as such has not proven itself very productive. Direct pupil services has proven itself much more effective. Administrators are able to cope more effectively with the drug abuse problem. They are now aware of the depth of the problem, able to

identify it, and better equipped to deal with the students who have drug abuse problems. This has been a result of the Governor's executive order seven years ago when the 32 community school districts, the Central Board of Education, the Brooklyn Diocese and the Hebrew Day School in New York City submitted proposals based on the need of the specific community and the target population to be served by their programs. These needs were identified through a series of meetings of community groups, civic and religious organizations, business leaders and representatives of government agencies. New York City's original allocation for the first year was 18.5 million dollars. Subsequent funding dwindled, until this year's appropriation was approximately \$12.4 million. Each program was and is unique, innovative, community related, with a focus on prevention, education, intervention, and referral. Alternative education has been introduced in some districts. The programs have transcended departmentalization, and individual disciplines. Services have been available on a continuing basis, and have not been limited by time, space, or personnel. The programs have proved that the school is part of the community, and that well planned school and community programs work effectively.

The effectiveness of the programs, however, has been hampered by lack of adequate funding. The State, because of the concerted efforts of our State's legislators, has been trying to maintain school programs. However, due to the fiscal crisis, there have been cutbacks in funding. We therefore have not been able to realize our productivity level. The City and the Federal Government have not contributed any funds to school drug education, prevention, intervention programs. Perhaps now the Federal Government, with the assistance of the members of this Committee will realize the need for school based programs, and in realizing it, give sustained funding so that prevention, education and intervention school programs can reach all our youngsters in all our schools.

It is only with the united effort of Federal, State and city government that we can hope to make substantial inroads into the problems of drug abuse in the schools.

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PREPARED STATEMENT OF LEVANDER LILLY, DIRECTOR, REACH OUT/DRUG EDUCATION PROGRAM

Congresswoman Wolff, Chairman, distinguished committee members staff and participants it is indeed a privilege for me to share with this select committee some of the methodologies, approaches and findings of the District 19 Drug Education and Prevention Program commonly known as Reach Out.

District 19K encompasses all of the East New York community of Brooklyn which is located in the heart of an urban center with all the concomitant sociological problems associated with the decline of the inner city.

The Bureau of Attendance office for District No. 19K revealed that in 1977 there was a 16 percent absenteeism rate. According to the Bureau of Attendance office 50 percent of all students entering the New York City high schools do not graduate. In District 19 it is estimated that 70 to 75 percent of the students drop-out before they complete high school.

Another factor which assists in defining the complex nature of the school problem is the high mobility rate of the students. In one (1) school in the "core area" the rate of mobility was 100 percent. In three (3) schools the mobility rate was 90 percent or above.

According to the pupil Achievement Levels . . . by districts . . . 1976, District 19 students ranked sixth from the bottom in reading; 49 percent of the students are reading one to two years below grade level.

The average educational background of parents is 10th grade. Average income of East New York residents (1970 census) was \$6,800.

The number of Breakfast Program recipients for 1978 were 3,845. The number of free lunch program recipients were 18,802. The number of welfare recipients in East New York (April 1976) ; 35,824. Number of suspensions since September 1977 (September thru December) 275. Number of truants since September 1977—approximately 750 per day. Number of arrests in East New York in 1977—16 thru 20 years old—felonies 1,272; misdemeanors 607; violations 233—total, 2,112.

Community School District No. 19K located in the East New York section of Brooklyn contains a student population of approximately 26,505 receiving educational instruction in 28 schools. The students range in age from pre-schoolers; age 4, to intermediate and junior high school pupils; ages 14-15. The ethnic distribution in the district is 54.5 percent black; 35.6 percent Spanish surnamed and

9.6 percent other. The data from the Human Resources Administration and other city agencies suggests that the population is exposed to a number of severe hardships. The needs experience include unemployment, housing and health services.

The school district itself has been plagued by groups of young teen-age gangs who have perpetrated a variety of anti-social actions upon not only residents in the community but members of the school staff as well.

A comparison of data and services with other areas in New York City confirms a high rate of need and the inadequacy of the available services to the East New York population. As may be seen with respect to financial assistance, the East New York ranks third highest in New York City among 30 areas, juvenile delinquency according to a recent survey ranks fifth highest in the city among 30 areas. With respect to out-of-wedlock births, it ranks seventh highest. With respect to venereal disease, it ranks twelfth highest.

Services are extremely inadequate for all age groups in East New York and particularly for the youth population under twenty whose social and health needs require attention.

The problems of the youth cannot be isolated from the total environment of poverty and the social and health problems that arise under conditions of deprivation. Housing, employment, education and other community functions link together and, in turn, are linked to the spectrum of health and social problems and their resolutions.

It is anticipated that many of the young people experiencing drug and alcohol problems are the same children experiencing educational difficulties, family, peer-relationship and health problems. It is assumed, for example, that some of these children may be the recipients of child abuse, have acting-out behaviors which lead to a drug problem, further exacerbate the child's experience of failure in education and create further difficulties regarding his relationship to the school and community.

#### HISTORICAL DEVELOPMENTS AND PROGRAM PHILOSOPHY

"Reach Out" is classified as a community School-Based Drug Prevention and Education Program servicing elementary, intermediate and junior high schools in Community School District 19K.

In 1970, as a result of the Youthful Drug Abuser Act (YDA), New York City was able to move from sporadic and isolated efforts at drug prevention and intervention within the school system to a more comprehensive approach. The Central Board of Education, as well as each decentralized school district, developed a program consistent with the unique needs of its educational community, i.e., elementary schools, intermediate schools, junior high schools and senior high schools. Today, these programs come under the New York State Commission on Alcohol and Substance Abuse Prevention and Education with Ms. Mary Beth Collins, Acting Chairperson, as its head. These programs are funded to the tune of \$13.6 million State-wide.

"The United States Office of Education has assumed that drug abuse is a complex human behavior-pattern of drug use which is varied and is influenced by many forces—individuals, family, school, peer group, mass media and other institutions in the community. Any attempt to intervene must take this complexity into account and must enlist all forces.

"When the satisfaction of an individual's need is blocked in some way, he may turn to destructive behavior as a solution for frustration. Intervention or prevention in any real sense can be accomplished only by recognizing that drug abuse would not persist unless it serves some function, real or imagined. This function or need that it serves may be reduced by providing alternatives. Our institutions—family, school, church and community—need to examine the conditions which contribute to the boredom, loneliness, lack of self-respect, anger, anxiety and resentment to which drug abuse may be one response".

Mr. Chairman, distinguished Committee Members, it is with this frame of references (the findings of the United States Office of Education), plus my own beliefs and experiences that guided us in shaping the Reach Out Program of Community School District 19.

There is no question in the minds of parents, Community Superintendent, Community School Board members, school teachers, principals and local officials in District 19 that the Reach Out Program has had a major and significant impact on approximately 8,000 students and parents over the past four (4) years respectively, as indicated by evaluations and monitoring reports as performed by the Health Department, Central Board of Education and by the District.

Our program design is sound and professional; it has continuity and it has reliability. It allows for input from all of the forces as listed above, and in that way, we are better able to zero in on root causes of problems rather than symptoms.

Please allow me to describe the Reach Out Program's Model of Operation which can be broken down into six (6) phases:

- (1) Orientation and training;
- (2) Introduction of program into the school;
- (3) Initiation of program services into the school;
- (4) Recruitment of students;
- (5) Program implementation; and
- (6) Assessment and evaluation.

Before I venture into the meaning of these six (6) phases which are vital to the overall success of the Reach Out Program, may I list the staff that are responsible for the implementation of this design. At present, we provide direct services to fourteen (14) of the twenty-eight (28) schools in District 19 which include all six (6) intermediate and junior high schools and nine (9) elementary schools. Other elementary schools are provided services on an as needed basis. Our staff consists of one (1) Director, one (1) Program Supervisor, one (1) Assistant Coordinator, one (1) Office Aide, five (5) licensed teachers and eight (8) instructors.

#### MODEL OF OPERATION

##### *(1) Orientation and training design*

The first three (3) days of school opening is devoted to this design. During this phase attention is focused on orientation and training in the following areas: (a) review of the program proposal, (b) program guidelines, (c) program accountability, (d) procedure and techniques, (e) construction of the program manual.

This design is necessary in order for staff to effectively coordinate and implement the program with full knowledge of the guidelines, procedures and mandates. These sessions also reflect input from staff, principals and parents.

##### *(2) Introduction of program into the schools*

Each staff member is assigned to a specific school within the district. The director and/or supervisor accompanies each staff member to his/her school as a means of introduction to the principal and to the school setting. The program manual is given to each principal and P.T.A. president. During this visit the following details are discussed: (a) working hours, (b) accountability procedures, (c) coordination of record keeping between school and program office, (d) room assignments, (e) designated school supervisor, etc. The operation and services of the program are also discussed at length.

##### *(3) Initiation of program services*

During this stage it is the responsibility of each staff member to introduce and make known the program services to all facets of the school staff. This is done through meetings with key school personnel (assistant principals, guidance counselors, deans, parent groups, etc.) through speaking at school staff conferences and through formal and informal meetings with teachers, para-professionals and parents.

##### *(4) Recruitment of students*

Having made the necessary contacts as described above, staff then requests from them an identifiable student population considered to be drug prone. These students fall into two (2) categories; (a) youngsters who are experimenting, using and/or abusing drugs and/or (b) youngsters who are susceptible to drugs in that they are exhibiting acting-out behavior through truancy, gang involvement, poor peer relationships, academic underachievement, poor family relationships, etc. The Reach Out program's caseload is comprised mostly of students who fall in the latter category. During this recruitment period staff also seeks out "peer-leadership" candidates—those students who show leadership ability that can be channelled into worthwhile group activities servicing the school and/or the community.

##### *(5) Program implementation*

Once these vital and necessary initiation steps have been completed, staff is then ready to begin to actualize a full array of services. The intake and screen-



ing process begins whereby staff and student make their initial contact with each other. This involves obtaining background data on the student, making an assessment of the students' needs and placement into the appropriate service modality. A parental consent form is obtained during this process.

Depending on student input, background information from the referral source and staff assessment, the student is serviced in one of the following service activities.

*Prevention activities*

1. Discussion Groups and Humanistic Education
2. Peer Leadership Activities
3. Seminars and Workshops

*Intervention activities*

4. Individual Assistance
5. Group Assistance
6. Family Assistance

*Prevention activities*

1. Discussion groups and humanistic education.

This activity is designed to familiarize the total school population with the program—its manner of functioning and its objectives. Through discussion groups and humanistic education students are exposed to the assigned staff member in the school. Receives orientation of the program and discovers services and activities that are available to him.

This activity is carried out in a student cluster approach, through classroom demonstration lessons, student workshops, assembly programs, etc. Topics are subject oriented rather than problem oriented with emphasis on the humanistic approach.

2. Peer leadership groups.

In this service activity students evidencing positive leadership qualities are involved in group situations wherein they learn to engage themselves productively as positive "role models" and skilled "student leaders."

An ancillary activity under this service is our Youth Self-Help program which utilizes the leadership qualities and academic skills of selected students to tutor fellow students in reading and in math.

Another outgrowth of this service is our Reach Out Newsletter in which our peer-leadership groups play an active role. Our dance club is also another facet of our peer-leadership activities.

3. Seminars and workshops.

This activity is designed to provide the total school staff, parents and neighborhood residents with an understanding of the complexities of adolescent and pre-adolescent behavior, the relationship between this and drug experimentation and/or abuse and ways of handling such behavior.

These workshops serve the additional purpose of obtaining from parents, teachers and the community on-going in-put into the program. Through this activity the school staff and community residents are made aware of our Resource Center which provides literature and information on drugs, smoking, alcohol, child development, health, mental health, etc.

To service community agencies and residents we utilize the expertise and talents of staff members who make up our Speakers Bureau in providing this service.

Our after-school In-Service Training Course, which is given each year as a voluntary service under the auspices of the Central Board of Education to teachers and school personnel throughout the city, is another facet of our services in providing seminars and workshops.

*Intervention activities*

4. Individual assistance.

This service activity is designed for students whose problems and personal needs require an in-depth and intense approach. Individual assistance offers the student an opportunity to gain personal insight, to develop problem-solving skills and to sustain more socially acceptable modes of behavior. Students are seen on an on-going scheduled basis (usually twice a week).

Tutoring is an ancillary service under this activity.

5. Group assistance.

This activity services those students who, it is felt, could benefit from a group experience. Groups are often formed with homogeneous determining factors such as commonality of problems and/or behavior, age or maturity, sometimes gender, etc. Pre-planned and structured topics are used in group sessions. These may include cutting, gang involvement, stealing, truancy, peer-relationships, etc. (refer to Curriculum Guide) Many approaches and techniques are used in the group sessions—namely role playing, development of problem solving skills, communication skills, role reversal techniques, etc.

#### 6. Family assistance.

Where it is determined that family hardships, misunderstandings and poor relationships tend to reinforce negative behavioral patterns, the family becomes the focal point in an effort to reduce the tension between family and student thereby facilitating the student's personal growth and development.

In this activity the family is offered on-going counseling services on a regularly scheduled basis, either through office interviews or home visits.

#### *Referral services*

Through our services we often identify students and families who require in-depth counseling or treatment beyond the scope of our program. In these instances we serve as the referral agency to other school services, community agencies, hospitals, treatment centers, etc.

Our effectiveness in making referrals can be attributed to the team approach that we utilize in working with other school services. Team conferences are held throughout the year with school guidance services, Bureau of Attendance, Office of Pupil Personnel, etc. and with outside community agencies. These conferences focus on the sharing of ideas and coordination of services to provide more effective out-put to students and parents.

#### *After-School tutorial program*

Due to city-wide budget cuts after-school services have been discontinued in District 19. To fill this void an intensive after-school tutorial program has been instituted by Reach Out. The tutoring program operates out of the New Lots Public Library and provides tutoring in reading to students on a one-to-one basis or in small groups. We find this an effective project in that it carries out the services of the program as well as help decreases reading retardation.

#### *Summer "continuation" services*

The Reach Out program continues to operate during the months of July and August. The emphasis of our summer component is to provide continued support and reinforcement to keep students involved in constructive and positive activities during the summer. We find this quite effective in helping students bridge the gap that often occurs at the ending of school in June until the start again in September. Our summer services include a host of supplemental activities such as enrichment activities in reading and math, practical living experience activities, cultural activities, field trips and community beautification projects.

#### *Program and staff accountability*

Accountability and structure are key words in the operation of the Reach Out program. We feel that our success in delivering services is due to the dedication of our staff and our concern with providing the most effective services possible under a visible and accountable structure. Each staff member has a designated caseload (approximately 35 students per semester). Staff members follow a set program schedule which is shared with school personnel, parents, etc.

Staff meetings are held once a month to determine progress, provide on-going training and to outline future plans. Supervisory visits are made twice a month to offer assistance and to assure that program mandates are being carried out. There is a close working relationship between staff and the administrative arm of the program so that there is on-going communication.

Periodic case conferences are held with the principal, assistant principal, school psychologist, social worker, guidance counselor and dean in order to determine and assess student growth, needs and future services.

A formal evaluation is done each year on the effectiveness of the service delivery systems. The district evaluator designs the evaluation model, criteria and variables to be tested. This is in addition to the on-going and periodic evaluation

and assessments done by the Community School Board, District Superintendent, principals, teachers, students, parents and program staff.

Our Evaluation Research Study for 1976-1977 findings revealed that out of two (2) groups tested; control and experimental, the students in the experimental group demonstrated (the Reach Out Program) significant growth over the control group in grades, attendance and conduct.

The evaluation and monitoring reports by the funding agency and Central Board of Education indicate to us that the overall success of the Reach Out Program may be attributed to the effectiveness and efficiency of the program in general.

BOARD OF EDUCATION OF THE CITY OF NEW YORK,  
DIVISION OF COMMUNITY SCHOOL DISTRICT AFFAIRS,  
OFFICE OF FUNDED PROGRAMS,  
Brooklyn, N.Y., June 16, 1978.

Re Reach Out/Drug Education Program #5023-80419/NYCDH/OSAS

Mr. OLIVER GIBSON,  
Community Superintendent, District 19,  
Brooklyn, N.Y.

DEAR MR. GIBSON: The program noted above was monitored in line with city-wide monitoring of reimbursable programs. Observations were discussed with staff at the sites visited as well as with Program Office staff. We appreciate the cooperative spirit of the discussions.

The enclosed report provides the specifics observed and discussed. We hope the information provided will be helpful in maintaining complete implementation in accordance with the approved project proposal. The report has been prepared by school; two copies are enclosed to facilitate your sending a copy to school Principals.

At this time, and at the sites monitored, the program was being implemented as approved. Therefore, we are happy to forward this program report, and to note that no response will be necessary.

Your cooperation is appreciated.

Sincerely yours,

CARMELA M. TOTA, Director.

#### PROGRAM OFFICE REPORT

Program title: Reach Out/ Drug Education Program.  
Funding source: NYCDH/OSAS. District 19 K,  
Budget code/project code number: 5023-80419. Program office address: 2057 Linden Boulevard.

Monitor: A. Arroyo. Date of visit: May 23, June 2, 1978.

Interviewed: Levander Lilly, Director; Doreen Lucas, Program Supervisor; Roberta Avino, Asst. Coordinator.

Date of program approval: July 20, 1977 (B/E approval).

Program modifications: Date submitted November 1977. Date approved: January 1978 as of February 1978.

Provisions: Mod. #1: Adjusted staff titles, salaries, materials/supplies.

#### NATURE OF PROGRAM/PROGRAM OBJECTIVES

Prevention activities were designed to support and reinforce positive attitudes and behavior, and to encourage activities which counteract any potential tendency or "need" to abuse drugs.

Intervention services help to bring about positive change or modification of the attitudes and behavior of students and their families.

Program status discussed/observed is reported on pages 1-8, following:

Areas in need of follow-up—Program aspects not implemented in full, or as proposed.

Staff Vacancies; Three Sr. Instructor of Addiction positions June 16, 1978: Ms. R. Avino advised that the Sr. IA positions had not been filled. (Promotions for some IAs had been requested; they did not qualify.) The District "goes to budgeting" Tuesday, June 20, 1978. It was anticipated that the vacant positions would not be included in the 1978-79 school year.

## MONITORING TASK FORCE REPORT—1. PROGRAM PERSONNEL

A. Staff and position/title	Number proposed	Number assigned	Starting date	
			Program staff	Program services
1. Supervisory: Director, L. Lilly.....	1	1	Sept. 1, 1977	Sept. 1, 1977.
2. Pedagogic:				
Teachers.....	6	6		
D. Lucas (program supervisor).....			Sept. 7, 1977	Sept. 7, 1977.
A. Bromberg.....			do.....	Do.
B. Green.....			do.....	Do.
L. Goldberg.....			do.....	Do.
S. Reich.....			Sept. 29, 1977	Oct. 11, 1977.
H. Schnitzer.....			Sept. 7, 1977	Sept. 7, 1977.
Senior Instructors of addiction.....	7	4		September 1977.
F. Bailey.....			Sept. 6, 1977	September 1977.
C. Hogan.....			do.....	Do.
Ira Vacker.....			do.....	Do.
R. Avino (assistant coordinator).....			Sept. 1, 1977	Sept. 1, 1977.
Instructors of addiction.....	5	5		
L. Hanberry.....			Sept. 6, 1977	September 1977.
A. Melendez.....			do.....	
C. Rosa.....			do.....	
E. Champtal.....			Jan. 9, 1978	January 1978.
R. Williamson.....			Jan. 11, 1978	Do.
3. Nonpedagogic.....				
4. Other (specify): Senior: typist, C. Clayton.....	1	1	Sept. 1, 1977	Sept. 1, 1977

Note: Staffing roles are consistent in full with the project application. Additional information (Item 1A): Staff vacancies, 3 senior instructor of addiction positions; staff schedules, DO staff, 9-5 daily; program supervisor, 8:40-3:00; teachers schedules, per school schedule; IA's schedule, 8:30-3:00 at site, daily; October 1977-May 1978, 3:00-3:30, travel; October 1977-May 1978, 3:30-4:30, tutoring at new lots library (Tuesday, Thursday), at PO (MWF); June 1978, 3:30-4:30, at PO daily.

## MONITORING TASK FORCE REPORT

Program title: Reach Out/Drug Education Program. Date May 23, June 2, 1978.

Program site: 2057 Linden Boulevard.

*Instructional activities implemented/Observed*

Program activities included: Group Assistance: 5 or 6 groups (10 per group) twice weekly. Individual Assistance: 24 students per site, twice weekly. Crisis Intervention: As needed. Family Assistance: 10-15 parents per site, weekly/as needed. Discussion/Rap: Elementary Schools: 1 or 2 groups; IS/JHS: 3 or 4 groups, (3-15 per group) weekly.

Peer Leadership: 1 or 2 groups (size varies) twice weekly. Seminars/Workshops: One per site. Classroom Presentations: Teachers—3 sessions per week.

From October 1977-May 1978, the IAs tutored students at the New Lots Public Library: T., Th; at the P.O., M., W., F.

Projected, June 1978: Program staff were to report to the P.O., make home visits.

*Program-related data*

Participants: Approx. 2,825 students (gr. 4-8), were participating. The program was in the second cycle. In addition, 283 parents attended Workshops; 152 parents had received Family Assistance.

Students who are experimenting and/or abusing drugs and those experiencing difficulty in school were selected for participation. School staff, peers, parents, etc., referred students to the program. Students exhibiting peer leadership qualities were recruited.

Pupil records: All required program-related records were maintained. Parental consent slips (for pupils receiving Intervention services) were maintained.

Materials: Instructional materials/supplies had been received/distributed to program staff.

*Additional information*

Re Visit to P345. On June 1, 1978, a visit was made to P345. The IA was on vacation.

## SITE VISIT REPORT

Program title: Reach Out/Drug Education Program.  
 Funding source: NYCDH/OSAS. District 19K.  
 Budget code/project code number: 5023-80419. Program site: P 72.  
 Monitor: A. Arroyo. Date of visit May 26, 1978.  
 Interviewed: Carlos Rosa, Instructor of Addiction.  
 Date of program approval: July 20, 1977 (B/E approval).  
 Program status discussed/observed is reported on pages 1-8, following.

## NATURE OF THE PROGRAM/OBJECTIVES

Prevention activities were designed to support and reinforce positive attitudes and behavior, and to encourage activities which counteract any potential tendency or "need" to abuse drugs.

Intervention services help to bring about positive change or modification of the attitudes and behavior of students and their families.

Areas in need of follow-up—Program aspects not implemented in full, or as proposed.

## MONITORING TASK FORCE REPORT

Position/title	Number proposed	Number assigned	Starting date	
			Program staff	Program services
I. Program personnel:				
A. Staff:				
1. Supervisory				
2. Pedagogic	Instructor of addiction, Carlos Rosa.	1	1 Sept. 1, 1977	October 1977
3. Nonpedagogic				
4. Other; (specify)				
			Yes	No
5. Staffing roles are consistent in full with the project application..... X				

Additional information (item 1A): The IA attends monthly training sessions. Ms. Lucas, program supervisor, visits the site weekly. A program summary had been provided to the principal. Time cards were maintained/available.

## MONITORING TASK FORCE REPORT

Program title: Reach Out/Drug Education Program. Date: May 26, 1978.  
 Program site: P 72.

## INSTRUCTIONAL ACTIVITIES IMPLEMENTED OBSERVED

Program activities included: Group Assistance: 7 groups (6-10 per group), twice weekly. Individual Assistance: 22 students, twice weekly/as needed. Family Assistance: 9 families, ongoing. Discussion/Rap: 2 groups (8-11 per group), weekly. Seminars/Workshops: 2 workshops, to date. Supportive Services: The Guidance Counselor (tax-levy) gives assistance as needed.

Two Discussion/Rap groups (10 students in the first group, 9 students in the second) were meeting, as scheduled.

*Program-related data*

Participants: 75 pupils (gr. 4-6) were participating. Students exhibiting drug-prone behavior were selected. School staff, peers, parents, and the students themselves, make referrals to the program.

Pupil records: All required program-related records were maintained/current.  
 Supplies/materials: Instructional materials, library books, had been received.

## SITE VISIT REPORT

Program title: Reach Out/Drug Education Program.  
 Funding source: NYCDH/OSAS. District: 19 K.  
 Budget code/project code number: 5023-80419. Program cite: P 108.  
 Monitor: A. Arroyo. Date of visit: May 31, 1978.

Interviewed: Florence Bailey, Sr. Instructor of Addiction.  
 Date of program approval: July 20, 1977 (B/E approval).  
 Program status discussed/observed is reported on pages 1-8, following.

#### NATURE OF THE PROGRAM OBJECTIVES

Prevention activities were designed to support and reinforce positive attitudes and behavior, and to encourage activities which counteract any potential tendency or "need" to abuse drugs.

Intervention services help to bring about positive change or modification of the attitudes and behavior of students and their families.

Areas in need of follow-up. Program aspects not implemented in full, or as proposed.

#### MONITORING TASK FORCE REPORT

Position/title	Number proposed	Number assigned	Starting date	
			Program staff	Program services
1. Program personnel:				
A. Staff:				
1. Supervisory.....				
2. Pedagogic..... Senior instructor of addiction, F. Bailey.	1	1	Sept. 6, 1977	Sept. 15, 1977.
3. Nonpedagogic.....				
4. Other (specify).....				
			Yes	No
5. Staffing roles are consistent in full with the project application..... X				

Additional information (item 1A): The IA attended orientation sessions 9/7, 9/8/77; monthly staff meetings were held/attended. A summary of the proposal was provided to the Principal and to program staff. Time Cards, maintained at the site, were current. The IA schedule was posted/known to the site supervisor.

#### MONITORING TASK FORCE REPORT

Program title: Reach Out/Drug Education Program. Date May 31, 1978.  
 Program site: p 108.

#### *Instructional activities implemented/observed*

Program activities included: Group Assistance: 6 groups (9 per group), twice weekly. Individual assistance: 20 pupils, twice weekly/as needed. Family assistance: 15 parents, weekly/as needed. Discussion/rap: 4 groups (8-11 per group), weekly. Seminars/workshops: 6, to date. Supportive services: The guidance counselor (tax-levy) gives assistance, as needed.

During the visit, the IA provided Individual Assistance to a 5th grader, as scheduled. Following this, a parent met with the IA (Family Assistance).

From October, 1977-May, 1978, the IA tutored students at the New Lots Library (3:30-4:30, T., Th.).

#### *Program-related data*

Participants: 88 pupils (gr. 4-6) were serviced. Pupils exhibiting drug-prone behavior, as well as pupils referred by school staff, peers, parents, and pupils themselves, were selected for participation.

Pupil records: All required program-related records were maintained/available.

Materials/Supplies: Instructional materials had been received.

#### SITE VISIT REPORT

Program title: Reach Out/Drug Education Program.

Funding source: NYCDEH/OSAS. District: 19 K.

Budget code/project code number: 5023-80419. Program site: I 302.

Monitor: A. Arroyo. Date of visit: June 1, 1978.

Interviewed: S. Reich, Teacher.

Date of program approval: July 20, 1977 (B/E approval).

Program status discussed/observed is reported on pages 1-8, following.

## NATURE OF THE PROGRAM/OBJECTIVES

Prevention activities were designed to support and reinforce positive attitudes and behavior, and to encourage activities which counteract any potential tendency or "need" to abuse drugs.

Intervention services help to bring about positive change or modification of the attitudes and behavior of students and their families.

Areas in need of Follow-up . . . Program aspects not implemented in full, or as proposed.

## MONITORING TASK FORCE REPORT

Position/title	Number proposed	Number assigned	Starting date	
			Program staff	Program services
1. Program personnel:				
A. Staff:				
1. Supervisory				
2. Pedagogic		1	1 Sept. 29, 1977	Oct. 11, 1977.
3. Nonpedagogic				
4. Other (specify)				
			Yes	No
5. Staffing rules are consistent in full with the project application.			X	

Additional information (item 1A): The teacher received several days of program orientation/training prior to implementing program services. Staff meet monthly; the program supervisor visits the site weekly. Time cards were maintained at the site. Program schedule was posted/know to site supervisor.

## MONITORING TASK FORCE REPORT

Program title: Reach Out/Drug Education Program. Date: June 1, 1978.

Program site: I 302.

*Instructional activities implemented/observed*

Program activities included: Group assistance: 5 groups (10 per group), twice weekly. Individual assistance: 22 students, twice weekly. Family assistance: 10 parents (via telephone/personal interview at site), as needed.

Discussion/rap: 1 group (10 students), 3 periods a week. Peer leadership. 1 group (8 students), twice weekly. Seminars/workshops: 2, to date. Class presentations: 3 presentations (one per class), weekly. Supportive services. The guidance counselor (tax-levy) gives assistance, as needed.

At the time of this visit, 5-7th graders were participating in a Discussion/Rap group.

*Program-related data*

Participants: 88 students (gr. 6-8 participated. Students exhibiting drug-prone behavior, as well as those referred by school staff, peers, parents, and the students themselves, were selected for participation. Pupils exhibiting peer leadership qualities were recruited.

Pupil records: All required program-related records were maintained/current.

SUMMER 1977

AUGUST 18, 1977.

Re Reach-Out Drug Abuse No. 5023-80419/NYCDH/OSAS.

Mr. OLIVER GIBSON,  
Community Superintendent,  
District 19,  
Brooklyn, N.Y.

DEAR MR. GIBSON: The program noted above was monitored in line with city-wide monitoring of reimbursable programs. Observations were discussed with staff at the sites visited as well as with Program Office staff. We appreciate the cooperative spirit of the discussions.

The enclosed report provides the specifics observed and discussed. We hope the information provided will be helpful in maintaining complete implementation in accordance with the approved project proposal. The report has been prepared by site; two copies are enclosed to facilitate your sending a copy of the Program Director/Supervisor.

At the time of the monitoring visit, the proposal was implemented as approved. Therefore, we are happy to forward this program report, and to note that no response will be necessary.

Your cooperation is appreciated.

Sincerely yours,

CARMELA M. TOTA, *Director.*

SUMMER 1977—DISTRICT 19 K MONITORING SUMMARY FOR TRANSMITTAL TO  
COMMUNITY SUPERINTENDENT

Site: Program office. Date: August 16, 1977. Program: Reach-Out Drug Abuse.  
Monitors: E. Shapiro, P. White. Function No./funding: 5023-80419/NYCDII/  
OSA.

Interviewed: Mr. Lilly, Ms. Lucas.

REVISIT

*Staff observed*

1 director, Levander Lilly; 1 program supervisor, Doreen Lucas; 1 assistant coordinator, Roberta Avino; 1 typist, Celia Clayton; 6 instructors of addiction: Florence Baily, Ira Walker, Carlos Rosa, Lawrence Hanberry, Lydia Melendez, and Clifton Hogan.

Program duration: July 5-September 2, 1977.

Program hours: 8:30-4:30, daily.

Staff orientation was held, July 5-8.

*Program participants*

91 students, gr. 5-7, were on register.

Selection was based on a first come, first served basis.

Pre-registration and consent forms were completed and signed by participants/parents.

Intake Screening forms were available/observed. Daily logs of programs activities and daily attendance records were maintained. (Logs are submitted to the Superintendent.)

Participants were divided into 6 groups of 15-16 each.

*Program Activities Observed/Discussed*

Program activities were implemented on July 11, 1977.

Each instructor, assisted by a Youth Corps Worker, had been assigned to service a group.

Program Schedule: 9-11: Tutoring in math and reading. 11-12: Art, needlework, woodworking, Environmental Club, arts and crafts. 1-4: Art, karate, handball, dance, drama.

Thursdays: Trips (Statue of Liberty, Prospect Park, General Motors Building, "Star Wars")

Fridays: 9-12: Films at the New Lots Library. 1-4: Staff conferences/planning

At the time of the visit, 6 groups (10-18 per group) were being tutored: math (fractions) and reading (comprehension, writing a newsletter, grammar). Later, some groups were completing art projects for a cultural show, projected for August 26, 1977. Other groups were being assisted in needlework, woodworking, and environment projects. Activities were implemented in the auditorium.

PREPARED STATEMENT OF FRANK LANDRO, DIRECTOR, SUBSTANCE ABUSE EDUCATION,  
COMMUNITY SCHOOL DISTRICT No. 15

We are a drug oriented society, where 100 million people are regular consumers of alcohol with present estimates identifying 10 million of those people as alcoholics. We live in a country where each year doctors write an estimated 100,000,000 prescriptions for the so-called "minor tranquilizers" such as Librium and Valium. The combination of alcohol and drugs has reached unprecedented and staggering proportions. In addition there has been an alarming increase in



the abuse of cocaine and PCP, also known as "angel dust" among our youth. One begins to realize that despite the heroic efforts of law enforcement agencies, the courts, community organizations and the school system, substance abuse remains one of our society's major health problems.

The New York State Office of Drug Abuse Services conducted studies in 1975-76 which discovered that of the approximately 653,000 new substance abusers found in New York State, 328,000 were found in the 14-19 year-old age group. Simply, 52 percent of new substance abusers can be classified a youthful drug abusers.

These studies provided us with a good deal of relevant and timely information, but omitted the most significant aspect of the youthful drug abuser problem. The study did not investigate alcohol abuse among our youth. I suggest to you it is greater than your wildest expectations.

The extent to which our youth are abusing substances is staggering. The abuse of alcohol whether alone or coupled with other drugs (poly drug abuse) is alarming. This problem is growing and so is the price tag. The cost of narcotic addiction to New York State was estimated to be \$3.6 billion in 1976. (The main cost, about \$3.3 billion, was due to property crimes committed by addicts not in treatment, plus the criminal justice, welfare and health related expenses generated as a result.) These figures do not include alcohol. I suggest that the cost of alcohol abuse will dwarf costs projected for narcotic addiction.

To address the problem of substance abuse we must look at it from an objective perspective. We do live in a drug oriented society. A society where almost half our population drinks and 5 percent of our population is addicted to alcohol. We live in a drug oriented society with no socio-economic barriers and no real urban or rural prejudice. While differences do exist regarding the economics of drug abusers, those differences generally manifest themselves in the type and cost of the substance which people choose to abuse, cheap wine can be as addictive as Chivas Regal. You can get stoned on marijuana as well as cocaine; only the price tag differs.

The state of the art of prevention is confused. We have been reacting to substance related problems as opposed to actively developing prevention strategies. To address any problem initially there must be recognition that the problem exists. The public must be made aware of the economic and social cost to our society directly attributable to substance abuse. Substance abuse must come out of the closet.

It is very difficult to admit that we are a drug oriented society. It took a great deal of courage for Betty Ford our former first lady to admit her dual addiction. That kind of courage should be an example to each of us. Betty Ford has demonstrated that all of us are subject to the ravages of substance abuse. It is time we developed strategies and programs which operate under the premise that we have substantial control over the drug oriented society in which we live.

I am an educator trained as a counselor and school administrator. My experience since 1971 has afforded me the opportunity to address the substance abuse problem in a variety of capacities and from a good many perspectives. Working as a drug education counselor has given me an understanding of the dynamics, symptomology and dangers of substance abuse. For the past five years I have served as the program director for substance abuse education in Community School District 15.

My experience as an educator has not been limited to the 25 elementary and junior high schools of our community school district. As an adjunct lecturer at Hunter College, City University of New York since 1973 I have developed and taught courses on the psychology of drug abuse, administration and supervision of school health programs as well as courses on curriculum development. That experience has added a different dimension to the substance abuse problem. The experiences and attitudes of college students of all ages towards various substances.

As an educator, my primary concerns are directed toward the youth of our society. My experience as the director of a drug abuse education program has convinced me that drug abuse education requires an involvement and commitment of children, parents and teachers. Schools represent the crossroads of society. A decentralized school system is the marketplace for the growth, development and education of all those exposed to the process. An effective School-Based Drug Education Program, as well as the school, has direct impact on those factors which contribute to the development and growth, intellectually and emotionally of our children. Part of the responsibility involves the development of an understanding that every individual must make decisions regarding the

use and abuse of alcohol. My comments which I will make today and some which I have included in my formal statement represent my understanding of the problems of substance abuse based upon my experience in this field since 1971. I am convinced that my experience at all levels of the educational spectrum has been an asset.

I have stated that the state of the art of substance abuse prevention is confused. By that I mean the concept of prevention as it relates to drug abuse is not clearly defined. I would like to identify some of the persistent as well as historic problems so that we may be able to define a new state of the art of prevention which more accurately relates to the overall substance abuse problem.

The concept of prevention should include the entire school population, if we operate under the premise that it makes more sense to prevent than treat substance abuse. The concept is self explanatory, children who are drug experimenter, users and abusers should be identified and helped. This strategy employs the concept of both prevention and intervention. It allows for different levels of service along the educational spectrum. Prevention and intervention programs should include any and all services which relate to decision making, value clarification, humanistic education, etc. Prevention and intervention should include services to the family and the community. Drug education is a continuing process. Forums for the exchange of information and referral are essential to strong and effective school and community programs.

A clear philosophy of drug education is critical. Most experts agree that a mental health approach to substance abuse prevention is the most relevant approach. We have reacted too strongly to each critical "drug epidemic" rather than follow a premeditated philosophy with periodic modification for special problems. The prevention philosophy I support accepts the fact that each individual will have to make substance use as well as other life related decisions before they may be intellectually and emotionally prepared for that task. It is my belief that our prime responsibility is to prepare them for that inevitability and support their decision. We can no longer wait to react to problems we must take the initiative.

The historical bifurcation of alcohol and substance abuse can no longer continue. The model of prevention which I suggest disclaims any difference in the prevention and intervention of alcohol and substance abusers. This bifurcation is a waste of money and manpower.

Communication is essential if all service providers are to achieve the maximum level of service. Representatives from the multi-modalities related to substance abuse should maintain effective lines of communication as well as serve as a forum for discussion of common problems. The Urban Coalition has developed such a forum and it should be continued. Substance abuse is a community problem. The active involvement of elected officials, community organizations, service providers and schools are essential. The Borough President of Brooklyn and Queens have established substance abuse task forces to provide forums for the discussion of substance related problems and services. The New York City Board of Education has maintained a similar task force since 1975. There should be an integration of human service programs. Many adolescent substance abusers are truants, known to court, vandals, etc. An effort should be made to integrate many of these services to adolescents so that intervention in their behavioral patterns becomes more realistic. This integration of services hopefully will prevent the loss of individuals in the maze of our juvenile and criminal justice system.

School-Based Drug Prevention Programs should identify specific objectives for the various target populations to whom they provide service. More importantly annual assessments should be made to verify that specific objectives have been achieved. At the city level there has been a total breakdown of communication with the former and now defunct city designated agency Addiction Services Agency.

Many of the recommendations and services which I have identified are being provided under the auspices of the School-Based Drug Prevention Programs. We have developed in many instances comprehensive prevention programs in spite of many of the obstacles which we have had to overcome. We in School-Based Drug Prevention Programs have developed a system within a much larger system. Each of the 32 community school districts is providing drug education to their communities.

The Youthful Drug Abuse Legislation of 1971 outlined the mechanism for funding School-Based Drug Abuse Prevention Programs. Today, one finds that

each program still reflects the individual needs of its community's target population. Staff members have been trained, and continue to be trained, in detecting symptoms in youngsters which may lead them to alcohol/drugs. Truancy, adolescent street crimes, dropping out of school, involvement in street gangs, running away from home, involvement in school and community vandalism (a crime which reportedly costs taxpayers approximately 600 million dollars a year—the figure for the schools alone is approximately 12 million dollars a year.) poor peer relationships, poor family relationships, poor academic achievement, promiscuity—and its related effects of increased adolescent prostitution and increased teenage pregnancies and venereal disease, among others, are typical behavior with which program staff members deal on a regular basis. The distinction between Substance Abuse Education; i.e., the pharmacological approach, and Substance Abuse Prevention; i.e., the effective-humanistic approach, has been one of the most significant accomplishments of the programs.

School-based Drug Abuse Prevention Programs provide essentially two types of services:

#### *Intervention activities*

1. The goals of intervention services are to assist "high need" students in effecting positive change in their behavior; developing sound decision-making and coping skills; developing a positive communication with peers, family and authority figures; developing a positive self-image and, as a consequence of all of the above, the reduction of substance abuse.

2. "High need" students are defined as those students whose characteristics include, but are not limited to: abusing drugs/alcohol, self-destructive patterns of behavior, poor peer relationships, poor relationships with family or authority figures, truancy, among others.

#### *Types of interaction activities*

1. *Individual assistance.*—This activity is designed to assist "high need" students on a one-to-one basis, by means of establishing a positive, trusting relationship. There are two categories of individual assistance.

2. *Group assistance.*—A regularly-scheduled activity involving a small number of students. The sessions are goal-oriented; i.e., a specific objective is stated and achieved, employing the effective domain approach to decision-making/problem-solving.

3. *Family assistance.*—The main objective of these regularly-scheduled sessions, conducted both in school or at the family home, is to help individual family members develop into one mutually supportive unit.

4. *Alternate school setting.*—This activity, one of the more innovative features of the School-Based Substance Abuse Prevention and Intervention Programs, is designed to offer an alternate educational/counseling setting and structure to students who manifest more serious forms of maladaptive and/or self destructive behavior such as, but not limited to, substance abuse.

Alternate Schools utilize a variety of creative approaches such as group dynamics, "hands-on" training, recreational-skills-development, and tutoring, among other approaches to assist students. These techniques are incorporated in an environment whose non-threatening atmosphere helps students deal with their problems in the "here-and-now" while providing them with the necessary skills to handle life's future challenges. It is the ultimate goal of the alternate schools to help the student develop sufficiently so that he/she can be mainstreamed back into the regular school environment as quickly as possible.

#### *Types of prevention activities*

1. *Discussion/rap group.*—An orientation or nondirective activity designed to familiarize students with the existence of the program. Such an activity may occur during class time, at lunchtime or before/after school. An average group is 10-35 students.

2. *Peer leadership group.*—This activity is designed for students who show evidence of positive leadership qualities. Students learn to be positive role models while reinforcing their already positive leadership qualities.

3. *Parent/family workshops.*—This activity is designed to offer parents and community residents an opportunity to become personally involved in their school program. The main purpose of these workshops is to develop an awareness of substance-abuse related problems, and an understanding of child development and parental roles and responsibilities.

Family involvement is crucial to a successful program, for without the cooperative efforts of all groups which influence the children, any one group's efforts are limited.

4. *Referrals.*—Referrals are made to other in-school support services or outside agencies when program staff determine that the child would be more appropriately aided by some other type of program. Such determinations and placements are made after consultation with Pupil Personnel Team staff, school administrators, and, of course, the child's parents.

#### *Services rendered*

1. During the 1976-77 program year, data collected from the programs indicate that approximately 11 percent of the school population received intensive services including individual, group and/or family counseling. In addition, the programs referred 3,652 students' families to various related support-services/agencies. This figure represents approximately 19 referrals for every 1 school day.

My comments today are based on the conviction that alcohol education and drug abuse education are basically the same. I further believe that schools are the best medium for the exchange of knowledge, emotional support and family involvement necessary for a comprehensive program. It is recognized that education from a cost perspective and an emotional perspective is more desirable than treatment and rehabilitation. We should capitalize on the services being provided in school programs. The pennies we spend for prevention and education services convert to dollars regarding treatment, rehabilitation and criminal justice costs. The School-Based Drug Education Prevention Programs are an established supportive service directly contributing to that objective. To continue we need consistent support of our efforts, and hopefully some research to attest to our successes. Further, we need a commitment from your committee to re-assess the role and importance of prevention as a priority.

An ounce of prevention is less expensive than a pound of cure.

#### PREPARED STATEMENT OF IVAN HODGE, EXECUTIVE DIRECTOR, SCANT

The School Community Action for a New Tomorrow (SCANT) program serves primarily the geographical area of Community School District No. 4. It is bound on the north by 125th Street, on the South by 96th Street, on the east by the East River, and on the West by Fifth Avenue, included in the Catchment area are Randall's and Ward's Islands.

The target population for the Program includes for the most part, the residents of this the East Harlem or "El Barrio" area. While it is possible for services to be extended outside these boundaries cases must manifest exceptional need. In no case does service extend beyond the border of the City of New York.

The population served numbers approximately 143,000, comprised of Puerto Rican, Black and White groups in the following mix:

Puerto Rican	69, 392
Black	58, 786
White	14, 565

In terms of age groups the following results are shown:

Under 5 years	13, 182
5 to 9 years	15, 786
10 to 14 years	16, 005
15 to 19 years	13, 002
20 to 24 years	10, 519
25 and above	74, 254

This the East Harlem area is one suffering from an exceptionally high poverty rate fueled by a staggering rate of unemployment (as high as 60 percent in the 18-23 age group) and underemployment (80 percent unskilled and semi-skilled) the factors result in a figure of one third of all families falling below the national poverty line of \$5,000. (This, in a time when the City of New York states that a family of 4 requires an income of \$10,000 to function.)

This lack of material wealth obviously produces a situation of deprivation conducive to all forms of social pathology. This impact of such an environment on

an individual (especially a child) range from the grossest e.g., high crime rate, to the most subtle e.g., psycho-social maladjustment. The developing child seeking satisfaction of his/her many and complex needs often finds his/her attempts frustrated in an environment in which the subtleties of psychic development must be subordinated to the daily task of physical survival.

The young child suffers from the inundation of inappropriate, excessive inputs (e.g., overcrowding) and at the same time a paucity of positive constructive stimulation. He finds himself in a world where frustration and failure are a norm and a resultant hostility and violence expected. He often must operate in a family situation all too frequently limited in its communicational sophistication and consequently authorization in structure. Also, the family units is often one broken by separation and divorce. We have found, for instance, the 61 percent of SCANT clients are products of broken homes; this compared to a figure of 30 percent community wide. This family structure places an inordinate strain on all family members and further disrupts an already unstable situation.

For the child, then, the world lacks consistency and hence predictability. He finds his repertoire of coping skills pitifully unequal to the task of living and he/she very often turns to physical power as producing perhaps his only sense of control in a world indifferent and hostile to his needs.

When the child enters the educational system, he finds himself ill-equipped to compete successfully. His language code, for instance, may be restricted to 300 words which will be most certainly too limited for him to define, communicate, or satisfy his needs. Indeed, even these few words may be an admixture to two or more languages with fluency in none. His "street jargon" is in its gross and nonspecific description of the world tends to produce dichotomies-situational definitions (e.g. love-hate) which in turn generate oversimplified rigid response to a more complex world further exacerbating a deteriorated interpersonal contract level.

In addition, in a family situation in which relationships with adults are typically authoritarian in nature, the child tends to develop negotiation styles with adults that are hostile and manipulative, this style tends to be generalized in all "authority figures" including teachers, which tends to be counter productive to a meaningful educational experience.

Further, the child may have developed an extremely low frustration tolerance vis-a-vis needs satisfaction as a result of material deprivation. In an educational system geared to accumulation of skills in a style based on deferred gratification this is often counter productive.

The home environment, too may not provide the sense of order and stability that allows the child time and privacy to develop his cognitive skills in an atmosphere conducive to study. This problem, we should note, may simply stem from the daily facts of life (in East Harlem) of overcrowding with a large percentage of the population living three to a room.

The child's parents, as a result, may be unwilling or unable to provide proper motivation for the child's competitive drives in a system that they themselves do not understand and/or support.

With his/her lack of interest and the concomitant lack of skill development due to the above mentioned operant variables (actually undiagnosed learning problems), the child quickly turns away from the classroom as any source of gratification and reinforcement. It is useful to note that for an adult the work activity serves many important functions in developing and maintaining self image. Similarly, we should recognize that school is a child's "work". A child who cannot compete, caught in a school system with a "lock-step" curricular style, quickly may acquire a negative label which can, and all too often does get internalized as a negative self-image. This combination of negative organizational label, a negative self-image and subsequent self fulfilling prophecy coalesce in what we recognize as a "prescription for failure". Such a prescription, when fulfilled, creates a personality right for social pathology. Substance of youth, criminality, violence, psycho-pathology become the fallout from a cycle of despair and frustration easily turned to self hate. When discussing such a process in the abstract, we can conceptualize the nature of the problem we face. When faced with its real magnitude however, it is a daily tragedy, and hits home with full force.

Beginning in the fourth grade, students of "El Barrio" on the average, are already behind six months in reading skills. This gap widens as the students progress through the grades until by the ninth grade the mean score is two or more years behind. In addition, truancy in District No. 4 is 27 percent at the

Junior High School level; that is, at any given time approximately one student in four is not attending class.

Lack of family support further deteriorates the educational setting. In addition to the individual problems that we have discussed, we also find those same situations extended to the community level. A community of hopeless individuals becomes a community in which ethnic criminality finds a convenient harbor. When the circumstances of life have left one to struggle on his own, there is little inclination for the development of any sense of "community". Without this sense, there can (and will) be little in terms of organization to oppose those forces parasitical to the community at large.

Having created a sense of some of the variables in the East Harlem conducive to the development of social pathology let us now focus more closely at one of these pathologies, namely substance abuse.

In order to explicate an etiology of substance abuse one must first realize that there are many "avenues" which lead to this form of self destructive activity. The routes to different forms of substances abuse, for instance, result from identification with, and inclusion in a counter or contraculture (e.g. marijuana abuse) or from the abuse of a culturally accepted and, inadvertently encouraged, escape (i.e., alcohol). The one threat however that runs through all of substance abuse is abuse. That is, the use of a substance producing detrimental effects on physical, psychological, social and/or occupational function. In whatever ways, and, for whatever reason the individual has moved into abuse he finds himself in many ways dysfunctional in his day to day living. It is the goal of SCANT, when dealing with substance abuse to diagnose the operant, causative variables and to produce rehabilitation in a direction more positive for the individual and society in general. It is important to note, however, that while one of the SCANT program's principle specialities is the rehabilitation of substance abusers, the therapeutic model employed is by no means limited to this form of dysfunction. For example, the child, who, finding himself substantially behind his peers in academic achievement due to poor skill development and subsequent poor motivation can find the intensive remediation offered by the SCANT program of crucial importance.

Upon comparing Communities in relation to substance abuse we find that the East Harlem Community has an alarmingly high rate of substance abuse of all types and degrees. Abuse types include the entire range of available licit and illicit substances (heroin, marijuana, amphetamines, barbiturates, hallucinogens, alcohol, deleriants). Alcoholism and alcohol related illness, for example, ranks as the third leading cause of death in this community and alcohol abuse is rapidly on this rise in the adolescent groups with estimates in the school population of as high as 25 percent of the population. Patterns of substance abuse have changed in the last few years, for instance, it ranges from heroin to methadone to hypnotics to alcohol. This rate of abuse throughout the population places it as a major health problem for this community. It seems apparent that while factors such as availability and law enforcement vigor effect the type of substance abuse, the fact of some sort of abuse continues virtually unabated and the cycle of failure and despair that pervades the situation of poverty continues to generate individuals unwilling or unable to cope with the demands of the larger society. To breathe a sigh of relief at a diminution of narcotic use and overlook the rise of such phenomena as adolescent alcohol abuse fosters the neglect that allows for the development of social pathology to epidemic levels.

We have earlier delineated some factors operant in the functional failure of the child in the academic setting. One recognizes that this continued failure and lack of positive reinforcement literally forces the child from the school toward some other sense of support. All too often there may be a subculture formed by failure and, in its value structure, perpetuating it. The child discovers that "high" anxieties, self doubts and a preoccupation with failure recede, becoming subordinate to the euphoria and "amnesia" which rapidly can develop chemically from habituation or physical dependence. Further, the child is likely to be labeled as deviant and further ostracized from positive alternatives.

As a pariah with a prophesy for failure, the child faces a dim future and moves further and further away from dominant societal values. As this alienation develops the child can and often does give up on "the straight world" and consequently chances for successful reclamation rapidly diminish.

Before this downward spiral can develop momentum is obviously the time most desirable for successful intervention and this serves as the primary goal of the SCANT program. Detection, diagnosis, and positive intervention at an early etiological stage, hopefully even before the child seeks the "solice" of drugs (ie. the "prone" personality), is accomplished through a prevention services base located in the school setting. The need for prevention is necessitated by the aforementioned extraordinary truancy rate (27 percent) in the Junior High Schools of District #4. Due to this rate one finds large numbers of students who, in effect, leave the school system much earlier than the formal age minimum of 16.

Meeting the needs of this community are a wide range of services. For example, operating in the East Harlem area are twenty-four (24) programs specifically geared to the problem of substance abuse (see attachment).

The SCANT program, however, uniquely meets the needs of this particular population in a variety of ways. First, given the target population previously described we find no program accessible to this group while they are in the school. District schools are closed institutions with the only approved program contact being the SCANT program. Further, this program acts as the only agent of the community elected representatives on the Community School Board. Participation in District forums provides a comprehensive picture of client need. This provides the only available district wide data with which to design service.

All other programs of this type in this community provide only intervention service while approximately 20 percent of the SCANT effort is geared to prevention service designed to diagnose and circumvent the typical etiology of substance abuse. Through such efforts clients prone to substance abuse may be prevented from further dysfunction. Further, in its intervention efforts both with its inschool program and comprehensive Assistance Component the SCANT program does not interrupt the client's educational career in order to provide rehabilitative service. Not only will the child remain in school he or she will receive intensive academic remediation and/or counseling to further improve his or her skills.

Similarly, the SCANT program is unique in that it provides a multi-technique approach bringing together both clients and their families to produce positive dialogue and improvement of intra-family dynamics. Through the use of "conjoint" group formats communicational sophistication and flow is increased thereby creating the possibility for a more desirable level of needs satisfaction.

The SCANT program is a unique program: unique in design; unique in access to client population; and unique in its ability to provide service. It is a program optimally equipped to meet the needs of the target population.

The SCANT program directly services the Schools of Community School District #4. School Based Intervention Teams are located in the four junior high schools of the district. The prime function of the teams is to locate, and channel to service, the dysfunctional child in district schools. This is the child who, for a myriad of reasons, does not function successfully in the traditional classroom. In addition SCANT operates a Comprehensive Assistance Center providing intensive bi-modal intervention for the child marginally dysfunctional in the traditional classroom. Its focus is the remediation of academic and behavioral performance. The etiology of this dysfunction, while variable in its specifics, does appear to conform to consistent patterns. Let us examine some of the dynamics involved in the "etiology of dysfunction. Perhaps the most inclusive feature is the fact that the child has not been able to derive satisfaction of his or her needs in the organizational setting of the school. For instance, the child deficient in academic skill cannot successfully compete with peers in the arena that is the classroom and consequently suffers deteriorated levels of self esteem. Unable to find nurturance from the school the child turns to other areas, often leading to various types of social pathology.

#### INADEQUATE COPING SKILLS

The dysfunctional child finds his repertoire of "coping skills" woefully inadequate to the task of daily life. As mentioned previously he may possess a language code so restrictive that it is unable to clarify, communicate and satisfy needs. Typically his "street jargon" lacks the specificity to allow the clear definition of personal identity. This lack of specificity produces a *weltan schauung* dichotomous in nature (eg. love-hate) which when combined with an authoritarian home environment produce an individual instantly "at odds" with those around him. Disagreements became confrontations; struggle for power in which the adolescent, due to his societal role, most often "loses."

#### IMPULSE CONTROL

Throughout his life this child has found his needs, both physical and psychological, subordinated to the task of simple survival, consequently he/she develops a very low level of frustration tolerance. This produces poor impulse control, i.e., in appropriate responses to outside stimuli which further exacerbate his/her already deteriorated interactional levels. Violence and the threat of it serve as a major form of conflict resolution of needs satisfaction often coupled with a pseudo-apatetic attitude toward his or her own life. Having found little nurturance in his environment the individual seeks gratification from other, often illicit and self destructive, sources. In doing so he is stigmatized by much of the world around him. This creates the expectation by others of future deviant behavior resulting in the creation of a social distance between him/herself and the positive alternatives available to him. As his or her status pattern rigidifies the individual finds himself with his only option an ever deepening involvement in self destruction and anti-social behavior.

Before the individual moves through the etiology of self destruction to a perhaps unretrievable status, SCANT seeks, through individual involvement, to intervene and redirect the client in more positive directions.

#### LOW AUTONOMY

Due to the operational behavioral characteristic above, the client often finds the development of positive interpersonal relationships (even in an illicit sub-cultural setting) difficult, if not impossible and this inability further alienates the individual from positive peer involvement. Concomitantly, and running counter to the generalized withdrawal from social settings, this individual, due to poor ego strength, reinforced by low self image and an expectation of failure finds himself inordinately dependent on peer reinforcement. This combination produces the classic "follower" vulnerable to inclusion in self destruction and other anti-social behavior; e.g., truancy, substance abuse, gang involvement or criminal behavior. Unable to resist negative peer involvement due in part to stigmatized exclusion from positive involvement, and in part due to poor interactional strength the individual and his energies are further directed away from the school setting.

The Group Process as operant in the various SCANT components strives to develop a sufficiently clearly, and positively defined self image and hence confidence to maintain a high level of autonomy in peer interaction providing the individual with a "choice" among interactional alternatives.

#### CONFLICT RESOLUTION

The family setting available to the client in the SCANT program is typically one not most conducive to the development of a functional individual. This dysfunction develops from situational variables such as material deprivation and interpersonal styles inadequate to the administration of the complex organization that is a family. For instance, mechanisms of conflict resolution may vary from withdrawal through hysteria and/or alcohol abuse to simple physical power and violence. Such an inadequacy can and often does turn minor disagreements into chronic conflicts and dysfunctional family units similarly, due to a lack of understanding of and/or support for the traditional school setting, the family provides little by way of motivation for the child to perform in the classroom. Unfortunately, even when such efforts are attempted they often consist of physical threats aimed at attendance and attitude and less toward successful performance.

#### DYSFUNCTIONAL VALUES

Often operant in such families, is a value system not supportive of, or conducive to successful operation in the traditional school. The classroom as it usually, operates requires some degree of future orientation vis-a-vis rewards and reinforcements. This orientation unfortunately; and again due to the circumstances of poverty is not often present in families, which robs the child of an important incentives requisite for much of societal success.

#### NEGATIVE ROLE MODELS

Families often generate negative role models of varying degrees of subtlety. For example, family members apparently flaunting societal values through illicit



life styles commonplace in the community, and, more subtly, the role model, for marriage and child rearing may be violent, authoritarian, inconsistent or simply apathetic. All of these messages are clearly communicated to a child during primary socialization and become intergenerational styles consistent in their dysfunction thereby perpetuating this cycle of destruction.

The SCANT program deals in positive ways with the disorganized family constellation providing tools and techniques to enable the family members to take hold, in a constructive way, of the day to day operation of their lives and thereby produce a more suitable environment.

Emphasis is placed throughout the SCANT program on diagnosis as both an effective and essential part of intervention and as an important tool in the most efficient use of resources. Clearly it is requisite for the intervention task that as much relevant information as possible be gleaned to create as detailed and hence subtle, a "picture" of the client as possible. Initial diagnostic workups are performed on all clients, with the complexity of these diagnoses increasing isomorphically with the intensity of the client's involvement in the program. Included are standardized academic and psychological casting data complicated through continuous collection and reevaluation of information formally, in monthly case reviews, and informally in day to day contact with clients by way of record keeping. We take this needs assessment and constant reevaluation to be integral and crucial to the successful completion of the rehabilitation task.

And so we find a child ill-equipped to function in the world. "Programmed" through his or her socialization for failure. Responding in appropriately and consequently failing to cull for himself the rewards of the educational setting. Perhaps most important, he or she is failing to internalize the "rules" required to successfully operate in complex organizations, certainly one of the prime "educational" functions of the school setting. For the individual who fails to learn this important phase of the school curriculum the future is a bleak one indeed. As we will see the acquisition of these skills are a prime goal of the SCANT program.

It is clear that a child who cannot derive satisfaction from the school and in some cases the family must seek these rewards elsewhere. The East Harlem community is rife with such outlets, many of which are negative in character. Such phenomena are youth gangs, and easily obtainable drugs serve to us potential sources of satisfaction and escape for this child. The criminal life style so often concomitant with drug abuse also beckons the child already on the fringes tip the balance for this child in a prosocial direction and thereby giving him or her the opportunity for a productive and, above all, happy life.

#### COMPREHENSIVE ASSISTANCE CENTER

The SCANT program has come to recognize that there exist in East Harlem a special population of marginally dysfunctional adolescents who require intense short term intervention in a setting distinct from the traditional school. In response to this need the program has developed the Comprehensive Assistance Center. This component is a bimodal service focusing on the remediation of academic and behavioral function. It recognizes the needs of some clients for intensive, intimate contact specifically geared to the individual. It seeks to locate and meet specific educational and interactional maladaptations in a highly focused way.

Recognizing that personal growth is a combination cognitive and emotional features this component integrates a structure specifically designed to quickly raise the functioning of clients to a level competitive in the traditional school. The program recognizes that, as previously stated, that a prime function of the traditional school is socialization vis-a-vis complex organizations. One finds many students who, for a variety of reasons, find themselves unable to "negotiate" these organizations in a productive way. Due to many of the aforementioned reasons these children fail to learn "interactive styles" commensurate with the needs of the organization. SCANT recognizes that for many students the traditional school is perceived as a repressive and essentially unsatisfying experience. Consequently they actively reject this setting and with it the formal skills so necessary to successful societal performance. Further, these young people never develop the skills (and the SCANT program asserts they are skills) that mediate for successful functioning in complex organizations. Since it is clear that through out life one must operate within a series of such organizations, such a handicap can be truly destructive. For instance, a child with a chronic and unreasoning hostility to authority often translates disagreements into con-

frontations. Such a "reflex" can naught but injure the child and becomes reinforcing in its self distrustiveness.

It has been SCANT's experience that the best approach to such clients is a form of milieu treatment in a setting which consciously and deliberately blunts such maladaptive reactions. That is, an environment, though intense, which does not structurally create those situations in which clients consistently miss-react. SCANT staff are constantly trained to recognize those situational dynamics which "play into the hands" of client's maladaptive patterns and to turn those dynamics to more constructive ends. It is clear that for many of these clients a main and perhaps pivotal problem lies in their expectations, i.e. their perceptual "orientation" vis-a-vis organizations. In their creation of an adversary relationship with the institution (in this case the school) clients assume a "defensive posture" which leads to confrontations and further hostility. The upshot for the client is a pattern of frustration and failure that can, if unchecked, "program" for failure.

The SCANT program recognizes that the genesis of this destruction interactive styles may be lost in the dynamics of psycho-development. However, the program asserts that styles that are learned can be unlearned are modified in such a way that through the reinforcement of success clients can redirect their lives. It is to this end that the SCANT program has developed the Comprehensive Assistance Center. There, through the interrelationship of academic and behavioral remediation the client can internalize expectations and interaction styles more conducive to successful and rewarding functioning.

Specifically, the Comprehensive Assistance Center (CAC) consists of a bimodal format interrelating educational and emotional assistance producing what the program has come to call the "Dynamic of Emotional Growth". The CAC program offers remediation of educational performance through a specially designed curriculum geared to rapid up grading of basic skills (Reading, Math, and Language Arts) on a supportive and stimulating environment. Program staff are specially trained to create a setting in which the student can achieve and thereby gain satisfaction from education. Such satisfaction, SCANT recognizes, is the corner stone of motivation the lynchpin of educational achievement. Class sizes are limited to 10 students to maximize the supportive contact between teacher and student. Class groupings are created with a focus on student behavioral dynamics. Peer influence, so critical to adolescents, serves to maintain a constructive cohesion within class groupings. The peer dynamic is fostered in group assistance sessions which incorporate the emotional dynamics of individual members to the educational task at hand. Program staff through individual and group assistance focus on exactly those psycho-dynamics which contribute to client dysfunction in the traditional setting.

Educationally the CAC program offers a tight package of high impact services to, as previously mentioned, remediate basic skills. Included are a High Intensity Reading Lab, a proven technique, utilizing a totally individualized curriculum structure capable of rapid skills improvement. Geared to individual level of functioning and focusing on those specific sub-skills with reading most deficient, the High Intensity Reading program had proved itself a potent remediation tool.

The program utilizes, in addition, a SCANT staff (Ms. Naomi Levinson) designed technique. The Writing Shop as a tool of both behavioral and academic remediation. Students following a carefully designed free interactional format write on specific topics in their own lives. The relevance of the topics serves as a motivation to expression through the written word. Once internalized this motivation serves as the spark to self improvement of writing skill. Further the written material serves as an important diagnostic tool, providing significant insights in to the *weltanschauung* of the students. Through such insights program staff can much more quickly locate and assist behavioral problems.

The CAC program includes a Language arts program utilizing highly motivating techniques to capture and develop student enthusiasm. Such relevant materials as contemporary music and theater to garner interest, the language arts program involve students in academic improvement in a "painless" and highly effective way. Students become self motivated and follow under supervision, areas of individual interest for study.

Also offered is a program of Social Studies designed to help students "locate" themselves in a world often confusing and threatening. Using the lessons of history and the principles of social science, students come through with a better understanding to learn a sense of "control" so necessary for behavioral stability.

Mathematics, an area in which many students, traditionally show little interest; is, through a dynamic and imaginative program, harnessed for and by the students as a tool. Using self interest as a motivation students come to recognize that mathematics, perhaps the most "abstract" of all basic skills can, in fact, be fun.

The Comprehensive Assistance Center, in addition offers programs in nutrition and physical education. In the nutrition program student, boys and girls alike, learn to prepare dishes that are nutritious, inexpensive, and fun from a variety of cultures in a further attempt to broaden the scope of the clients. Similarly, the physical education helps to direct adolescent energy and to utilize sporting competition as a tool to build confidence and discipline.

It should be vigorously emphasized that co-occurring and co-equal with the educational remediation is that of behavioral assistance. These two functions are integrated at all levels of CAC program structure. It is this integration that allows for the possibility of the short term, intense nature of this format. As previously mentioned CAC clients receive daily individual and/or group assistance of both a scheduled and demand variety. It is critical for students with a history of dysfunction that such support be infused into the program. Further, the daily, hourly intercommunication of program staff regarding students function allows for the rapid evaluation of maximally effective individual treatment plans. While the program schedules formal case conferences at a rate of three per semester staff, due to the intimacy of their contact, are in constant informal communication regarding clients. In a short term program such communication is critical to develop and utilize the diagnostic information base so necessary for meaningful intervention. Further, the Director of the Comprehensive Assistance Center will conduct, as needed, intensive individual assistance as per guideline mandate.

In addition to these efforts the CAC program, incorporates the client family in the remediation process. Through intense family contact, assistance is provided in helping parents to create more stable environments more supportive to educational and behavioral development. Often parents feel for the first time included in the development of their child outside the home and respond with enthusiasm to such positive intervention.

The Comprehensive Assistance Center of the SCANT program then, is designed to provide short term, intensive intervention in the lives of young people who have found the traditional classroom to be a place of little satisfaction. It offers a bimodal format integrating the two prime features of educational development i.e. academic skills and personal growth. It seeks to locate students "out of step" and alienated and these consequently open to social pathology (including drug abuse). This program seeks to provide a supportive milieu in which these students may be reoriented toward more productive and rewarding functioning.

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PREPARED STATEMENT OF THOMAS WHITE, DEPUTY DIRECTOR, J-CAP,  
JAMAICA, N.Y.

I welcome this opportunity to address the Committee on an issue of grave concern which impacts all of us working within the drug treatment service network. I am certain that we can all agree that the problem of substance abuse exists in our public schools. It has reached epidemic proportions—a crisis situation extending outside of our schools as well—infesting more of our young people than ever before. Although it is far from the only drug of abuse among school aged youngsters, much publicity has been given the far-reaching use and effects of PCP or "Angel Dust". It has been estimated that upwards of one quarter of a million secondary school students in the State of New York alone have used this drug at least once. This is just one highly publicized drug among many drugs of widespread abuse. As an administrator of a community based ambulatory and residential drug free treatment program primarily servicing school aged adolescents, I am confronted with our program's reason for existence on a daily basis. There is no question that the need has never been greater for us to work together toward the development of a well planned and responsive service network. It would be quite simple if we could sit here and place the blame for the problems of drug abuse on any one target. It would be easiest to place the blame upon the schools. We cannot afford to take this seemingly easy way out. We must look instead into some of the reasons why the problems of drug abuse exist, why they are so evident within the school system, and what we might do to have a meaningful effect upon this rapidly growing problem.

One glaring contributing factor to the problem of drug and alcohol abuse among our youth is the double message which we put forth. We tell our youngsters "don't use drugs". Yet we, as responsible adults have decriminalized the use of marijuana. We tend to condone the use and abuse of alcohol among youth as the "lesser of two evils", when in fact the abuse of this substance is as devastating and far-reaching as that of other drugs. We are hesitant even today to take positive action against the widespread sale of drug paraphernalia in exotic, mystique ridden "head shops".

Very often the school is where a youngster's problem with drug abuse is first seen. Failing grades, acting out or lethargic behavior patterns, and truancy are all indicators of a larger problem, often drug and substance abuse related. Recent trends to escape severe penalties imposed upon adults dealing in drugs, coupled with lenient penalties for youthful first offenders, have resulted in a rapid and significant rise in the recruitment of school aged youngsters for the sale and dealing of narcotics and other substances. Much of this recruitment takes place on or near school grounds. Inexperience, fear, and lack of necessary support all may result in the inaction of school authorities in combating these problems. Additionally, many school administrators hesitate to identify problems of drug abuse or sales within the school for fear of lessening credibility, coupled with the possible reduction in funding. Hence, the need for referrals often go unattended. Statistical information is often misleading and difficult to obtain from the schools regarding drug related factors. As supposed solutions, "problem" students are shuffled from one school to another within a District. Many parents are advised to seek psychiatric help for their "acting out" sons and daughters. Many of these youngsters returns to the classroom, made "manageable" through the use of tranquilizers prescribed to alter their behavior within school and at home. These medications often create a youngster too tranquilized to learn. The schools must be held accountable for the power which they yield. Many parents will follow the advice of a teacher or school authority by virtue of their professional status.

Another contributing factor of significance is that of school schedules. Schools have been organized and structured to meet the needs of the educational process. Education is an intensive experience, both for the teacher and student. For this among other reasons, school schedules have been developed accordingly. These schedules are not compatible with treatment needs. Treatment must be an ongoing process. By the time a counseling or clinical relationship is developed between counselor and student, three o'clock, Christmas Vacation, Easter Vacation, Spring Recess, and one or another Holiday is upon us. This schedule in itself may not be inappropriate to the educational process. I do not purport to be an expert in that area. I do intend to say that I see this type of schedule as inappropriate for the development of the treatment relationship. The treatment relationship cannot begin and end within these imposed limits. Treatment is provided to address a problem. Problems related to the abuse of drugs require intensive planning and time. A vital factor in our treatment methods encompassed family involvement in treatment. Although funding for this within the community based program network is limited, we see it as our responsibility to include the family in order to provide more effective service to our youngsters. This family involvement is difficult within the schools as most, if not all work has to be accomplished during regular working hours.

A significant difference between school based drug programs and community based drug treatment programs is that of focus. Within the schools, by definition and in order to be responsible to their primary purpose, education must be emphasized, with counseling an extension of this. Direct treatment programs, while providing alternative educational services, can focus in on clinical or counseling needs of the substance abusing youngster and their families. One goal of treatment can be and often is the return of the youngster to the school system, a youngster who is motivated and returns with a desire to learn.

The schools, rather than being viewed as the problem, should at this point be viewed as the greatest resource for identifying youngsters in need of treatment. Perhaps the school based drug programs, in attempting to provide treatment, have had to assume more of the burden for solving this monumental problem of substance abuse than available resources can accommodate. The identification of those in need of treatment, along with the provision of quality counseling and referral to treatment, is in itself a major task and responsibility. Monies and energies now focused upon trying to deliver treatment within the schools should be coordinated and directed at establishing such counseling and referral

services. Skilled drug counselors and program directors within the current school programs could best provide this service as they have been confronted with problems of drug abuse so regularly.

The need to have treatment services provided outside of the school setting can be substantiated on many levels. Again, the primary function of the school is to provide direct treatment. The ability of a drug abusing youngster to benefit from the educational opportunities available within the school is, at best, interrupted by the use of drugs. Not only is the educational process of the abusing youngster inhibited, but the abusing youngster often interferes with the education provided for the well motivated and positive youngster within the school system.

We must re-state our goals and ideals, we must re-dedicate our efforts, and work together as legislators, funding sources, consumers, treatment and school based service providers.

We must wage a War Against Drug and Alcohol abuse among our youth, and the devastating effects this has upon the youth, our communities, and our schools.

The very subject of this Select Committee Hearing indicates the growing interest and concern on the part of our distinguished legislators and representatives for our youth. Therefore, it is my recommendation that this expression of concern be translated into an increase in the allocation of drug free treatment dollars to the State of New York, insuring increased provision of quality service for our substance abusing youth and their families.

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PREPARED STATEMENT OF PHILIP KAPLAN, PRESIDENT, NEW YORK CITY SCHOOL BOARDS ASSOCIATION

As the Chairman of the Community School Board in District 15, (Brooklyn, New York), and Chairman of the New York City School Boards Association, I have to address a variety of problems which affect our schools and communities. The abuse of substances, including alcohol, is a problem of enormous social, economic, and educational consequence. When we discuss alcohol and substance abuse one must understand the ramifications to the total community, not simply our schools. The use and abuse of drugs is continuing to entrap our youth. School vandalism is reaching epidemic proportions and our truancy rate is abominable. The correlation of these negative behaviors with alcohol and substance abuse is a fact. Moreover, these problems are not limited to large urban areas of economically depressed areas, but are evident in all communities and in a cross section of socio-economic groups. The problems are urban and suburban in nature. The demonstrated relationship of such anti-social behaviors as truancy, promiscuity, and vandalism with substance abuse compels those of us with responsibility to the mental and physical well-being of our youth to actively address substance abuse in our schools.

New York State and particularly New York City have historically had the highest number of drug abusers in the nation. Recent studies conducted by the New York State Office of Drug Abuse Services have shown a marked increase in the abuse of alcohol and drugs among adolescents. Educators, community school board members, parents, community agency representatives, and other concerned citizens must continue the effort to impact positively on the lives of New York City school children and their families.

The primary vehicle for impacting the problems of alcohol and substance abuse are our School-Based Substance Abuse Prevention and Intervention Programs. Each of the 32 community school districts have developed, with input from the community, programs which provide both prevention and intervention services. While these services are prioritized for school-age youth, they also include workshops for parents and community members as well as family counseling.

In 1971 the New York State Assembly enacted the Youthful Drug Abuser legislation which provided \$18.5 million specifically for the prevention of substance abuse. The allocation for Fiscal Year 1977-78 was only \$22 million. In the 7 years that School-Based Drug Prevention Programs have been providing drug related services to children and parents in New York City they have had to annually deal with reduced levels of funding which represent a 33 percent reduction in funding over this 7 year period.

Community School District 15 is representative of New York City ethnically and economically. We have a student population of approximately 24,000. We

have five intermediate and junior high schools and twenty elementary schools. Our Drug Prevention and Education Program has 14 staff people who provide direct service to our community. The present staffing pattern includes direct service to only five of our junior high schools and six elementary schools. Staffing pattern is determined to a large extent by the amount of our grant award which totals \$350,000. While we appreciate the efforts on the part of our drug prevention program staff, we also recognize that only 11 of our 25 schools are receiving direct services in the area of alcohol and substance abuse education. I do not believe that a School-Based Drug Abuse Prevention Program can provide direct service to all of the schools within their district because the current level of funding cannot sustain that comprehensive and extensive a program. In many of the community school districts, as well as the high schools, we have a comprehensive substance abuse prevention and intervention program. Unfortunately, the resources which have been allocated and continually reduced do not provide us with the opportunity to provide these comprehensive services to our entire school population.

As you may be aware, I am a practicing attorney and parent. As an attorney, community school board member and an active member in my own community, there is one issue which I would like to address from that perspective. As I have mentioned earlier the funding for School-Based Drug Prevention Programs for Fiscal Year 1976-77 was \$12.028 million. This figure represents a per capita client cost of approximately \$22. During the same period the per capita cost to incarcerate one person, as reported by the New York State Department of Correction Service, was in excess of \$15,000.00. This comparison is particularly significant when one realizes that 50 to 60 percent of all arrests in New York State for the same period were substance abuse related.

I have been advised that nearly  $\frac{2}{3}$  of the offenders in New York State prisons were convicted of crimes against persons. More than half of these offenders are addicts. One-third of the State's prisoners were convicted of robberies—70 percent of these offenders were addicts. The proportion of the State's prisoners who were direct abusers has grown each year and is currently 63 percent of those incarcerated. The total cost of treating and incarcerating narcotic addicts is approximately \$320 million, which represents only 1/10 of the property losses due to theft by addicts in the street which is \$3,305,000,000.

While the cost to society for substance related crime is skyrocketing few new initiatives, if any, are being proposed to prevent and intervene in the lives of potential alcoholics and drug addicts. It is our responsibility to provide all our children with comprehensive education. An education which not only addresses their intellectual needs, but also their emotional and social needs. The demonstrated relationship between alcohol and substance abuse among our youth and anti-social behavior (truancy, vandalism, promiscuity, and juvenile crime) introduces them to the juvenile and criminal justice system. Alcohol and substance abuse and the related anti-social behaviors saps their strength to derive the benefits of an educational system which is attempting to meet their needs. Their participation and anti-social behavior and/or their increased dependence on alcohol and other substances will inevitably include them in our criminal justice system as casualties, and statistics. The cost to us economically, and the loss of too many of our children, our most valuable resource, is much too high. A price which we cannot afford economically, but more importantly, socially, if we expect our city and our society to survive and grow.

I look to you to provide the resources to develop more comprehensive Drug Abuse Prevention Programs. I look to you to provide the impetus through legislation and the power of your committee to address alcohol and substance abuse which is compounding the problems of our schools and our juvenile and criminal justice. This is critical since it affects the growth and survival of our communities.

I believe that comprehensive alcohol and substance abuse education and intervention programs can, and have, impacted this social and economic drain on our schools and our city. I look forward to your support and I assure you of our continued commitment.

# DRUG ABUSE IN THE NEW YORK CITY SCHOOLS

FRIDAY, SEPTEMBER 1, 1978

HOUSE OF REPRESENTATIVES,  
SELECT COMMITTEE OF NARCOTICS ABUSE AND CONTROL,  
*New York, N.Y.*

The Select Committee met, pursuant to notice, at 10:15 a.m., in room 306, 26 Federal Plaza, New York, N.Y., Hon. Lester L. Wolff (chairman of the Select Committee) presiding.

Present: Representatives James R. Mann and Mario Biaggi.

Staff present: William G. Lawrence, chief of staff; Doreen Thompson, staff counsel; Jack Peplow, investigator; Alma Bachrach, investigator; and Thomas J. Mackell, special counsel.

Chairman WOLFF. The committee will come to order.

Because of the inclement weather, we got started a little late this morning, since a number of our participants arrived late. We are happy that we have the representation from the board to appear before this committee.

In the last 2 days we have heard various witnesses relative to the situation that they feel exists in the city schools surrounding the problems of drug abuse and its relationship to truancy and the methods of oversight into the problem that are being used.

Yesterday, particularly, the committee heard from Mr. Kaplan, who was the president of the Community School Boards Association, who indicated to us that the school boards had not passed a resolution, but that they were now advising the local school boards to adhere to the requirements that had been set up by the State legislature relative to the reporting of youngsters who were either addicted or who were in some way abusing narcotics.

Now, from speaking informally to Mr. Jaffe, who is our first witness this morning, it was indicated that the system of reporting had not been invoked for the past 5 years. This is basically one of the problems that we face, Mr. Jaffe and Mrs. Latty, the fact that there is really no reliable place where we can go to to obtain figures on the magnitude and the pervasiveness of drug abuse among schoolchildren.

It is for this reason we have asked you to come to appear before us, to give us an idea of what you consider to be the extent of the problem, what is being done about it, and how we might be able to help the city of New York in addressing these problems.

Before I ask you to proceed, I ask you to be sworn.

Mr. JAFFE. Mr. Chairman, Superintendent Latty is here as a special representative of the chancellor. I would appreciate it if she would be given the opportunity to read the chancellor's statement and be the first witness.

Chairman WOLFF. Well, we'll have you both sworn at one time.

[Witnesses sworn.]

Chairman WOLFF. Mrs. Latty, could you identify yourself, please.

**TESTIMONY OF ARTHUR JAFFE, DIRECTOR OF SPARK, BROOKLYN N.Y.; ACCOMPANIED BY LOUISE LATTY, ASSISTANT TO THE CHANCELLOR, NEW YORK CITY BOARD OF EDUCATION; RUDOLPH CALLENDER, DIRECTOR, BUREAU OF ATTENDANCE; AND CARLTON IRISH, DIRECTOR OF SCHOOL SAFETY AND SECURITY**

Mrs. LATTY. Good morning, Mr. Chairman, Mr. Biaggi, Mr. Mackell, Mr. Lawrence.

I am very happy to be here this morning.

I am a former superintendent of district 17. That's located in the Crown Heights-Flatbush section. Presently I am assistant to Dr. Macchiarola, the chancellor.

I requested that I be able to come to this hearing because I have been very concerned about the problem. I have been aware of it for many years. I have been working with many agencies about it.

I would like to take this opportunity to read the chancellor's statement before we begin.

This is the introductory statement before the House Select Committee on Narcotics Abuse and Control, by Dr. Frank J. Macchiarola, chancellor for the New York City Board of Education:

I would like to thank the House Select Committee on Narcotics Abuse and Control for addressing a subject which is of great concern to myself and members of the New York City Board of Education.

Drug and alcohol abuse among school age children is one of the most troubling social problems facing our educational system. The causes are multiple and complex.

As you recognize, many of these problems are outside the direct control of the school administration. They range from inadequate control of narcotic traffic to massive unemployment, to disrupted family structures, and the fact that we as a society do not have a clear perspective towards the use of drugs.

However, as a professional educator, I also recognize this problem as one of the difficulties our educational system faces in providing any of our children and adolescents with an incentive to attend schools on a regular basis, behave in a manner which is socially wholesome, and engage the educational process with a sense of commitment. Thus we cannot separate the drug problem in our schools from the larger social problems and the need to reform our educational institutions.

I have now been in the position of Chancellor for two months. For the most part, this has been a period for investigation and learning. I entered the school system with the benefit of much of the conventional wisdom that is shared by individuals with an interest in public affairs, and a concern for children in our city.

I knew that many children were not learning how to read or write, that truancy and absenteeism were increasing, and that many school age children not yet old enough to enjoy the benefit of mature judgment were being victimized by experimentation with harmful drugs.

Now, I must acquire more detailed knowledge so that work can begin on the alleviation and eventual solution of these same problems. While I do not have the authority as Chancellor to affect directly those factors outside the purview of the school system, I do have the authority to implement a wide range of institutional reforms which can provide children with a reason to approach their own education with higher expectations.

I also had a commitment to work cooperatively with other city, state, and federal agencies in a joint effort in this area that will have maximum impact on the drug situation.



Insofar as I have authority to affect the schools and how they can affect the lives and futures of our children, I have focused on the following educational programs which will have a direct impact on the students, as well as their attitudes toward learning.

One of my major priorities as Chancellor will be to redirect educational resources from central headquarters into the classroom. Among the first steps I have taken was to reappropriate \$22 million from headquarters into school-based programs that will reduce class size in the early grades and provide for after-school programs in at least 350 schools throughout the city.

In addition, we have formulated a new policy on hold-overs which will discourage social promotion, and at the same time offer additional alternative services to the affected students.

Other actions I have taken to make the school system more responsive to the needs of children include a reorganization of headquarters staff, the denial of tenure to scores of administrators, and the reassignment of high school superintendents into the field.

This will help ensure a better and more immediate supervisory presence where the schools are located, and where there is a direct observation of how they are serving our children.

I am not suggesting that in this short period of time we have identified all the problems which needed to be addressed, or have defined the answers which will lead to their solution. Much remains to be learned, and even more needs to be done.

One of my first actions as Chancellor was to establish a task force on attendance to prepare reports on the issues of attendance, truancy, and drug abuse. The findings of these reports will be made available to this Committee.

I have also ordered a thorough examination of the Office of School Safety. My intention is to incorporate a new managerial thrust in this area, with the design of an effective reporting system, and to upgrade the present capabilities of its personnel through comprehensive training.

Both of these programs will enable us to provide better prevention and control of criminal activity, including crimes related to drug abuse.

You are aware that the Board of Education is funded solely by state funds for prevention programs, and according to this year's state guidelines, even our ability to intervene has been sharply reduced. Meanwhile the level of funding has decreased from an initial high of \$18.5 million in 1970-72 to \$12.8 million in 1978-79.

Moreover, no federal funds whatsoever are being made available to the 1 million children in our schools for extended prevention, intervention, treatment, or followup. If we find an addicted youngster in one of our schools, we do not have the resources necessary to provide services.

Having said this, I believe the goals I have set for the achievement of education reform are not only completely consistent with the concerns of this Committee, but will enhance actions directed towards prevention, control, and eradication of drug and alcohol abuse problems in society.

I look forward to reviewing the findings of this Committee, and assure you that these findings will be considered as we go about the business of identifying our priorities for the future. While I plan to take a new look at the problems of drug abuse, the Board of Education has made a significant commitment to alleviating this problem in the form of its SPARK program. Mr. Arthur Jaffe is here to describe these efforts to you.

Chairman WOLFF. Thank you very much, Mrs. Latty.

I just want to make a note at this point that monitoring these hearings for the last 2 days, and today as well, is Mrs. Pope of the White House, who is, I am sure, taking adequate notes so that she can report back to the President, factually, the results of these hearings.

In addition to that, we have people here from HEW who are monitoring the hearings as well, to find out the deficiencies that exist and perhaps some of the information that we are getting, so that we can cross-check some of the information.

Now I might just, before Mr. Jaffe proceeds, I might just say that I don't know whether or not it is a fact that the board is unaware, or

they haven't applied, but there are funds available under the Alcohol and Drug Abuse Education Act—\$2 million appropriated this year—and I shall read to you:

To develop training and technical assistance, local capability to solve problems in the area of alcohol and drug abuse prevention, with applicability to other behavior problems such as truancy, vandalism, and disruptive behavior.

These are project grants that are made under contract.

So I don't know—you indicate you are getting only State aid. Perhaps this might be another avenue for you to attack this problem.

Mrs. LATTY. Thank you.

May I just add that we have applied in the past, and we will continue to do so.

Chairman WOLFF. Were you rejected?

Mrs. LATTY. Yes.

Chairman WOLFF. Could you inform this committee as to the last time that you applied, and the rejection you received, as well? We have with us today one of the ranking members of the Education and Labor Committee, who happens to sit on this committee, Mr. Biaggi. So, you see, we are attacking this problem from a variety of areas. I take it that if there is some assistance needed Mr. Biaggi will be very happy to entertain any requests that are made.

Mr. BIAGGI. That's obvious. But what concerns me is why the program was rejected, why the application was rejected. I think New York City should qualify in every area, every program.

Chairman WOLFF. Now I understand, Mr. Jaffe, you have brought some other people with you. We will have to have each of these witnesses sworn in and identified so that we can make them part of the record.

Mr. JAFFE. Do you want to pursue this further, Congressman?

Chairman WOLFF. I think we would hold that until you have made your statement. Then we can proceed.

If you would proceed, please.

Mr. JAFFE. Mr. Chairman, members of the committee, I wish to thank you once again for providing me an opportunity to testify before your committee. I would say that as a result of your inviting me to appear before your committee in Washington and subsequently interacting with Mr. Don Samuels, director of the PRIDE program in Florida, I am currently instituting at least one exciting operational practice that Don had given to share with me.

Among the numerous items that the media has referred to during your current hearings, there are two that I would like to address in some detail for the committee. One deals with the need for evaluation of program effectiveness. The other deals with the need for statistical data dealing with the nature of the drug problem within the schools.

It should be stated that the board of education, speaking for all of the 32 community school board programs as well as the SPARK program, has consistently and insistently over the past 5 years demanded that the State—and I underline the word demanded—that the State or city agency responsible for these programs conduct meaningful evaluations.

Up until last year there was no progress in this area. Indeed, the addiction services agency, under the stewardship of the commissioner

prior to Dr. Bihari, not only did no evaluation but failed totally in providing even the most rudimentary and simple monitoring.

I have testified previously that in over 2 years of the administration of this commissioner, the SPARK program, which is the largest single program, was given a total of approximately 40 minutes of technical assistance, consultation, or school visitation time within that 2-year period.

Chairman WOLFF. By whom was that?

Mr. JAFFE. The commissioner at that time was Commissioner Hornblaw of the addiction services agency. The State last year launched what appeared to be an attempt to evaluate, on a comprehensive basis. The SPARK program has, however, insisted upon and been fortunate enough to receive evaluations.

I cite for the record a final report dated September 27, 1974, from the National Institute on Drug Abuse, of the Alcohol, Drug Abuse, and Mental Health Administration, Department of HEW. I will provide this to the committee, of course.

This evaluation led to the SPARK program receiving a model program award that was presented personally to me by Dr. DuPont in May of 1975. I might add, tangentially, that although it was an overwhelmingly positive evaluation, and the plaque hangs in my office, the plaque was at no time accompanied by any additional Federal funds for the SPARK program.

Chairman WOLFF. Excuse me for interrupting, but you pose questions as we go along. A model program is a program of limited duration, and it is to be used, as I understand it, as a model for other States and other organizations to parallel or to follow. And there are—because of the nature of the model program—there are no longer model programs, as I understand it. Am I correct?

Mr. JAFFE. You may be, Congressman. It was my understanding, based upon conversations with NIDA people and given additional resources, we could have implemented a whole variety of new components that might have set up other models throughout the country, but there was no followthrough on the part of NIDA.

I also cite the comments of the New York State Office of Drug Abuse Services Administrator on the evaluation report of the SPARK New York City High School Drug Prevention Education Program. This report was prepared by the Division of Cost Effectiveness and Research headed by Assistant Commissioner Douglas E. Whitman, director.

I believe I have provided this to the committee in Washington; however, it's available now.

[Mr. Jaffe's prepared statement appears on p. 196.]

Mr. JAFFE. It is my understanding that Commissioner Klepak alluded to some of the more significant results of this evaluation in his testimony. I clearly agree with this committee's thrust for a hard evaluation of program effectiveness in order to determine levels of funding priorities.

Much has been said about the need for cogent drug-related statistics. I would submit to you that school-based programs including, to my direct knowledge, the SPARK program, have submitted statistical

information ad nauseam to the city and State agency responsible for the collection of such data.

I would like to spend some time in describing our data gathering instruments and providing you with the preliminary summary total for last year's citywide operation.

Every one of these SPARK drug education specialists working throughout the 88 high schools of the city of New York is required to fill in this weekly data sheet and submit it to our office.

We have on file the last year—we have probably gone back a year or two, I'm not certain of that—but we have approximately 35 to 40 of these forms for each high school in the city. We have the initial interview with the youngster, of the interview that took place when he came into the SPARK program. We give the youngster a code number. We do not identify him by name, because we are very concerned about the issue of confidentiality.

Chairman WOLFF. Could we see this while you are talking? Could we have a copy?

Mr. JAFFE. Sure.

We make note of the sex of the youngster that came in, male or female, so that we know. Last year, in a total intake of 8,995 youngsters, 3,842 were male. And I will provide you, Congressman, with this summary breakdown: 3,842 were male, 5,153 were female.

We then recorded the grade level of the youngster. So that we know, for example, 2,231 were 9th graders, 3,193 were 10th, 2,172 11th, and 1,399 were 12th.

I might add that this fits in perfectly with our philosophy where we concentrate our efforts in the lower grades, 9th, 10th, and 11th, rather than spending an excess amount of energy on graduating seniors.

We have the source of referral. We find, for example, that 970 youngsters were referred by teachers, 3,322 were self-referrals, which is probably the best kind of referral. 2,754 were referred by members of the pupil personnel team within the school, and that might include attendance teachers, guidance counselors, the dean, et cetera. 344 referrals were from parents. 539 were other than the ones listed above. It could be a friend, et cetera. 1,310 were peers, 220 were security guards.

We break down the reason for referral. So that we find, for example, that 1,754 were referred for the generic heading of drug use, 3,777 specifically for marihuana use, 1,906 for alcohol, 500 for pills, 162 for hard drugs, 1,275 for acting out, 3,206 for truancy and cutting, 3,188 for personal and social reasons, 2,396 for failing grade, 1,149 for a specific crisis situation, and 693 for a leadership team.

Chairman WOLFF. While you're there, the big drug of choice, we understand, is PCP now. We don't have that listed.

Mr. JAFFE. We've used this sheet for a number of years, and PCP is a fairly recent phenomenon.

Chairman WOLFF. Where would we find those young people who are abusing a substance like PCP in this?

Mr. JAFFE. We did not delineate specifically for PCP. We will amend this form so that it does include that. As I said, it's fairly new.

On the next page—

Chairman WOLFF. Excuse me for interrupting again but I must tell you that yesterday when we were here, one of the school board people indicated that 3 years ago she alerted the board to the problem of PCP in District 26.

Mr. JAFFE. Mrs. Sarnier.

Chairman WOLFF. Yes.

Mr. JAFFE. I think 2 or 3 years ago we were in contact with Mr. Mackell's office on that very problem, and my field coordinator met with their people and there was some kind of a Federal bust that we were helpful in with your office at that time. It was a rather large factory that was manufacturing things in Queens and we cooperated fully with your office at that time.

Do you recall that?

Mr. MACKELL. I do, indeed.

Mr. JAFFE. On the next page, we have our people fill out the amount of time that they spend on individual counseling, individual assistance with students. They give the student number, they give the day they saw them, they give the amount of time that was spent with them.

Backing that up should be an anecdotal record in their files that my supervisors can go to at any time.

So that we see, last year we had 30,079 individual counseling sessions with students.

On the next page, we have a breakdown of our group components. I won't bore you with the specifics. We run basic kinds of groups and our people must record when they meet with these groups and the numbers of the youngsters that are attending the groups. And there has to be a support document in their files indicating in synopsis form of what took place in that group.

So that we will find, for example, we ran 7,528 groups, 1,111 leadership sessions, 8,470 sessions for credit, and 5,453 rap sessions.

On the next page we have population—seeing other than the kids that were receiving direct service. So we see under there parents, faculty members, graduates, dropouts, other walk-ins, and agency reps. And my summary figures for that indicate that last year there were 3,539 sessions with parents. Faculty seen was 3,822. Graduates seen, 3,143. Dropouts seen, 923. Agency reps, 970.

We then have other components of the program and time spent by our staff consisting of assembly presentations, classroom presentations, faculty presentations, et cetera. And my breakdown of that is that last year there were 262 assembly presentations and we saw roughly 9,770 kids in assemblies. There were 1,091 classroom presentations done by the kids themselves with our staff.

We impacted upon 35,746 youngsters. There were 283 faculty presentations and we saw 6,157 faculty members in those presentations, 68 PTA presentations with 1,148 parents being involved.

We then have a number of consultation items. On the next page, people that my staff met with within the school for purposes of referral, guidance counselors, teachers, deans, medical peers, BCG attendance, district officer, outside agency time spent, and then we break down our referrals.

I cite this to you, Congressman, to indicate that schoolbased drug programs have collected a great deal of data, and we've been proud of the amount of data that we have collected.

What has happened with that data after we have submitted it to the responsible agencies is something that we have some concerns about, because it would appear that in order for there to be some kind of coordinated effort, vis-a-vis the agencies and the programs, there would have to be ongoing feedback based upon the data, so that programs can be retooled and restructured.

That has not taken place in the past.

I thank the committee again for the opportunity for allowing me to testify.

Chairman WOLFF. Thank you very much, Mr. Jaffe. Certainly, your presentation and that of Mrs. Latty have cleared up the reasons for the lack of information this committee has been able to obtain thus far—the reasons why certain parts of the information we require are not available.

Now there are specific questions I'd like to go into, and I'm sure my colleagues on the panel here have some questions as well.

You indicated in your figures that you counseled 8,000 students, am I correct?

Mr. JAFFE. Yes; 8,995 youngsters who were involved with us on an interventionist basis.

That means that we worked with them intensively and over a significant period of time.

Chairman WOLFF. The SPARK program is for the high schools and junior highs. Am I correct?

Mr. JAFFE. Only the high schools, Congressman.

Chairman WOLFF. Where do we find that type of work being done with the junior high and the elementary school? Is that totally done by the school boards?

Mr. JAFFE. Each of the 32 community school districts has their own drug prevention program, by and large, paralleling the SPARK program philosophically in that direction.

Chairman WOLFF. We heard yesterday from Mr. Kaplan and his school district. He's only able to provide counselors and assistants to 11 of the 24 schools.

What happens to the rest of them?

Mr. JAFFE. They go without service. Mr. Kaplan's program is particularly effective. His director, Mr. Landro, is one of the best in the business. I think their funding level is somewhere around \$350,000, or some number like that.

Chairman WOLFF. Of course, they couldn't give us any figures as to the number of youngsters that they were able to take care of. When you try to average something like that out, you have 24,000 students, yet \$350,000. If you average it out, it's about \$15 a student.

But by the same token, not every one of those 24,000 needs the counseling.

So if there are only, perhaps, 3,000 you've got \$100 per pupil, or \$125 per pupil. That's why there's a discrepancy. These figures can be really bounced around in a variety of ways.

Mr. JAFFE. Congressman, if I may—most programs, given the scarcity of dollars, must, of necessity, prioritize their professional thrust, so that there is a sliding scale of priority in terms of the youth scene, No. 1.

Chairman WOLFF. If you prioritize the schools, then you have people that are half pregnant as addicts in some of those schools, you know, because, after all, you know, if you do it on a school basis, you've got kids that are in need of treatment who are not getting the treatment or the intervention or the counseling that they need.

Mr. JAFFE. There's no question of that, that kids are not receiving the kind of service they need because the funds have not made enough staff available for that.

I have one person in an average high school, for example, with, let's say, 3,000 students and there's no way in the world that my one staff person can service that effectively.

Chairman WOLFF. Now I'm getting to the point of the 8,000. Do you consider that this is the extent of the problem in the city high schools?

Mr. JAFFE. No; this is the number that less than 100 people can service in the high schools, yes.

Chairman WOLFF. What would you estimate is the extent of the problem, the magnitude of the problem in the high schools?

Mr. JAFFE. Well, it would really depend, Congressman, on how you define the problem. If you want to limit it specifically to hard drug use, I would say that the problem is not of gargantuan proportions. If you want to include in the definition of the problem youngsters who are experimenting and using drugs, then you immediately increase the scope of the problem.

If you want to include in your definition of the problem those youngsters who are drug prone and who will be candidates to use the drugs, based upon indices such as attendance, grades, acting out, then you've immediately expanded the scope of the problem.

So it depends upon your definition.

Chairman WOLFF. We have a hardcore truancy of 80,000. What percentage of that would you include in your problem area of drug abusers?

Mr. JAFFE. Congressman, I have behind me Mr. Rudolph Callender, who's director of the bureau of attendance. And it might very well be that he can address himself to that question better than myself.

Chairman WOLFF. All right. Would you mind being sworn, please? [The witness is sworn.]

Chairman WOLFF. Could you give us an idea of the hardcore absentees? We understand that there are in the city of New York some 200,000 absentees on an average day. Of that, some 80,000 are considered to be hard core absentees.

Am I correct in that?

Mr. CALLENDER. Yes. First, my name is Rudolph Callender, and I'm presently director of the bureau of attendance for the board of education.

I was formerly a district supervisor for attendance in the Bronx. And as was mentioned here this morning, the chancellor is very much aware of this problem of 200,000 children absent and 80,000 hardcore truants.

We regretfully say that we do not have statistics on the number of children, hardcore truants, who may be on drugs. We have found from my staff's experience on making visits and investigating absences of

children, that a lot of those absences are involved with stealing, running away from home, hanging out with gangs, broken homes, a lot of mobility. And we have never really gathered statistics to find out exactly how many may have been on drugs.

We have six units, six attendance teachers who work citywide, who work in Brooklyn, the Bronx, and Manhattan, and they work in conjunction with the transit police. And they pick up many of these hardcore truants on the trains, on 42d Street, Coney Island, Rockaway, Central Park; you name it, the places where, you know, children have a tendency to congregate.

Chairman WOLFF. How many people do you have in your total attendance bureau?

Mr. CALLENDER. At the present time, only 221 citywide.

Chairman WOLFF. What has been the record of that in the past? Have you had more people?

Mr. CALLENDER. Yes, sir, definitely. Way back in 1970, 1971, we had approximately 520, 527. But due to the budget crisis and the cuts, decisions had to be made in local school boards and the central staff has been cut. The chancellor is aware that this is a serious problem, and one of the things he's looking at is looking at the staffing and thinking in terms of how to maybe reorganize the staffing, whether it's a professional staff and the role of paraprofessionals involved in checking on these children.

I was mentioning about children being apprehended. We have six attendance teachers doing this with the transit police. And in 1976-77, we apprehended 10,448 children in this category. And our agency worked with the project with the College of Criminal Justice, where they let some other students work with our attendance staff to follow up on these children, because that was one of the weak points in the program of following up on the children to see what happened.

And last school year, we were able to apprehend 17,000, which is an increase of 7,000 more than the first year.

So, again, the chancellor is looking at this. And maybe there is a possibility that these units will be expanded, because we estimate that with expanded units in Queens and other boroughs, we could apprehend double that, because the children are definitely out there.

Chairman WOLFF. Are you a member of the task force on attendance?

Mr. CALLENDER. Yes; the task force has been meeting with me, you know. I'm not an active member. They have other members on the task force. But Mrs. Latty, who's been chairing it, has met with me, my staff, and we sat down and reviewed programs and statistics, suggestions from my staff on how to reorganize our bureau.

Mrs. LATTY. May I interrupt for a moment, please?

You mentioned how would we identify? You know, out of the 80,000 truants in the hardcore, persons who are using drugs in that category—

I spoke to Mr. Callender about something that I had done in my former district and I had worked closely with the police precincts, and they have what is called a crime comparison report that I'm sure many of you are familiar with. It's done annually, January through December.

Now last year, when we were planning our drug program and I was still a community superintendent, I got the 1977 report. And that



broke down the categories of offenses, misdemeanors, felonies, et cetera. And in those categories, we found that there were drug users. And I'm not identifying children. But we do have figures.

For example, youngsters under 16, you know, we found 174 in the 16 category. So that what we intended to do at the board is to gather more accurate statistics and zero in on those problems, so that we can make a needs assessment and service those children who need to be serviced.

Congressman Wolff, you mentioned that sometimes in, like district 15, because of lack of funds, they had to prioritize the services that they were giving to the schools, and possibly the schools that they weren't servicing, they had pregnant girls.

What I'm trying to say is that I think if we do a needs assessment, and we're going to use the funds that we do have in a better way, then possibly we can't solve all the problems, but we may be able to do a better job.

Chairman WOLFF. When was this task force established?

Mrs. LATTY. The task force was established as soon as the chancellor came on board. That was at the beginning of July 1. We had the meeting with Senator McCall's task force. Many members met with the chancellor and myself and Mr. Callender, members on the chancellor's staff. We had established the force and we are reviewing the problems.

Mr. BIAGGI. Mr. Chairman, in the course of the hearings, the question was raised as to the method of reporting attendance. What figures do you use? What basis do you use? The student reporting to a home class, or students actually attending all their classes?

Mr. CALLENDER. Oh, yes, it varies, depending on the level, elementary, junior high, high school.

In the high school, the child must have attended the homeroom or the first period. Now what happens is that if he attends, say, for two complete periods, and he's marked present, there is some evidence that he's marked present for the whole day for State aid purposes. And he'll be marked cutting from his other classes, and that's an in-school administrative problem.

But that child may be out on the street truanting, but he's been marked present. So that creates additional problems.

In the elementary school, if the child is marked present and he attends for an hour and a half or two and he's marked present for the whole day, gets credit for State aid. But then if he takes off and is caught on the street, that's an additional case.

The children you have percentage of attendance for, the data received by the board of education, are those children who are marked absent from their homerooms. Those are not the ones who are cutting.

Mr. BIAGGI. Are you in a position to tell this committee the statistics of those that are cutting?

Mr. CALLENDER. In our bureau of attendance, we do not gather statistics on the cutting in schools. That would be up to the principals of the various schools. We don't have that information.

Mr. BIAGGI. My experience tells me that's a commonplace practice. Is it your experience?

Mr. CALLENDER. Again, as I say, I don't have any statistics on the amount of cutting. We have apprehended children on the streets, and we have received referrals where children have not been absent all

day, you know, like 3 weeks or 4 weeks, but they were in and out, or they were present for one or two periods and they took off.

But how many children are in that category? I'm sorry, we do not have that information.

Chairman WOLFF. We've heard this referred to as somewhat of a ghost population within the schools. Can you estimate what that so-called ghost population is?

Mr. CALLENDER. When you say "ghost," I think you're referring to what they call no-shows and long-term absences.

Chairman WOLFF. No, we're talking about the people who sign in and then do not show up for the remainder of classes.

Mrs. LATTY. In-school truants loitering around the halls and so forth.

Mr. CALLENDER. Again, we must be very careful about how we're describing what we're looking at. If a child does not appear in school at the beginning of the school term, say, when school starts in September, we have many, many children who do not report for various reasons, for the first week, 2 weeks, 3 weeks, maybe 2 months. We'll have maybe 5,000 or 6,000 children in that category. They have not appeared in school.

So that's a group of children that we're looking for. They're on the register being marked absent every day. And this will be something that the chancellor and the task force is looking at. Maybe in September and October when a lot of those children are not appearing, for whatever the reason, they're coming from the junior high schools to the schools and haven't gotten there—we then have to look at how we can identify those children and service them.

Then, once the school term has started, there's a lot of what they call long-term absences where children are out 20, 40, 50 days in a row. They're on register and we're looking for them. We have to find them.

You see, we have to go out—the attendance teachers and school personnel have to go out into the community, into the homes, and look for these children.

Chairman WOLFF. Are you ever audited on your attendance figures? In other words, since this is somewhat of a practice, that it is a gray area, so to speak, are you audited on these figures? Does the State accept your figures without auditing?

Mr. CALLENDER. No. There is some auditing on the part of the State. As far as I know, it's not regular. But at the present time, I know they're doing some auditing. They are auditing on a regular basis.

Chairman WOLFF. I'm not talking about auditing the figures that you report, but I'm talking about auditing the cuts as well.

In other words, the phantom group.

Mr. CALLENDER. There is no evidence on my part that the State is auditing those figures. But I'll tell you that the board of education and out of the chancellor's office they audit it, because at the end of October, they have a system, every school has a system of reporting those children in an A group and a B group who have not appeared for the entire 2 months and who have not appeared—

Chairman WOLFF. I'm not talking about that.

Mrs. LATTY. I think you're talking about the in-school truants who roam the halls.

Chairman WOLFF. That's correct, the in-school truants and those people who just sign up at their homeroom and then leave.

Mr. CALLENDER. Again, as I mentioned before, that's an in-school administrative problem.

Chairman WOLFF. It's more than that, Mr. Callender, because if you have reported figures of 200,000 who are not attending school physically and you have another population yet, although they have signed in, are not regular attendees of the school, then the 200,000 is not an absolute figure by any means.

Mr. CALLENDER. We definitely could agree with that.

Chairman WOLFF. All right. Now what would you say since you do have certain figures on this from the various schools, what would you say is that additional ghost population that attends for their first hour's schools and then takes off?

Mrs. LATTY. What you mentioned is a very real problem in certain schools, and it's pretty difficult to generalize how well the in-school truant is being followed up because the in-school truant can be most disruptive and a problem.

I do know that Hillcrest High School has monitored cutters, and I believe also Brandeis High School had a computer system.

In my former district we monitored cutters, particularly in the junior highs where it was a problem. As you know, the children change every 45 minutes. They are late in getting to their subject classes. They may attend their homeroom classes to check in for the morning and to also check out in the afternoon. So their attendance is reported for that day.

And what one attempts to do is to monitor those children who are in the hall after the late bell. So that you would find in certain districts, in certain schools they would keep records of children who are caught after the late bell in the hall. And usually, what we try to do is follow up, if there is a dean and an assistant principal in charge of pupil personnel services, by contacting the home if this is a common practice.

Chairman WOLFF. What we are trying to do, Mrs. Latty—

Mrs. LATTY. No; we don't have any figures actually for this.

Chairman WOLFF. Can you give us some estimates? If this is a problem, shouldn't there be some handle on the figures as to the magnitude of the problem?

Mrs. LATTY. I agree with you, but we don't have any figures.

Mr. CALLENDER. Yes; there is no doubt that—we definitely agree that this is a problem.

Chairman WOLFF. How large a problem is it, that's what we're talking about. In other words, is it an insignificant part? Is it a significant part of the school population?

What really are we talking about?

Mr. CALLENDER. Well, since we don't have the data, Congressman, that's one of the things the chancellor is going to look into, monitoring the local community schools and finding out what this data is and where it is.

Chairman WOLFF. If you come down to it, I'm not interested in reducing the amount of State aid to the city schools; I'm interested in increasing it. But by the same token, there's really a very serious discrepancy when you come to the idea of talking about a 200,000

figure, and you really don't know how many kids are attending school, because you are involved right now with 20 percent out of a total school population of—what is it—1,093,000. You're involved with 20 percent absenteeism. Is it another 5 percent we're talking about? Is it another 10 percent, 20 percent? What is it that we're talking about?

Mr. CALLENDER. And again, we do not have those figures, sir.

Mr. BIAGGI. It would seem to me that it would be incumbent upon the officials to embark on a program to ascertain just what the situation truly is. It may be one that they're reluctant to do because of the potential danger to the funding process, but hell, if you don't provide some remedy or a pretty accurate diagnosis—

Mr. Chairman, I'm going to have to leave. But before I go I'd like to go back to some questions raised earlier on. I'd like to return to the question of why the application was refused.

Mrs. LATTY. I have an answer at this point.

In September of 1977 members of the office of funded programs traveled to Washington, D.C., to explore the possibilities of additional funds for our school-based drug and alcohol programs. Our visit to the National Institute on Drug Abuse and the U.S. Office of Education proved fruitless. We were told that programs such as ours were not top priority, such as prevention programs. Federal funds had been earmarked for basic resources and analysis of methods of replication purposes. Other efforts were aimed at the National Institute of Mental Health and the National Institute of Mental Hygiene.

Presently, the office of funded programs and the chancellor's task force on school-based alcohol and substance abuse prevention programs are seeking alternative avenues of funding, and it is our belief that we will be back and pressing again for additional funds.

Chairman WOLFF. Mrs. Latty, may I just say, before the gentleman leaves, we have some people here from HEW, and we would be very happy to see that they stay around for a little bit so that you can interface with them and see if we can alleviate this problem. This is where it's all at, very frankly.

Mrs. LATTY. We appreciate this opportunity to be able to discuss this further.

Chairman WOLFF. I would say to Mr. Biaggi that we did get some figures, and for individual school boards. There has been money given to individual schools.

Mrs. LATTY. I was going to say, individual districts went to their congressional representatives for help and were turned down last year, except for—was it one?

Chairman WOLFF. We have school board No. 15, 24, 16, and 23 all received money.

Mr. JAFFE. I'm not familiar with that.

Mr. BIAGGI. They can keep a secret. [Laughter.]

Mr. JAFFE. When I went down to Washington and spoke to the people from NIDA, NIAAA, and NIH, we were told that the amount of money that was budgeted nationally for prevention at NIDA, for example, was miniscule. I don't recall the dollar amount.

Chairman WOLFF. \$2 million.

Mr. JAFFE. That's national.

That's absolutely ridiculous.

Chairman WOLFF. Let me just say to you that it's something that Mr. Biaggi and a number of members of this committee have worked on, and that is the fact, that we have about 40 percent of the addict population in the United States, which should mean that there should be somewhere around \$800,000 out of that \$2 million that would be available to us. I mean, if you're basing it upon priority and need, it would exist to that degree.

So therefore, if we get from NIDA less than \$100,000, then there is something lacking someplace, and we as a committee want to know about this.

Mr. JAFFE. I would hope that as a result of this committee that there would be engendered an attitude in Washington from NIDA, from NIAA, that would be one of advocacy and one of support.

Chairman WOLFF. We will be happy to do it if you will give the information. This is what we've been lacking.

Mr. Mann?

Mr. MANN. Mrs. Latty, you referred to the apprehension of 10,000 truants and then some 17,000 truants. What happens when you apprehend such a student?

Mr. CALLENDER. Well, many things may happen, sir.

You must remember first that when the child is apprehended on the street, he's usually in a state of trauma, usually, because he's running around—he might have been absent from school for a month, 6 days—it varies. What we do, we interview the youngster, find out what school he attends, verify that he attends that school, because many youngsters are very sophisticated today. They'll give you the name of a child who's registered for school, attending every day, so we have to make sure we have the right body, and we verify it with the school.

We then make an effort to contact his home and let his parent know that the child is within our sites.

In many, many cases the parents cannot be located. Either they're out to work, the phone is disconnected. It's extremely difficult.

So then what we do is, we speak again—try to keep—continually trying to find the parent or making some contact with a relative, you know, through the schools. If we find at some point that we're unable to do so, that we cannot, we then call the school, tell the school we're sending the youngster back with a note that he was apprehended on such and such a date and we make up a referral to that community school district to follow up an investigation.

Now, this is—and we know—this is what we've been looking at—is not the best thing to do, but we have so many children that have been apprehended, and with the budget cuts we do not have the staff to escort the child to the school or to his home, and what we hope to do this year is to use the students from the college to assist us in doing this particular project.

Mr. MANN. Is it within the authority of your office to telephone the principals of the schools, realizing the administrative burden that is already on them, to submit this cutting information to your office or to monitor the cutting information submitted to your office?

Mrs. LATTY. I think the chancellor will request that. It is a problem. It does create problems within the school, and I think he may want this information. I think parents want to know that when they

send their children to school, they are getting instruction. They are in the classroom, in place, not in the halls getting into trouble.

Mr. MANN. I agree. Of course, the records you are keeping relate to money. These records relate to learning. I think that's the point you were making.

Mr. CALLENDER. And I'm sure that when we get that data the chancellor will make it available to this committee because we think it's very important, too.

Mr. MANN. Mr. Jaffe, I know that it's simplistic, but is there a dominating dilemma or problem that you've identified within the school system?

Mr. JAFFE. Drug use is a multifaceted problem, and it's one that has—it's impacted upon by a whole batch of variables. The school is, in actuality, a microcosm of society, and we are a drug oriented society for a variety of reasons. Youngsters do drugs by and large as a result of any one or any combination of the following: Peer pressure, negative feelings about themselves, an attempt to escape from a rather difficult reality that they have difficulty dealing with, inability to negotiate behind some systems that they are expected to negotiate—that includes the school system which is a difficult one to negotiate through, home situations that sometimes can serve as a significant deterrent in terms of a youngster's growth, though very often the media constitutes or develops a negative role model for the kids to identify with, and I'm talking about those constant allusions to the beautiful people in the disco scene with the common use of cocaine; we're talking about people who make a living as professional drunks on television. There are so many reasons, Congressman.

And then for many youngsters drugs are a source of pleasure, as for many adults.

Mr. MANN. How do you account for the large number or the surprisingly large number of girls vis-a-vis boys—is it the same type? Do they use the same drugs? Is it more experimental, or are there just as many hardcore, habitual users?

Mr. JAFFE. You're talking about the data that I gave you before?

Mr. MANN. Yes.

Mr. JAFFE. That's a question that we've looked at, because we've been interested in why the number of girls coming in is significantly larger than the national figures. It just doesn't seem to make sense.

The best that we can come up with on that is that our youngsters are not, by and large—they are not hardcore drug abusers. Anybody that comes in that's a hardcore drug abuser, our function is to refer them to a treatment agency. We're not a treatment program.

So they come in for a variety of reasons, ranging almost from finding a place where they'll have a concerned, warm, sympathetic adult, where they can share their feelings within a group or with that person, to have a place where they can go in moments of crisis. And it may be that given the psychological and physiological development of adolescents, that girls are a little more advanced at that state of the game than boys, and as a result are more open to the myriad of problems and sensitivities to school, society, et cetera, that will enable them to facilitate—to use our services.

It may also be that at one point the bulk of our staff was male, and I suspect that might be a factor, also—I don't know.

It's a good and interesting question. It's one that we'll probably take a harder look at in the future years.

Mr. MANN. There is no clear evidence that their use of drugs is at a higher level than that of males?

Mr. JAFFE. No.

Mr. MANN. Thank you.

Thank you, Mr. Chairman.

Chairman WOLFF. Mr. Mackell?

Mr. MACKELL. Mr. Jaffe, you've answered most of the questions that were prepared for you by our staff. There's one question, however—you indicate that you make your reports of all the statistics to the various agencies that you do business with. Do you, among others, report them to the department of health?

Mr. JAFFE. No, sir.

Mr. MACKELL. And why?

Mr. JAFFE. One, the department of health has not asked us to report to them in a number of years. There are no forms, to my knowledge, existing whereby we could report if we wished to report, and I don't think we wish to report.

But my understanding is that if you are referring to the narcotics register, Mr. Mackell, this was an instrument that was put to rest a number of years ago by Dr. Newman and, I think, at that time the then Mayor Lindsay.

Mr. MACKELL. But it's still on the statutes.

Mr. JAFFE. It may be, but nobody's asked us to report. And if I may, I'd like to share some of our thinking with you on that.

The Narcotics Register as it now is constituted—and this goes back to 1972—nobody has raised this in the last 5 years—

Mr. MACKELL. But it's still the law.

Mr. JAFFE. It may be.

Narcotics Register, as it is now constituted, is counter-productive as far as the board of education prevention programs. Although the board of health has affirmed the confidential nature of these reports, feedback from the field indicates that high school youngsters do not believe that this is so. The result, therefore, is that whether real or imagined, this belief has stopped and will continue to stop youngsters from actively seeking our help.

Since we are a service program out for the purpose of facilitating referrals for addicted youngsters and providing direct prevention service for other youngsters, the existence of the Narcotics Register mitigates against our effectiveness.

We have been told by representatives of the board of health that as of this writing there is no existing provision for removing a name that has been placed on the register. As parents and professionals, the above group felt—I'm referring to a group that met on this—that the reporting mechanism might in actuality be a lifelong stigmatizing device which could do irreparable harm to the student under a new city hall administration.

Given the fact that names have been submitted since 1964 with no provision for removal, the group raised serious questions as to the accuracy of the data bank as it now exists. It was felt that since the total foundation of the register could be in serious error, we would be further compounding the error by adding names to this faulty mecha-

nism, as well as jeopardizing further the rights of the students whose names would be submitted.

We've been told time after time by the board of health officials that no coding system other than the use of names can be devised. We couldn't conceive that in the time when the Government was able to send people to the moon that a coding system other than names couldn't be devised by a governmental agency.

Because our program ties us in very closely with the community and parents and is built on a relationship of trust, the group rejected the suggestion that names could be submitted without informing either parents or students.

In essence, I think you have the thrust of our concerns back in 1972 with the Narcotics Register.

Mr. MACKELL. You do refer numbers to all these other agencies.

Mr. JAFFE. No problem with numbers. They wanted names and addresses.

Mr. MACKELL. Maybe perhaps the legislature should be advised of this sentiment.

Mr. JAFFE. They were at the time, Mr. Mackell. We met with a number of State committees, and we transmitted this information. And then after that it was all over. Nobody said a word to us. There were no more forms, and to the best of my knowledge, the Narcotics Register was abolished in New York City.

Now, it may very well be a statute.

Mr. MACKELL. Mr. Callender, you answered Congressman Mann about what happens generally to youngsters who are apprehended by members of your staff. Is it not a violation of our laws for parents to permit their youngsters to be absent from school without justification?

Mr. CALLENDER. Oh, yes, sir. Definitely. There's a statute on the books that says—it's a State education law—that children must be attending school on a regular basis from ages 6 to 17.

Mr. MACKELL. Isn't this one of the alternatives you have, perhaps making even examples of this kind of thing, to force parents to make sure that their children are attending school?

Mr. CALLENDER. Yes, and we have, in a very limited way.

We do have the authority to take the parents into family court.

Mr. MACKELL. Wouldn't that be a good means of maybe affecting the rate of absenteeism?

Mr. CALLENDER. Yes, in a way, but in a small way.

You see, we have got a lot of problems with that, too. It's just like other agencies are having difficulty with case loads and staffing and so forth, and when attendance teachers bring cases into court, it's not only very time consuming, and the child is placed maybe back on probation, is out of school again, and is not involved, and we've been working with the courts on this to try to streamline the referrals and to try to get a definite decision on some of the cases.

But we do take families into court. We definitely do. Not a large amount, but we definitely do.

Mr. MACKELL. I spoke to you earlier before the hearing started this morning about a letter that we received, the committee received from Judge Williams, the administrative judge of the family court here in the city, where he indicated that there was a lack of cooperation between the board of education and the family court to do an analysis



of the youngsters that come into their jurisdiction, whether or not the problem related to truancy or whatever.

Mr. CALLENDER. I'm not aware of the letters I mentioned to you when we talked, but I'd definitely like to look into it to find out what the judge was talking about in that particular regard.

But I know one of the problems we have is—you see, a child may be brought into court, say for breaking into a car, and when he's brought into court, one of the things they would ask the youngster is, is he attending school.

Now, we may not have that referral. That is, the bureau of attendance may not be aware that this child is out. But whatever the reason is—that he may not be marked absent from his school.

In the second part, we have attendance teachers bringing cases in separately because children are absent because of truancy. The parent says, "I can't do anything with him." And I think you need the authority of the court. So there are two cases coming in.

Now, we've had instances where the judge says, well, maybe this child that was brought in for breaking into a car really should be referred back to the bureau of attendance or back to the local district because he wasn't attending school, and perhaps maybe the bureau and the board of education might be able to handle that.

Now, this is one of the things that we are going to look at as far as the court mechanics is concerned, that maybe in the local districts and in the schools these cases should be referred to bureau of attendance or the guidance counselor or the service that's available before the child is brought into court.

Mr. MACKELL. Wouldn't it be a good idea to sort of follow up on that area?

Mr. CALLENDER. Definitely.

Mrs. LATTY. We will contact Judge Williams and we will follow up and try to interface with other city agencies in reference to this.

Mr. CALLENDER. I'd like to mention that Judge Williams spoke at one of the conferences, and he did mention this as a speaker at one of the attendance conferences about this, so we are aware of it.

Thank you.

Mr. JAFFE. Mr. Mackell, I've been informed by—Miss Pedone reminded me that we do submit, and we have submitted that to the department of health in terms of numbers.

Dr. Bihari, who was the former commissioner of the addiction service agency, who is a deputy commission of the department of health, knows that those figures went directly to the department.

Mr. MACKELL. As a matter of fact, Dr. Bihari expressed in one of our hearings that he was not opposed to the reporting to the department of health. As a matter of fact, he practically guaranteed the confidentiality of any reports that would be received by the department of health. It's sort of a little different from the contents of that report.

Chairman WOLFF. Have you had any OD's in the schools in the last year or two?

Mr. JAFFE. I would have to refer that to Mr. Irish of the office of school safety.

We don't get reports of ODs. We only have our people's subjective reporting. They'll call up and say this may have happened.

I don't recall more than two calls in the last couple of years, but that does not constitute a systematic response to your question. I can only tell you in terms of the people.

Chairman WOLFF. Could we find out from Mr. Irish?

Would you be sworn, please.

[Witness sworn.]

Mr. IRISH. In answer to your question, Congressman, we don't have any definitive numbers on the number of OD cases that have been experienced in the schools. I read almost every report that comes in that relates to narcotics, and I can tell you that I remember a number of instances—not too many but a small number of instances where the report will indicate that a youngster might have indulged in too much alcohol or some kind of drugs.

Chairman WOLFF. On the question of a youngster who is found to be using a particular substance when you refer that youngster over to an agency, is the same procedure established with reference to the narcotics list?

In other words, we have been told by a number of people that there is a reluctance upon the part of teachers to report youngsters who are abusing some mind-altering substance, whether it be alcohol, marihuana, heroin, angel dust or any type of substance. Is there that same reluctance to report a youngster into a treatment program, to send that youngster into a treatment program?

Mr. JAFFE. Congressman, last year, as I indicated, we had 970 referrals from teachers within the high school.

Chairman WOLFF. Let's come to the point—970, is that the extent—that's what I came to before.

Mr. JAFFE. I don't maintain that that's the extent at all, Congressman. I'm sure the extent of the problem goes beyond that.

Chairman WOLFF. Therefore, there are youngsters in school probably, that are not being treated, am I correct on that?

Mr. JAFFE. I think you're absolutely correct.

Chairman WOLFF. On the basis of the reluctance to stigmatize?

Mr. JAFFE. That's not the basis. The basis, Congressman, is not the reluctance to stigmatize or to refer; the basis is the lack of staff and personnel. When you have—again, as I've said—when you have one person in the school of 3,000 youngsters, of necessity you're not going to have him able to work with that entire student body.

Mr. MACKELL. I take it you have projected what you would need in order to do an adequate job, and I take it what you have said is that an adequate job cannot be done today under the present circumstances; am I correct?

Mr. JAFFE. I'm sorry, I missed that.

Chairman WOLFF. You have projected what will be required in the way of funds to do an adequate job. With that in mind, you do not have the funds to date to do an adequate job, am I correct in that?

Mr. JAFFE. Yes; that is correct.

Chairman WOLFF. Could you give this committee an idea of what you think would be required in order for us to be able to address ourselves in fact to the problem, rather than in somewhat of a cosmetic fashion, as we have to do today? We're just asking you to give us some round figures.

Mr. JAFFE. I have a budget projection for the SPARK program in the high schools. If that holds true for the districts, and I suspect that it does, our projected budget would be roughly around \$5 million in order to service effectively youngsters within the high schools and try to meet the demands of the problem. That's approximately twice our budget.

Chairman WOLFF. You today get about \$2½ million?

Mr. JAFFE. We get \$2.4 million, right. The total budget allocation for the city of New York is a little over \$12 million. So if my projection has relevance to the districts, then it would seem to me that the total number for the city might very well be somewhere around \$23, \$24 million.

Chairman WOLFF. And that is for what?

Mr. JAFFE. That would be to provide certainly much more adequate drug services for youngsters throughout the entire city.

Chairman WOLFF. What would be the drug services?

Mr. JAFFE. The drug services would be the kinds of services that all of the programs engage in: One, an outreach program that would identify youngsters needing the service within the school; two, an intake procedure whereby youngsters would be fed into any one—

Mrs. LATTY. May I just interrupt? I was trying to say to him, because the chancellor has spoken to me about it, he would like to get an accurate reporting of really what's going on before he asks for money. You may have done that on a small scale in the SPARK program.

Mr. JAFFE. Yes.

Mrs. LATTY. But it certainly does not address itself to the entire program in the New York City school system, so that I think at this moment, to ask even for an approximation about what you think might be the costs—I think the chancellor would like to really study the problem, and then have accurate figures on which to base his request.

Chairman WOLFF. Let me ask you: Is the drug problem that we face today a new phenomenon? Has it been going on for a time? How long has it been going on?

Mr. JAFFE. Congressman, the problem is not a new one. The only thing that's new are the fads that emerge PCP, as you know, is one of the newer ones. The drug problem has been with us for a long time. As a matter of fact, the schoolbased drug prevention programs were constituted by Governor Rockefeller at that time, in 1971, in direct response to a heroin epidemic that was sweeping the city.

Chairman WOLFF. My question is a natural one: why do we have to wait until now in order to be able to get the figures to define the problem?

Mr. JAFFE. I think you'd have to go through the responsible agencies, the addiction service agency or the State, for that.

Chairman WOLFF. What would you say the reason is for that? Why haven't we had these figures?

Mr. JAFFE. I think that the performance of the addiction services agency ranged from criminal to incompetent, and I think you would have to go to that source to find out why you were not given figures that we presented to them year after year.

Chairman WOLFF. Well, I should hope. And I take it that you are going to see to it that changes are made.

Mrs. LATTY. We're going to pursue the matter.

Chairman WOLFF. I'd like to get to another point. Perhaps Mr. Irish can answer this. I understand there's an increase in vandalism and violence within the schools, am I correct in that?

Mr. IRISH. There has been an increase in all types of incidents in the schools.

Chairman WOLFF. To what do you attribute it?

Mr. IRISH. Basically, I think it's the same thing that we've been talking about with the drugs, that there's a different perception on the part of young people as to the rights of others, as to their responsibilities, as to their responses to adults and figures of authority, as to how the family is constituted. I just think that it's a total change in the attitudes of young people toward figures of authority. I think that all goes toward—

Chairman WOLFF. We heard there are five schools that have police officers in them.

Mr. IRISH. Basically, officially, there are no schools that have police officers assigned, since commissioner—oh, for the last 2 years, the police department has cooperated with us in having police officers assigned to the school and its immediate vicinity. But to my knowledge, there are no schools where there's a police officer assigned directly to the school.

Chairman WOLFF. We have heard from Captain Daly, I believe it was, who indicated that there are five schools where there are police officers that are assigned inside the schools. I was wondering whether or not you, as a safety officer, could indicate to us why those particular schools were singled out? Is it something that is beyond your control?

Mr. IRISH. As I've said, to my knowledge—and I have spoken to the police commissioner—his directives, and I believe they're in writing—and I'd like to have been here when Captain Daly testified—the police commissioner had indicated that he did not want police officers assigned in and directly to a school. So it was my impression that the officers are assigned in and around a school to give particular attention to the school.

I don't know the five schools that Captain Daly indicated. If you would tell me, I would probably be able to respond more adequately.

Chairman WOLFF. This is the testimony of Captain Daly.

Mr. PERLOE. There are 10 schools.

Chairman WOLFF. We'll furnish that to you, if you could check on it and give us what you perceive to be the problem.

Chairman WOLFF. What happens when you, or one of your people, apprehend a youngster in the school with narcotics?

Mr. IRISH. It depends. When we assign someone to the school, they, once they're in the school, are directly under the control of the principal. The principal will make the decision as to what is the outcome or what is done with the youngster.

Chairman WOLFF. Well, you get all the reports of that.

Mr. IRISH. I get reports on it. In all honesty, I probably don't get all reports on it, now.

Mrs. LARRY. There is a board of education policy that the principal is informed if a security officer finds a child with narcotics, and then it should be reported to the police and to the parent of the child.

Chairman WOLFF. Are we not getting into the same situation as before? Maybe the principal does not want to stigmatize the youngster.

Maybe the fact is that if they had too many incidents within the school, it might go into the record of the individual principal.

Mrs. LATTY. Knowing human nature, you're probably right. But however, we find it is the duty of the principal to report it immediately to the police; and also, the child should be suspended and the parent should be called.

Chairman WOLFF. We also have heard testimony that indicates that when substances taken from the youngsters are confiscated—equipment, weapons, and the like—they are taken to the principal's office.

Mrs. LATTY. And the child is suspended.

Chairman WOLFF. What happens to that material? What happens to the drugs that are taken or the weapons that are taken?

Mrs. LATTY. Again, it should be turned over to the police, and the child should be suspended. I know that you're saying that these things are on paper, but whether or not it's being monitored or implemented, I think that's what you're—

Chairman WOLFF. I think that what we're getting at, the thrust of the questioning has been the oversight responsibility seems to have been lacking in the past. We hope that those changes will take place, to be able to really give us both a more accurate picture of the extent of the problem, as well as to be able to take whatever action is necessary in order to alleviate the problem.

Mrs. LATTY. Yes, I agree with you. And I mentioned in the chancellor's opening statement that there is a complete reporting system in the office of school safety, and we are addressing that problem of getting accurate data from the schools to the central board.

Mr. IRISH. In October of 1976 I became aware of some of the problems in terms of contraband drugs or dangerous weapons that might have been confiscated by school authorities, and I did send out a memo to all of the school principals laying out a procedure for disposing of any contraband drugs or dangerous weapons.

Chairman WOLFF. I'd like to get to one other point, and that's something that has been found by our investigators in the field, and that's the widespread abuse of the substance called PCP. You do not monitor that at the present time. I take it you're going to include that in your new monitoring reports?

Mr. JAFFE. I'm going to include it in my data-gathering, absolutely.

Chairman WOLFF. Could you give us an idea—perhaps, Mr. Irish, perhaps you are better able to indicate to us more than anyone else, how widespread the use of this drug is?

Mr. IRISH. Congressman, we've read some of the reports about the widespread use of PCP, and I've discussed it with Arthur. And frankly, we don't see it in the New York City school system. My reports don't indicate that we're having any widespread use of PCP. The reason I say that is because, having some knowledge of what the effects of PCP are, we believe that it would be impossible to have any widespread use without the youngster going into some kind of convulsive fit or showing that he's been using it. And we are not getting the reports that we have youngsters who are becoming unconscious, extremely violent, or having any of the classic reactions to PCP use.

Chairman WOLFF. Well, now, do you have any methods for testing PCP use or abuse by the students?

Mr. IRISH. No, sir.

Chairman WOLFF. It's only from visual discernments?

Mr. IRISH. Yes, it would be only from the visual observation of a youngster. As I said, I have read extensively on the medical or the physical effects of PCP, and my reports that I read in relation to narcotic use in the schools do not indicate that we have that kind of reaction from any large number of students.

Chairman WOLFF. Regarding drug trafficking in the schools, to who would the Drug Enforcement Administration relate?

Mr. IRISH. I have never had any contact with them at all. If they were dealing with drug traffic in the schools, I imagine they would call the police department, and the police department would then call me. I have gotten requests from the police department, for example, to have their undercover people go into school buildings, even at night, to observe drug traffic in the vicinity of schools. So I would get those requests.

Chairman WOLFF. Now, the police department says they have no undercover people at all for schools.

Mr. IRISH. No. Now, what I'm saying is that they would have what I would consider undercover people, narcotics agents that work for the police department. They work in civilian clothes. We don't have them per se in the schools, but have gotten requests from the narcotics units to have their people in our buildings to observe the sale of drugs in and around schools.

Chairman WOLFF. Now, we have heard that there are 8,000, according to the figures that have been given, 8,000 youngsters that you have intervened.

Mr. JAFFE. Let's call it 9,000.

Chairman WOLFF. 9,000. As to your observation of your people, what would you indicate would be an approximation, sort of a round-house figure, as to the extent of the drug problem in schools?

Mr. IRISH. Congressman, I couldn't even hazard a guess. I can tell you that our statistics indicate that we've had some 700 or 800 youngsters that we've become aware of who've been involved in narcotics over the past school year. Now, I imagine that we are dealing with a very limited number, because these are not reports of persons using drugs; these are reports of persons who have actually been found in possession of drugs. Consequently, having some idea of statistical analysis, you would assume that there was a much larger figure than 800.

By and large, I can say that if there is anything heartening—if we can say that there is something heartening about the use of drugs, our statistics indicate that the youngsters are dealing or using the soft drugs, marihuana. Most of the things my people come in contact with is marihuana and not hard drugs. And I can say that that is probably indicative of the different attitude, the changing attitudes of youngsters.

I see youngsters, for example, and my people report to me that they think of marihuana as they think of Chesterfields or Camels. There is not the idea that that is an illicit drug any more.

Chairman WOLFF. Is there anything that you have in the SPARK program that delineates the category of use or abuse? In other words, is there anything that would indicate to you that there is an abuse

of a substance like marihuana? And what would you consider to be an abuse of a substance like marihuana?

Mr. JAFFE. We have in our reporting form a delineation of the kind of drug that is used by the youngster.

Chairman WOLFF. And the frequency of use?

Mr. JAFFE. We don't have frequency, no. That's a good point. We should.

Chairman WOLFF. There's a load of difference if someone smokes a joint a year or someone smokes a joint every hour or two.

Mr. JAFFE. The survey that was conducted last year by the office of drug abuse service, they dealt with and state in some detail the frequency of use of specific drugs as found with the SPARK kids and the end result of intervention. Now, that's found in their report that your committee has available to it. That would be the closest thing that we would have in terms of a frequency measure of drug use.

Chairman WOLFF. The information that you give us relative to the question of PCP, angel dust, is contrary to the information that we have received from other sources, and the widespread abuse of this substance because of its ready availability might indicate the fact that there should be a closer look at this problem. I don't think it just can be determined by the attitudes of the youngsters. It may be that the youngster is abusing this substance out of school and the effects are not apparent within the school. It may well be that this youngster is using small amounts of this mixed with marihuana or other substances, and therefore these are not visibly ascertainable.

Mr. IRISH. Congressman, I want to make clear that I was only talking about during school hours. I certainly had no intention of extrapolating our figures to indicate that the youngsters are not using it, maybe outside school hours. I only wanted to make a point that it would seem to me that it would be apparent if the youngsters were using it during school hours because we would know it from their reaction. They are not.

Now, this summer, for example, we have done some experimental work where we've been covering some schools at night, and I can say, at least in one of those schools, there were indications that the youngsters, at least in the playground adjacent to it, that the youngsters were experimenting with all kinds of drugs. So the outside school activities, my testimony had no relation whatsoever to that.

Chairman WOLFF. Let me just recount to you the fact that the special prosecutor for narcotics matters came before this committee just the day before yesterday, and prior to that time. He indicated widespread abuse of both angel dust as well as other drugs, and heavy trafficking in certain areas of the city, using the schoolyards as the point of trafficking.

Now, you shake your head at this, but the testimony that has been given thus far this morning does not indicate the problem in the intensity with which others have indicated exists.

Mr. IRISH. Sterling Johnson and I grew up together and we still maintain close contact, and in fact I saw him Sunday. And we discussed some of this very matter, because we both knew we would be before your committee. And as I talked to Sterling, Sterling was talk-

ing about the trafficking in and around the schools—I mean around the schools, excuse me, rather than in the schools. And I think there's a vast difference, Congressman.

Chairman WOLFF. In other words, what you're saying is, that the trafficking doesn't take place in the schools, the abuse does not take place in the schools, but may take place around the schools?

Mr. IRISH. That's correct. That's absolutely correct.

Mr. JAFFE. Going back to your question about frequency, I'd like to read to you from the report. This is percentages based upon 3,893 respondents. Alcohol, January 1977, never used, 11 percent; no longer use, 13 percent; one or two times per year, 16 percent; one or two times per month, 31 percent; one of two times per week, 24 percent; daily, 5 percent. Marijuana: never used, 18 percent; no longer used, 17 percent; one or two times per year, 9 percent; one or two times per month, 19 percent; one or two times per week, 1 or 2 percent; daily, 15 percent.

Chairman WOLFF. That indicates about 55 percent, if I add up the figures correctly. I don't have a computer, but about 55 percent are using marijuana, is that correct?

Mr. JAFFE. It's probably higher than that that use marijuana.

Mr. MACKELL. On a regular basis.

Mr. JAFFE. I didn't add it up. Yes. In the report that was provided to you, it does have a breakdown, for hash and hallucinogens, stimulants, depressants, coke, et cetera.

Chairman WOLFF. We have found something else that is happening, and I was just wondering what experience you have had with it. Young people today trafficking in a variety of pills that are found in the home. As the result of the widespread abuse of substances like Valium and what have you, the youngsters are now taking these from the medicine chests and using them to traffic in to get other types of drugs of their choice. I wonder, Mr. Irish, have you had any experience with that at all, any seizures that have been made of drugs that are not used by the youngsters themselves, but that they trade with?

Mr. IRISH. I haven't had any extensive experience that would indicate any particular trends, Congressman.

Mr. JAFFE. Under depressants, which might include that category; never used, 76 percent; no longer used, 16 percent; one or two times per year, 4 percent; one or two times per month, 3 percent; one or two times per week, 0.7 percent.

Chairman WOLFF. That's the downers. What about the uppers?

Mr. JAFFE. Well, stimulants: no longer use or never used, 74 percent. Very similar to the depressants. But I think that again, subjectively, there are data on it. Speaking to kids, I think this is a problem that will be growing in the future. We have only to look at the testimony we've had before to begin to understand some of the dangers that we still have.

Chairman WOLFF. Is there a specific program that you have on educating youngsters to the dangers of mixing of these various substances?

I'm talking now of the dangers that exist from the mixing of booze and pills or some other type of drug.

Mr. JAFFE. As part of the overall SPARK thrust, we have an education program which will focus upon the physiological dangers that can occur if, indeed, you do mix, let's say, Quaaludes and alcohol, that



that can be lethal. The same thing, of course, applies to angel dust in terms of your potential for becoming a vegetable if you engage in that kind of abuse.

There is a formal program also in the hygiene classes conducted by the bureau of health and physical education under the State law dealing with alcohol and substance abuse of 1954. The board of education is mandated and, indeed, does engage in an ongoing educational program with respect to the dangers of these drugs.

Chairman WOLFF. Can I get your opinion with respect to the educational material that NIDA provides.

Mr. JAFFE. Well, as I indicated—

Chairman WOLFF. I know that you're looking for grants, so that your answer might be conditioned, but by the same token, I'd like your honest answer.

Mr. JAFFE. Congressman, you know what I'm going to answer. You've got me in a box, because I testified in Washington that their material was virtually nonexistent, at least in my experience, and the little that I've seen of it was very bad.

I think, for the record, it should be stated that the New York City Board of Education on its own wanted a school-based drug prevention thrust that has been in many, many ways a trailblazer and a pioneer for the entire country.

We've done this in many instances without advocacy, certainly without advocacy on the Federal level—and that's why I think your hearings are so encouraging—with, in some instances, blockages on the local and State level. There is much that can be improved within the overall school-based drug prevention program, no question about that. But there is such a rich vein of good practices and of experiences that are not being shared with the rest of the country because of the lack of advocacy, I think, of the Federal Government and because of the lack of any coordinated dissemination of services and information, that it's almost a tremendous loss of valuable resources.

So my response, which was a little bit lengthy, I think expresses great despair at the lack of NIDA impact upon us. The materials that they've come out with go back to some of the scare tactics of the late 1960's, and we have found them to be virtually useless.

Chairman WOLFF. Thank you very much.

Do you have some questions?

Mr. MACKELL. Just one question to Carlton.

When you came out with that recommendation and that suggestion to the principals of the schools that they should follow a certain procedure when they come across contraband, that was impelled, apparently, by some violations of that recommendation?

Mr. IRISH. Well, we became aware of the fact that through practice principals over the years have been used to taking things from youngsters and throwing them into a desk drawer. That could include knives, little guns that they might take, and it could even include narcotics. And when I became aware of that, I felt that they had gotten into a habit pattern that could jeopardize themselves, the school, and other members of their staff, because they had forgotten that dangerous weapons and dangerous drugs are prohibited for everybody, that there was nothing in the law that gave immunity to principals or teachers or school guards or what not. So I felt that to protect them from them—

selves, because it was solely a habit pattern, and to protect them not only from the criminal prosecution but possibly unjustified accusations that they had taken drugs from youngsters and were now peddling it to other youngsters, I said we should have some process to get rid of these kinds of dangerous items. And we did put that forth.

The new chancellor is going to take a good look at this. I have spoken to Arthur, for example, on some information that I had gotten on PCP that we are going to jointly work on to give to the chancellor maybe to disseminate to principals so that they would be more aware of some of the problems of its use and to stop its use among youngsters.

Mr. MACKELL. As a matter of fact, that was one of the things that the committee came up with, that one could walk into any principal's office in the city of New York and probably make an arrest for a felony weight of drugs or other contraband.

But it's hopeful. All of you seem to indicate that there's going to be a break with tradition of in-group kind of concept and there's going to be an openness with the new chancellor.

Mrs. LATTY. He has certainly indicated that direction.

Mr. LAWRENCE [presiding]. Thank you.

Mr. IRISH, I have one question, and then I'm going to pass to Mr. Pelpoe for several questions.

But from time to time it becomes important to examine the contents of the student's locker, looking for contraband of any kind, including dangerous drugs. What exactly are the procedures to be followed by security guards, by officials of the school, if he does want to examine the contents of a student locker?

Mr. IRISH. Frankly, it's a very ticklish question insofar as the lockers are concerned.

I think it's clear that the schools—and there are many court decisions—that school authorities have the right to open a student's locker. We've done extensive research on the law as it relates to search and seizure and the court decisions that have been handed down in that area, and I don't think there is any question whatsoever about the school's authority to enter lockers.

Frankly, insofar as the mechanics of it, our guards will not enter lockers. The principal will make that decision, and he is solely the only person, in fact, responsible for making such a decision in the school. The school guards might carry out his directive, but he makes the decision.

Mr. LAWRENCE. Is this under the in loco parentis type of authority?

Mr. IRISH. It's in loco parentis as well as the fact that the locker is basically school property.

As I said, many court decisions relating to the ability of the school officials to open lockers—

Mr. LAWRENCE. Are there any problems in this area, or do you feel comfortable with current procedures?

Mr. IRISH. I feel very comfortable with the locker procedures.

There are other areas of search and seizure which are much more involved and are a little hazy.

Mr. LAWRENCE. Give me an example.

Mr. IRISH. The personal search of a student. That is a very, very delicate area, and as you know, there are no hard and fast guidelines, and it's a difficult area to deal with.

Mr. LAWRENCE. OK.

Mr. PEPLOE?

Mr. PEPLOE. For a second I yield to Ms. Thompson.

Ms. THOMPSON. I would like to ask a question of Mr. Jaffe.

You mentioned that there is no feedback for referrals that your programs make to agencies. Why is that so, and what type of information would you need from these agencies to help your programs?

Mr. JAFFE. I indicated that there was no feedback from data that we submitted to the city and State agencies, not referrals to treatment. Are you referring to treatment?

Ms. THOMPSON. I'm referring to treatment agencies.

Mr. JAFFE. My statement, as I recall it, was that there has been a total breakdown of feedback from the public agencies at the State and the city level in terms of the data that we submit to them.

We do get feedback from the treatment agencies. Part of our weekly reporting form that I have here calls for notational feedback, and it varies from treatment agency to treatment agency. We have extraordinarily good relationships with treatment agencies like Daytop and Phoenix and Project Return and the JCAP and Aurora, et cetera. It becomes really our responsibility, that to make sure that we know at least one person within the treatment agency that we can regard as home base in terms of our kids who call. So our feedback from treatment agencies has not been bad. The public agencies has been disgraceful.

Ms. THOMPSON. Do you find a lot of recidivism, that the kids who go through these treatment agencies are coming back through your programs again?

Mr. JAFFE. When you say "recidivism," you mean, after they leave the treatment agency do they take a fall?

Ms. THOMPSON. Yes.

Mr. JAFFE. I don't know that. I haven't looked at that. That would be something that you would probably be able to get much more accurately from the treatment agencies.

Ms. THOMPSON. Thank you.

Mr. LAWRENCE. Mr. Peploe?

Mr. PEPLOE. Thank you.

For the record, on Captain Daly's statement, he stated there are 10 police officers assigned inside schools because of serious conditions, and there are 161 police officers assigned in the vicinity of the schools. In addition, there were 23 community assistants assigned inside schools and 347 assigned in the vicinity of the schools during the last school term. That would be the way he stated this thing.

Carlton, what are your qualifications for your school security guards?

Mr. IRISH. Reasonable health—

[Laughter.]

Mr. IRISH [continuing]. Literate, over the age of 18, and of good character.

Mr. PEPLOE. As you say, reasonable health. Do you feel the school guards are capable of stopping intrusions?

Mr. IRISH. They've done it. They've done some magnificent jobs, some of them.

Mr. PEPLOE. How about the others?

Mr. IRISH. We run the gamut, just like any other group or agency that has a number of employees. You have very good ones, you've got a broad range of average, and you have some who are not so good.

Mr. PEPLOE. How about—what is the procedure for the school guard when he stops an intruder?

Mr. IRISH. As I indicated earlier, the method of operation, once they're in the school, is determined by the individual principal. The individual principal will decide how he wants to handle a particular situation, and he will so instruct his guards.

Mr. PEPLOE. Don't you have any report orally or otherwise?

Mr. IRISH. We have reports on intruders and on trespassers when the principal determines that this is something that is a reportable item.

Mr. PEPLOE. In other words, the supreme authority is not you; it's the principal of the school.

Mr. IRISH. Well, it's the principal who makes the determination as to whether there is an incident which is a trespass or which involves an intruder, which he would report; yes.

Mr. PEPLOE. How can you tell how efficient your people are if you don't get any reports on it?

Mr. IRISH. The efficiency of the people I don't really measure by the number of reports we get.

Mr. PEPLOE. How do you measure their efficiency?

Mr. IRISH. We measure their efficiency basically by the tone and the way the school is operating in terms of safety.

Mr. PEPLOE. There's another part of the captain's report—when I look at it I can't believe it. There are 900 schools—I assume, approximately 900 schools. OK. And statistically there have been 185 crime complaints on drug abuse in the school for the first half year reported to the police department.

Does that sound logical?

Mr. IRISH. Yes. It's logical in terms of the practice.

Mr. PEPLOE. In terms of what?

Mr. IRISH. In terms of the practice.

Mr. LAWRENCE. Is the practice underreporting?

Mr. IRISH. The practice of reporting, as I understand it, is that the circular indicates that the principal will report to the police item narcotic offenses. I could read it directly to you.

There is a circular which states that the principal of the school "shall furnish to the office of school safety and in appropriate cases notify the police department or the law enforcement agencies all information relating to crimes involving narcotics which are committed on school premises."

Mr. PEPLOE. Do you believe that the 185 is the total figure?

Mr. IRISH. You know, I think that in order to deal with that in any reasonable manner so that we can all understand what it's about, we're talking about crimes involving narcotics—the law in New York City or New York State is that use of narcotics, to my knowledge, is not a crime. Possession of certain narcotic drugs is criminal. So that I would say that when the principal—when you're using the figure you're using I would assume that these are incidences where the principal became aware of narcotics which were being used in a criminal manner and so reported them to the police.

Mr. PEPLOE. What about other criminal activities that occur on school property? Do you get a direct report or do they have to go through the principal also?

Mr. IRISH. We get all our reports from the principal.

Mr. PEPLOE. Now you've lost me.

What is your relationship with your local security men?

Mr. IRISH. We have a secondary supervisory role with the security force. We train them; we hire them; and we screen them. When they're in the school they're under the direct control of the principal.

Mr. PEPLOE. As a former police officer, you and I both, does that sound logical to you, for a commanding officer of a group?

Mr. IRISH. I'll concede, there's some weaknesses in that.

Mr. PEPLOE. I'll drink to that. [Laughter.]

Mr. IRISH. I can see some areas that need strengthening, but as to logic, that's the way it works.

Mrs. LATTY. May I just interject here?

As a former principal, I think it's a dual responsibility.

The director of the office of school safety should be responsible for the employees in a school, and the principal. I think, a principal rates the caliber of performance of those persons working in his school. However, when we find that a security officer is not doing his job, as a former principal, they were referred to the office of school safety for appropriate action after it had been documented that the person was not performing his duties in a satisfactory manner. So that I think one must say that it's a dual reporting system. And as I mentioned earlier in my speech, we have a new system going into place as the basis of the management study that's being done now of the office of school safety. So perhaps many of the things that you are speaking about will be corrected.

Mr. IRISH. May I—I just would like to make one point clear.

Mr. PEPLOE. May I say something first in reply.

I would assume that you would believe that I have been in various schools in this area.

Mrs. LATTY. I'm sure you have.

Mr. PEPLOE. Would you believe my entrances into the various schools has been in many ways, and I don't mean under cloak and dagger. I have walked into areas, walked by and seen children banging on doors that were secure and the doors were opened by students. I walked in. I was not challenged. I was not asked a question. And I'm sure I don't look like a local teacher. If anything, I look like a local cop.

Mr. IRISH. Maybe that's why you weren't challenged. [Laughter.]

Mr. JAFFE. Jack, there is a dual relationship, and the principal is the onsite authority. He's there every day.

For example, on the SPARK program, over 90 schools, I've got 5 field supervisors who cannot be there. There has to be an ongoing dialog, a great deal of communication. A joint supervision may sound illogical in terms of the chain of command, given the frame of reference of the police departments.

Mrs. LATTY. I don't want to underplay what you have said. It does happen. And we do have school safety plans which must be submitted to Mr. Irish and which must be monitored, and they will be carefully monitored to see that, No. 1, all visitors to buildings are challenged. If they sign in, they have passes and so forth. So that I think the dual

responsibility that we've been talking about will be more effective in the future.

Mr. IRISH. The point I wanted to make, Jack, was that I have 18 field supervisors. As you mentioned, there's 900 odd schools. It is an absolute impossibility to perform other than a secondary supervisory role, considering the supervisory limitations that we have.

Mr. PEPLOE. For the record, I have stated to the committee—and I always do that—that you are most likely the best candidate for being the most frustrated man in the New York City school system for what you have to put up with. I don't charge you with anything other than the fact that you have frustrations, pal, that I wouldn't want. But I'm going to tell you right now that I have in my statement—I have recommended that some changes be made in the selection—and I'll forward you a copy of my statement—in the selection and the physical requirements and also in the mental requirements, because even to your knowledge, I am sure, that prior to you taking over there were some members that were assigned to your group that did not have the ability to fill out a common report. I assume you've gotten rid of some of them, but I'm sure, because of political pressures, you haven't been able to get rid of all of them.

Mr. IRISH. I'd like to make a point. I think that is a very important area you're bringing up, as to how we could interface with Congress to make our job a little easier.

One of my big problems is that more than half of my staff are made up of CETA personnel, people hired under the Comprehensive Employment and Training Act, CETA 2 and CETA 6. And I've got some good people who are doing excellent work under that program.

However, because of what I understand to be congressional regulations, we cannot reject any CETA applicant except for cause, and when we do the interviewing, cause is that either they're drunk or that they are so—that they act in such an erratic manner that anybody could see that you cannot hire them. But if it's just that you were talking to them and you say this person is totally not suited for the kind of work that he's being interviewed for, by congressional regulations, department of labor and department of employment in New York City, we cannot reject those persons. And it would be marvelous to say that there are other reasons for rejecting people who are going to be working in a fairly sensitive kind of occupation.

Mr. PEPLOE. In other words, you have absolutely no control over hiring other than the fact that they are either drunk or incoherent.

Mr. IRISH. That's right. And we can well document that. We have been in the interview process in the Department of Employment till 2:00 and 3:00 in the morning, and some of the people that we have had to approve have been totally unsuitable for the job, and we know it.

Mr. PEPLOE. You can document that.

Mr. IRISH. Then after they're on the job, we're criticized by persons who come in and take a look at it and say, "How could you hire this person?" And we've been forced to, because of the regulations that are placed in Washington.

Mr. PEPLOE. If you can document that, would you forward them to me? Carlton, I believe you know where I stay.

Mr. IRISH. Surely. Thank you, Jack.

Mr. LAWRENCE. We thank the panel very much.

We're going to take a 5-minute break here, following which we'll hear from Arthur Barnes through a representative, I understand, who is president of the New York Urban Coalition; Francis A. McCorry, director of drug abuse prevention in the New York archdiocese, and Capt. Donald White, narcotics unit, Nassau County Police Department.

Mrs. LATTY. May I take this opportunity to thank the committee for listening to us.

Mr. LAWRENCE. It's our pleasure.

[Brief recess.]

Chairman WOLFF [presiding]. The committee will come to order.

Our next panel is Francis McCorry, director of drug abuse prevention program for the New York archdiocese; Capt. Donald White, narcotics unit, Nassau County Police Department; Mr. Arthur Barnes, president of the New York Urban Coalition.

Will you please join us at the table.

First of all, let me thank all of you who are here and appearing before our committee today. I saw a number of you seated here listening to the prior testimony, and I was just wondering whether or not you agree or disagree with some of the testimony we've had.

We have asked you to come in to give your views of the situation as it exists with the young teenage and subteenage population as to the drug problems as it exists in the areas with which you are familiar.

We've asked you to come as a panel because you represent diverse areas. You represent, perhaps, diverse views.

Up to this time we have been dealing with the public schools. Here we come to the private and parochial school population in your case; and in your case, Captain, with the fact that we've been dealing with New York suburban schools primarily. Yet, there is no Chinese wall that exists between the suburbs and the city any longer. The problem has spread. We seek a general overview of what you consider to be problems and the magnitude of the problems.

Unfortunately, I'm still troubled with the fact that really no one seems to have had a handle on the pervasiveness or the extent of the problem as it truly exists. All I've been hearing for 3 days are the surmises or the opinions of people as to how the problems have affected their own particular area, but they really don't have the true figures as to the nature of the overall problem.

And I might say, this is not a unique situation. It is not peculiar to New York. We have the same situation apparently throughout the country and I would say now throughout the world. Therefore, we not only value the testimony that you are about to give, but could not consider this hearing to be complete without the testimony that you will provide.

I would ask Ms. McCants to lead off as representative of the urban coalition.

Ms. McCANTS. Good afternoon.

My name is LaZette McCants. I am representing——

Chairman WOLFF. Excuse me. I'll have to swear you in, and I'll have to do that, if you don't mind—all of you.

[Witnesses sworn.]

Chairman WOLFF. We believe people. We don't really have to swear them in. But it's a requirement of the committee.

**TESTIMONY OF LAZETTE McCANTS, RESEARCH ANALYST/  
RESOURCE COORDINATOR, NEW YORK URBAN COALITION**

Ms. McCANTS. My name is LaZette McCANTS.

I am here today representing Mr. Arthur Barnes, president of the New York Urban Coalition. Mr. Barnes had planned to testify in two capacities, as chairperson of the Governors Council on Substance Abuse and as the chairperson of the New York State Task Force on Drug Abuse.

The task force was convened 2 years ago to play a crucial role for the prevention and treatment community statewide, to create unity across modality lines, to lobby for continued funding levels, and to advocate on behalf of programs.

I will highlight Mr. Barnes' prepared testimony and then answer to the best of my ability any questions you might have on behalf of him and with his authorization.

Chairman WOLFF. Thank you. Please proceed.

[Mr. Barnes' prepared statement appears on p. 200.]

Ms. McCANTS. Testimony before the U.S. House of Representatives Select Committee on Narcotics Abuse and Control, September 1, 1978, submitted by Arthur H. Barnes, president, New York Urban Coalition; chairperson, New York State Advisory Council on Substance Abuse; chairperson, New York State Task Force on Drug Abuse:

Prevention in any real sense can only be accomplished by viewing drug abuse as complex human behavior, by recognizing that it would not persist unless it served some real or imagined need, and by developing systems of positive and meaningful alternatives to reduce that need.

Our youth and, indeed, adults, as well, must learn to deal responsibly in a world increasingly dominated by chemicals. But by the same token, our institutions—family, school, and religious community—must reexamine those conditions which contribute to the boredom, alienation, anger, and low self esteem to which substance abuse is only one response.

However, a real challenge is to develop alternative paths to the same goals—excitement, risks, new discoveries, heightened sensitivity, camaraderie—through a process capable of channeling all the energies and creativities of our youth.

Schools have chronically failed to meet this challenge. They have failed through a refusal to consider anything except cognitive instruction as their proper province. Emotional, psychological, and social growth, the affective domain, are given lip service but are not integrated into the school curriculum.

Schools do not deal with student concerns, especially with the life concerns of adolescents—love, sex, joy, self-doubt, fear, anxiety, pain, loneliness, connectedness—all the issues which emerge with adolescence and will affect the decision to use or not to use drugs.

When schools do confront these issues, they do so only in the most superficial ways.



The prevention programs, such as SPARK, or the programs within the individual school districts with limited staff and budgets, are doing precisely what our educational system as a whole is supposed to be doing. They are creating both with the student and for the student the kind of internal and external environment conducive to learning and to growth. They are addressing the problems of adolescence by allowing the students to explore their own feelings, values, and commitments, as well as those of their teachers and their peers.

They are encouraging students to question the contradictions within their personal value systems, to prove the life goals deeply, and to discuss their conflicts openly, without fear of criticism, with caring adults and with fellow students.

By providing information, humanistic education around values; communication skills, peer leadership, and social and educational alternatives to turn on to, they are creating the kind of supportive environment which fosters strength and growth without belittling weaknesses, and they are making a difference. Witness evaluations performed on conventional programs in New York City that indicate measurable attitudinal changes, decreased truancy and disruptive classroom behavior, academic improvement, as well as changes in drug-taking patterns.

I subscribe to the notion that the ideal process for drug prevention would view the cultures of schools as its most important problem. Accordingly, anyone who is responsible for shaping and participating in that culture—administration, staff, students, parents, and community—would become involved in studying the school as a cultural system to determine how it fosters substance abuse.

The main task would be to create a new school culture, one that provides a significant alternative to the drug culture, by altering negative aspects of the system and strengthening its most positive qualities.

I realize that systemic change of this nature within a bureaucracy as diverse as the board of education would be a lengthy and involved exercise, but in reality, a viable model exists within the city's prevention network.

I would recommend, therefore, that an ongoing dialog be initiated among the various constituencies within the board of education, individual school districts, and prevention program directors to discuss ways to integrate prevention program philosophies and techniques into the very core of the school curriculum.

On a more immediate level, I would recommend the following:

One, the drug abuse community should continue to advocate for unity within the field, promoting the notion that the array of drug abuse services exists as a continuum which proceeds from prevention through various treatment modalities through reentry.

Legislators and government officials on Federal, State, and local levels must be sensitized to this unit so that they do not favor one modality at the expense of another through funding allocations.

Two, the National Institute on Drug Abuse should provide a greater advocacy and communication role in terms of prevention efforts. Federal and State evaluations should be utilized to coordinate data on programs which have been effective. These data should then be disseminated nationally, and technical assistance teams should be made

available to work with programs in need of administrative programmatic and training expertise.

Three, legislators must recognize that to merely maintain the annual level of funding for prevention programs is not sufficient. Inflationary trends make it impossible to maintain service delivery levels without increasing program budgets.

In effect, given inflation and given the serious cutbacks in funding over the past years, prevention programs are reaching a far smaller population each year.

Four, guidelines for prevention must be sufficiently broad so that prevention programs can meet the needs of their unique populations and the particular communities which they serve. What works in Harlem may not necessarily be effective in Staten Island; what works with one child may not reach another. Programs must work closely with individual communities, assessing community resources and bringing these resources to bear upon the prevention efforts.

In this way, prevention programs can more realistically be defined in terms of needs of the communities in which they exist.

I'd like to thank this committee for the opportunity to testify on behalf of Mr. Barnes and the New York Urban Coalition.

Chairman WOLFF. Thank you very much for your statement, the statement of Mr. Barnes, and for your appearance here today.

We're going to ask, if you will, to stand by so that we will question all three at the same time.

Captain White, or Mr. McCorry, whoever would like to go first. I know Captain White, by the way, has taken a day off from his vacation in order to come here. We're very appreciative, Captain, for the cooperation that you've extended to us.

Captain WHITE. Thank you.

Chairman WOLFF. I want you to know, we're both in the same boat. I'm supposed to be on vacation, too, as are the members of this committee. But we are using this time in order to do what we believe is an important official function.

We are very appreciative of your coming.

Captain WHITE. I appreciate being asked.

Chairman WOLFF. Thank you.

Whichever of you.

Captain WHITE. I'll bring up the rear end.

#### TESTIMONY OF FRANCIS A. McCORRY, DIRECTOR, DRUG ABUSE PREVENTION PROGRAM, NEW YORK ARCHDIOCESE

Mr. McCORRY. Thank you, Mr. Chairman.

I would like to thank the members of the committee for this opportunity to present my program to you as well as some thoughts on the future of prevention programs.

The archdiocesan drug abuse prevention program, ADAPP, is a school-based, drug prevention intervention program that is currently operating in 13 Catholic high schools in the Bronx and Manhattan.

There are two major components to our program. Our prevention component consists mainly of peer and theme-centered groups. These groups are staffed by faculty and student volunteers who have received training in group dynamics. Our intervention component offers in-

tensive counseling in individual, group, and family modalities to students who are regular substance users or experimenters. The program also maintains crisis intervention services and referral services to drug treatment and mental health agencies.

I shall not take up the committee's time today with an arsenal of statistics supporting the contention that substance use and abuse has reached near epidemic proportions among the young people of our Nation. The statistics are compelling and foreboding, yet they fail to capture in any real way the tragedy of young people who have chosen self-medication as their way of coping with life.

Suffice it to say that there are waiting lists for our program and all too much work for people in our field.

I would like to speak to you today about the role my program and programs like mine serve, particularly in terms of their target population and their position within the drug treatment network.

A typical client in our intervention program is better described as "preaddicted" rather than "at risk" in terms of substance use. He or she has moved beyond the recreational experimental usage commonly associated with the adolescent's attempts at assuming adult roles. Still, this young boy or girl is not addicted to a point that would require an ambulatory or residential program. Rather, what we see in our intervention program are the beginning and intermediate stages between social usage and serious addiction, the stages in which substance use starts to become an ordinary and, eventually, primary means of coping with life.

And our purpose, quite simply, is to stop that process of deterioration.

Our prevention component, of course, works at even earlier stage in the process when substance use is just beginning or being contemplated. The purpose here is to aid the student in making choices that will preclude any further advance in the addictive process.

Prevention programs such as mine also hold a rather unique position in the drug treatment network. My program sees the broadest spectrum of substance users from the first-time user through the heavily addicted. Consequently, we have become a vital referral source for treatment programs and related services. In effect, my program serves as a screening process in identifying the user most in need and getting him or her to an appropriate treatment setting.

Yet despite the work with our own target population and our critical position in the drug treatment network, the Federal Government refuses to recognize programs such as mine as a viable and integral part of combating the problem of substance abuse among our youth.

The stated priority of NIDA has been treatment slots for the addict. I have no quarrel with the obvious need for treatment slots. In fact, there should be even more. My quarrel is with the Federal Government's refusal to see that prevention is really the flip side of treatment. To intervene only at the tail end of the process, when a person is addicted, is to beg the question of why do anything at all.

If the Federal Government is really concerned about the problems of substance abuse among our young—and it should be—then the time is here when it must do more than allocate moneys for the cure of the drug addict. It must fund programs in the schools and the communities that will offer young people an alternative to marching down the path of destruction.

To help only after the path has been traveled is to provide little help at all.

One last comment.

ADAPP is a member of the New York City Council of drug abuse prevention programs. This council is composed of the community- and school-based prevention programs serving the diverse ethnic and religious populations of our city. We meet regularly to compare program notes and to make contact with interested and involved people in the field.

There are 12 programs represented on this council. They share many of the concerns that I've expressed to you today and more.

I would like to invite you, Mr. Chairman, and other interested members on the committee to meet with us to discuss these concerns and others in greater detail.

Once again, I thank you for your time and for your attention.

[Mr. McCorry's prepared statement appears on p. 204.]

Chairman WOLFF. Thank you, Mr. McCorry.

In fact, I will instruct our staff to set up an appointment for you.

MR. MCCORRY. Terrific.

Chairman WOLFF. Now, Captain White.

#### TESTIMONY OF CAPT. DONALD WHITE, NARCOTICS UNIT, NASSAU COUNTY POLICE DEPARTMENT

Captain WHITE. My name is Detective Capt. Donald White.

I have been a commanding officer of the Nassau County Narcotics Squad for the last 13 years. I've seen a growth of drug abuse in Nassau County that is relative, I guess, to most of the Nation, but as far as our schools are concerned, the illicit use and dispensing of drugs in suburban schools has been recognized for many years by law enforcement officials. However, with the intensity of the problem increasing, law enforcement is faced with the challenge of gaining the all-important cooperation of school administrators. Failure to obtain their participation to curtail the problem will definitely impede any chance of effective enforcement.

For many years, the use of marihuana has been most prevalent within colleges. Today we are confronted with the situation from grammar school through the high school years. We also find that our greatest problem is polydrug use. Students are readily inclined to mix marihuana with alcohol, pills with alcohol, marihuana with PCP or angel dust.

In addition, a change in the marihuana law in New York State has created its own problem. Interviews with students as well as adults revealed that decriminalization of small amounts was misconstrued to be legalization of the use of marihuana. Therefore, the misinterpretation of the law change developed a greater acceptance of the use of marihuana by both students and teachers.

The narcotic enforcement personnel have become increasingly alarmed by the tremendous increased use of and the availability of PCP. This devastating drug has reached epidemic proportions, as evidenced by recent disclosures from the New York State Division of Substance Abuse Services.

Another finding which will reflect that the identical experience of enforcement personnel was that thousands of users were seventh-graders and above.

The alarming increase of drug abuse within suburban schools has awakened some previously reluctant school administrators into cooperation with law enforcement officials. However, their attitude is shared by all. Enforcement efforts cannot obtain optimum results. Unfortunately, by the time a school administrator finally agrees to a positive action toward violators, the situation is usually so disastrous that even the nonusing students are severely affected.

Narcotic enforcement personnel have found that nonusing students are even denied the option of using school lavatories because of drug use. Furthermore, classroom activities are disrupted and the entire learning process is negated because of the widespread drug use within the school.

Interviews with certain teachers reflect the negative attitude relative to corrective measures that could be taken. Some of the myriad reasons range from them not wishing to be a policeman in the classroom to "I don't believe that marihuana is harmful."

Also, some responses indicated a reluctance to take corrective action due to the failure of administrators in supporting the teachers' efforts.

In Nassau County the widespread use of drugs in junior high and high school has created a hostile environment so that a law enforcement official who has spent an entire day explaining the hazards of drug abuse was subject to verbal abuse and had objects thrown at him.

In Nassau County recently parents became so alarmed at the use of drugs within their schools that a conference was held with police and school administrators which disclosed that the problem was even greater than they expected. As a result of their concern, they established a parent task force to assist in combating the problem.

During school hours in another community four young female teenage students experimenting with marihuana laced with PCP resulted in rushing one of the girls to a hospital because of an overdose. This situation became extremely critical when the absence of a heartbeat was detected and necessitated fibrillation to revive this young drug user.

Earlier this year the school superintendent of one of Nassau County's schools contacted the narcotics squad to establish a meeting concerning the drug problem in his schools. This was the first request ever made by a school administrator within this particular district. Prior to the meeting narcotics squad personnel believed the request was predicated by recent narcotics arrests made on school grounds. However, during the meeting the superintendent exhibited absolutely no knowledge of the arrests that had taken place, despite a directive to his subordinates that he be notified of any arrest of a student. It was established factually that the school principal was notified of the arrests, which is standard procedure by narcotics enforcement personnel whenever a student is arrested during school hours, whether on school property or not. As a result of the meeting the superintendent awareness of the drug problem in the schools as well as his unwillingness to take positive action, conditions improved greatly, because of the following actions taken.

With the superintendent's knowledge narcotics personnel saturated the exterior areas of the school and made numerous summary arrests

for drugs. The superintendent informed the student body that the use of drugs in as well as on the school property would cause the arrest of the violator, reinforced his procedures with other school administrators and teachers relative to notifying him of conditions arising, and supporting his subordinates regarding any positive action that they take concerning the use of drugs by students.

Therefore, as exhibited by the courageous action taken by one school administrator, we experienced one method of obtaining positive results. When the student body became aware of the arrests being made, the attitude of the superintendent regarding the use of drugs, the atmosphere reversed itself dramatically from April 1978 until the end of the school year.

However, the above example is rather rare, because of the reluctance of most administrators to respond in a similar fashion.

Most reasons advanced for failure to take positive action have usually fallen within one of the following: fear of creating a police atmosphere within the schools, fear of adverse publicity, fear of potentially harsh punishment relative to narcotics laws, and that an arrested student may experience a lack of support by teachers.

However, the solution to the problem, although not entirely resting with school administrators, most assuredly begins with them. To reduce this devastating effect in our suburban schools, we must kindle a positive flame of response and cooperation from supervisors. We must create and support a wholesome policy of nondrug use within the schools. If this is maintained, then law enforcement can once more return our schools to the learning process and away from the drug culture.

Thank you very much, gentlemen.

[Captain White's prepared statement appears on p. 205.]

Chairman WOLFF. Thank you very much for the frankness of your report, as well as the depth of information that you have given us.

I have a few questions for each of you.

First, with Captain White, since yours was the most recent: Do you interface with the New York Police Department?

Captain WHITE. Yes, we do.

Chairman WOLFF. Would you say that your experience in Nassau County is any different from what they are having?

Captain WHITE. We always seem to be a year or so behind. Drugs were being used here in New York City before Nassau County. Cocaine, in particular, for many, many years was being used in New York City, and we never had that problem. Now we have a serious cocaine problem in Nassau County.

Thirteen years ago, when I first came into the narcotics squad, a big amount of drugs seen in the area was a \$10-bag or a \$20-bag of marihuana. But now we are making seizures of hundreds and hundreds of pounds of marihuana. We are making seizures of ounces and half-pounds and pounds of cocaine. Again, this is most of it coming out of New York City from the Hispanic communities.

We are seeing PCP, an awful lot of it. We see, working with the task force that we operate with DEA in Suffolk County, narcotics investigators and ours worked an investigation of about a quarter of a million dollars' worth of PCP out of the east end of Suffolk County. This was, of course, going to be transported to other parts of the coun-

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try, but they had set up a lab. It's easily done, to manufacture PCP. With reported people using PCP, suffering from the effects of poisoning, the side effects of cyanide poisoning.

We are seeing a tremendous increase in the use of PCP, being added, of course, in particular to marihuana use. We made an arrest and seizure of about 20 pounds of mint leaves that was going to be saturated with angel dust, liquid PCP that was slated for your young people. What happens, of course, is we get a community in our county that some young fellow brings in a new drug, whether it be angel dust or coke or anything else; after a short period of time it becomes the drug of choice of that group which, of course, increases our problems.

Chairman WOLFF. What are you finding with the so-called spread of the "head shops" out in Long Island?

Captain WHITE. Of course, there is legislation.

Just two other things, briefly: The State legislators, of course had seen the problem with PCP and angel dust. They had just effectively changed the law effective today to deal with the penalty of possession and the selling of it.

Chairman WOLFF. Does that include the precursors?

Captain WHITE. I apologize, but I just got a copy this morning and I have not had a good chance to read it.

But with reference to the head shops, we have community alarm over the selling of marihuana papers, cigarette papers, hash pipes, all the paraphernalia that are being used to indulge themselves, coke spoons and so on.

Many of our community leaders have started groups looking to change. My understanding, there is a law in Albany now being acted upon to outlaw the sale of any of these implements from these head shops to people under the age of 16. We have head shops that will give you—in fact, we have an investigation going on now on several head shops that can sell you material to turn marihuana into hashish.

Chairman WOLFF. And speed.

Captain WHITE. Yes. Right. They can find more ways, of course, of turning a dollar into selling the stuff to our young people.

Chairman WOLFF. Do you have any authority to do anything about these head shops?

Captain WHITE. We do not. We have had several cases, investigations, where the head shops also sold marihuana. We were able to act on that.

Chairman WOLFF. But outside of that, you cannot? There is no law that permits you to intervene in any way?

Captain WHITE. No, sir.

Chairman WOLFF. Thank you.

Mr. McCorry, the testimony that we have gotten just this moment from Captain White is indicative of the testimony that we have gotten from a number of other law enforcement people. The testimony that we got this morning from the city schools, department of education, indicates that the PCP problem does not seem to be very much of a problem in city schools now.

Now, you have a number of schools within the city. Would you like to comment, not on their statement, but the abuse or spread of PCP as a substance of abuse?



Mr. McCorry. We have seen widespread use of PCP in our schools. I think part of the problem with the board of ed statement was differentiating between use within and outside of the schools. Sometimes it is difficult to assess what is being used in the school. But there is no doubt that the kids in the city, in Catholic schools and public schools are abusing PCP, and they are abusing it a lot.

I think the State survey said about 15 percent had used it, and I would say that would have to be—I would say that would be a minimum. We have had in our program during the past year, at least one what would be considered PCP-induced psychosis in which a young boy ended up in one of the State mental hospitals. He had predisposing kinds of problems that might have led to a psychotic break anyway, but the trigger was use of angel dust on Monday that led to hospitalization on Wednesday with hallucinations—that is one case that is extreme.

I think the problem with PCP is that it is very unpredictable and people can use it for a while without any effects, they can go to school, and so on. They might use it outside of school, then go to school and be high all day on it. Five times in a row it's OK; the sixth time it's a time bomb.

Chairman WOLFF. It is like playing Russian roulette.

Mr. McCorry. It really is. And kids don't seem to get that at all. And it is more than just information. The media for the past year has emphasized the dangers of PCP. The problem, I think, is in terms of causes of drug use. I do not think information alone or highlighting a particular drug makes any difference—I remember talking with Jack about this—the system that we work under in terms of the government's approach to drug use is to identify the latest fad or latest symptom, for example, PCP. Before that, it was marihuana for a while; before that, it was LSD; before that, it was heroin; and then before that, back in the 1960's, it was speed, and we had bumper stickers with "speed kills" on them.

And that is not going to solve the problem, because if we say we are going to take care of PCP this time around, all we are going to do is wait another 2 years before some other fad drug comes around, and there is going to be another scare. And that is the thrust of my whole statement.

Chairman WOLFF. One of the worst dangers that I see in something like PCP is the ease with which it is manufactured and the fact that the ingredients themselves are locally available. Most of the other substances—cocaine, heroin—have to be imported into this country.

The ingredients, however, which are highly dangerous drugs—PCP, to my mind, is one of the most dangerous that we have faced in an awfully long time, these are readily available. That is why I asked the question about the precursors.

We passed a law, generally, on the question of the final substance that is concocted, and yet the intermediate stages, which are the elements that go into it, are readily available, just as the papers that are available and the paraphernalia that is available in the head shops. This is a serious problem and one which you did not mention.

One of the drugs of abuse for a while was cough syrup. Now, we understand from our investigators that we have a new drug called

locker room that is becoming very prevalent. It is available in head shops.

Captain WHITE. And it is usually snorted. There is no law against it.

What happens, of course, is that they seem to be able to get highs on stuff that, by the time we make it against the law, they have found another one.

Chairman WOLFF. This, I think, gets back to Ms. McCants' statement. I think this is most important. Our efforts at enforcement are extremely important because you have got to control the situation that exists.

Mr. McCorry made mention of the prophylaxis, actually, of attempting to stop these things before they begin. That is why I think the statement Ms. McCants made was an extremely important one, and that we really—I have said that before in this hearing time and time again—we have really got to get to the root causes of why people are into the drug scene. Unless we do that, it is going to be a constantly shifting scene from one drug to another. Even if they snort camphor, they will snort glue for a while. If you snort water, I understand, you can get high for a few seconds.

The fact is, there will always be a substance of abuse. But I think that our primary objective with this committee is to be able to try to identify the problems. I see the people from the board who are attempting to cooperate with this committee very strongly, but I do see the lack of information that is available is one that is inhibiting the progress that we might be able to make in addressing ourselves to that problem.

And the point that you make, Mr. McCorry, is an equally important one. I think that the Federal Government must reestablish the priorities to make a greater effort in prevention. The efforts that are made in prevention will save this Government an awful lot of money. It is an initial investment that must be made. Unless that investment is made, we are going to have to call upon you, Captain White, and all of your people to try to put a finger in a dike that probably needs more than a finger.

Captain WHITE. I am the father of five children. It is upsetting to see polydrug use and all drug use going around in grammar schools. It is something that we cannot even touch, and unless the school administrators force it out of the schools into the streets where we can get at it, it is going to continue to fester.

Chairman WOLFF. You did mention that one point in your testimony, the lack of cooperation that you were getting from the school administrators.

Mr. McCorry?

Mr. McCORRY. I think there are two problems with it. One is the mutual distrust between law enforcement officials and people in my field of drug treatment, drug prevention, and their purposes, I think, sometimes are at odds. One position is that drug use or possession of drugs is a criminal act, which requires a whole judicial system. Whereas in the drug treatment field, possession or use is really a symptom of an underlying kind of pathology or those kinds of terms. And it seems we work at odds often because the purposes are at odds.

I do not know what to do about that. I have a lot of difficulty with the idea of police being in schools, because schools are set up as a community of learning, not as a place where people should be telling on each other and that kind of thing.

I think the kind of trust that you have to build a school on can be very disrupted by law enforcement officials being there.

Chairman WOLFF. School is another extension of society in general. After all, it is not a haven or an isolated area.

Mr. McCORRY. But in terms of my work, it would be awfully difficult for a kid to trust me enough to work on these issues if there was suspicion that I might be an undercover cop.

Chairman WOLFF. Unless you build up—I should be sitting on the other side of the table, perhaps—unless you build up the confidence in the enforcement people—and I think that is one of the advantages that we have in our society today—I happen to think that the enforcement people of our country are doing an awfully good job, and I think that it is unfortunate there are so many people that really treat them in an adversary position.

Mr. McCORRY. I did not mean to imply that they are not doing a good job, but it is almost by role.

Chairman WOLFF. I think that if some of the school authorities, some of our people in social work, would build the credibility of the law enforcement official, that he is trying to protect society generally, not that he is there in an attempt to try to be an adversary to the individual—

Captain WHITE. Frank and I realize what you are saying. Last year or so, I sat down and I met with—in Nassau County we have an alcohol and drug abuse commission. I went to each of the section meetings with the people that are working in the counseling of people with drug problems, and it is true: Before they met me, they know I am a "narc," I am a police officer, they had a distrust of me.

We sat down. We rapped. We talked, how we could help each other.

To start with, I have a job to do, by State law. Very often, the arrest motivates a user or somebody else into a program of help, so in that way, I think, that arrests may be the only way you are going to get somebody into your programs, seeking help. It is very hard to motivate a user who is enjoying what he is doing until he finally sees—either is arrested or finally gets down to the nitty-gritty of the dredges.

I have worked out a good relationship with that commission through our neighborhood programs. If they have a problem, they can call me. If I have a problem that does not involve confidentiality of one of their clients, then, of course, I will do it.

But I think that we all have a job. I do not think any of us have the answer to the problem. It would be great if we did. It just continues to spread.

Chairman WOLFF. Captain White, one point that was brought up in the testimony that we heard for the last 2 days has been the failure upon the part of some of the school authorities to even notify the police or to comply with State law, which is that you identify the abuser, whether it be a child or otherwise.

Do you find that same situation obtaining in Nassau?

Captain WHITE. We have some schools that are super. They have the policy, and it is written down that you bring drugs to school and you are arrested, that's it.

I take this into consideration. If a student brought a loaded 38 into a high school or a junior high school and ran amok in the hallways with it, I think everybody would panic. And yet, we have school administrators that allow them to bring in PCP, barbiturates, other kinds of pills that could be just as deadly as that 38, and do nothing about it. We have some administrators that as soon as they have a problem they find somebody in position, they are on the phone, they call us, we put the person in, although it may be hard to do. We put the person into the system.

Very often, if it is a first offender, the courts are very lenient with them. It would, then, of course, motivate this, especially during a probation report, would motivate this person away from drugs—temporarily, anyhow—because he has been caught with it.

In some cases, that does not happen, but at least we have put him into a system that we are aware of, with his probation report. In some cases, he does seek help.

There are other school administrators—and I cannot believe it—in Nassau County that do not have a drug problem. It is very hard to fathom how that could be, because, as you just mentioned before, the border between New York City and Nassau County is invisible, between school districts it is invisible. Drugs are all over the county, as we can tell by arrests.

Chairman WOLFF. How do you find that PCP is being obtained? Not in the normal channels, I take it, by which cocaine or heroin is being trafficked. Is it the amateur who is actually trafficking in this, or are there the same lines of sale that you find with other drugs?

Captain WHITE. I think that to start with, of course, heroin, most of it being Mexican, there have to be organized groups that are importing or distributing it. Cocaine, of course, that is coming from Colombia, again, it needs organized groups and distributors.

We have had a case—and the fellow I mentioned before, a couple of them—get into making a brew of PCP and were going to saturate mint leaves with it. Now, they were really amateurs that got into it. This group out in the eastern part of Long Island that were into it were much more sophisticated and, of course, made quite a batch of it for distribution.

Chairman WOLFF. Are you saying that some of these organized criminal elements are into PCP?

Captain WHITE. No, not completely, because it does not take—of course, now we get into the definition of “organized.” When they come up with a quarter of a million dollars' worth of PCP, there must be an organization to disperse that. Much of it was going, from what I understood, going to California and so on. So, there is an organized group. The organized group is not as widespread as the cocaine and heroin trafficking people are.

Chairman WOLFF. One final question. You did mention cocaine. Do you find substantial use with young people?

Captain WHITE. We are finding it more and more with young people. Of course, the problem with cocaine is the expense of it, and although Nassau County is a fairly affluent community, it is tough to

come up with \$80. But we are finding cocaine in our younger people in our schools.

Chairman WOLFF. Mr. Mackell.

Mr. MACKELL. I only regret that you did not testify before the other witnesses for the New York City Board of Education, because there seems to be a rather disparate opinion with respect to the intensity of the drug problem between Nassau County and New York City.

You say that generally Nassau is about a year behind New York City.

Mr. McCORRY, I know the reluctance generally on the part, because I have dealt with it personally for quite a few years, but when you really think about it, wouldn't it be better to cooperate with police officers and law enforcement establishments if there is an area of infection that you think, by giving it to the attention of the police, that it might prevent further infestation of your little community of children?

Mr. McCORRY. Well, the kind of relationship that Donald was talking about with his drug commission and which is an informal kind of thing, is probably more so the kind of relationship that I would see possibly working with law enforcement. I do not mean to imply that people in drug treatment should not cooperate with law enforcement officials. What I am saying, though, is maybe you do not agree with what I see as the sensitive nature of the problem. I think it is a very high risk for a school setting. A whole program can be blown on the fact that there is information being given out or perceived to being given out by that program, and it might be lost because there is a law enforcement official present. As far as treatment goes, you risk the whole school.

Mr. MACKELL. I do not mean present. For example, you pick up a little tidbit of information as the result of speaking with one of your clients, and he reveals to you that at a certain location A, B, and C are the real heavy dealers in this particular drug. Wouldn't you feel that it would be a good idea for the police to help?

Mr. McCORRY. Not at all. As a matter of fact, I could guarantee that I wouldn't have another kid talk to me again in that school if they believed that because of what I was trying to do is not help them but find out where the dealers are so that I could get rid of them.

So, what we do is we incarcerate the five heavy dealers, we lose the kids already on drugs that we are there to help, and we get five more dealers to take their place. We could never—I could not jeopardize a counseling relationship that way by informing, by using data that we have generated by that trusting relationship. It is unethical, and probably illegal. I do not know if it is illegal, but it is definitely unethical according to counseling guidelines.

Mr. MACKELL. It might be illegal not to inform, because there are conspiracy laws.

Mr. McCORRY. You can take it up with the APA and the APGA, because they are the ones that write the guidelines for the programs.

Mr. MACKELL. I don't know if I have anything else.

Chairman WOLFF. Jack.

Mr. PEPLOE. Don, what is the rate of activity of heroin in Nassau County?

Captain WHITE. Since the horrible early 1970's, it has been declining, thank goodness. We have, for instance, in 1977, for arrests, we had

162 arrests involving heroin. That is only 8.8 percent of our total arrests. In the early 1970's we go back to 29 percent of our arrests were for heroin.

Mr. PEPLOE. Were they for users?

Captain WHITE. That is a mixture, Jack.

Mr. PEPLOE. What does the purity run on heroin?

Captain WHITE. Very weak. Some places between 3 and 4 percent. In fact, we are seeing a green heroin.

Mr. PEPLOE. Maybe it has got mint leaves.

Captain WHITE. But it is not true green, because apparently it is Mexican stuff that we are seeing.

Mr. PEPLOE. What about the purity of the cocaine?

Captain WHITE. That is much higher. That is very well up into the 1960's and 1970's.

Mr. PEPLOE. Mr. McCORRY—Frank—what is the position of the archdiocese for students participating in the program? Can they stay in that program without notifying their parents?

Mr. McCORRY. Generally, we're considered as under the auspices of the guidance department, and, yes, they can participate in the program. We're considered as an ancillary kind of, so we get in under the confidentiality. We don't need parental permission for a child to come to us.

Mr. PEPLOE. I remember when we had our discussion a few times, we were discussing about the participation of parents in the program.

Mr. McCORRY. Well, that would be in terms of a referral for a testing or for a referral outside the school down to where we have a central unit for kids who can't function within the school setting because of their substance abuse.

That would need parental permission.

Mr. PEPLOE. Would you describe that type of an action, what the parents do?

Mr. McCORRY. The parents have to sign a statement saying it's OK for their kid to leave the school to come down for the counseling or for the testing or whatever it is.

Mr. PEPLOE. What happens if the parents of these students fail to cooperate?

Mr. McCORRY. Well, what we might try to do is work with the parent around why he's getting in the way of the kid's treatment. That would probably become part of the treatment.

Mr. PEPLOE. And, again, if they fail to participate.

Mr. McCORRY. By law, we couldn't assume the responsibility of taking the kid out of school, insurance things and stuff like that.

So the kid would have to remain in the school. If the parent refused to have the child helped, I don't know what would happen, to tell you the truth.

Mr. PEPLOE. Isn't it a fact that they probably would be informed that they'd have to leave the Catholic school system?

Mr. McCORRY. Sometimes. That has happened on occasions when parents have been called in and principals said that they want the parents' son or daughter to get help through this program and were under the threat of expulsion. But they don't expel too much any more.

That's kind of more passé than a reality.

Mr. PEPLOE. How about the teachers? Are they given formal training and special classes to update themselves on different drugs?

Mr. McCORRY. Early in our history, we used to do it on a regular basis. Because of cutbacks, as well as having to emphasize the kind of intervention program I was talking about, we can no longer afford to do it.

Mr. PEPLOE. What about in the program, to put your program ADAPP into any Catholic high school—can you just go in on the archdiocese rule, or do you have to go by way of request to the principals of the schools?

Mr. McCORRY. Our system is very different from almost any other kind of system. The diocese runs a certain number of schools, and so the superintendent of schools, you know, the superintendent of the diocese could say, we want them in the school. But most of the schools are run by religious orders and and it would be up to the principal to say, yeah, we want you in here.

Mr. PEPLOE. You cannot go in without it.

Mr. McCORRY. No, and it wouldn't work without it, anyway. It would just undercut the whole process.

Mr. PEPLOE. Thank you.

Chairman WOLFF. Captain White, I have a final question. Do you have any of your police stationed in any of the schools in Nassau?

Captain WHITE. We do not.

Chairman WOLFF. You have to be called in? Have you ever been called into the schools that you stationed police there, either for security matters—

Captain WHITE. No. We have, of course, been involved on occasion in some racial problems that officers have been stationed at the school, but only temporarily.

We do not patrol the halls. And normally, we've had some success with undercover operations in schools, in the high schools, in particular, and where, of course, later on, the administrators of the school became very upset that we were in the school. But I told them, and I feel I was justified, we should have been challenged. My men didn't belong in the school but were allowed to walk the halls and make drug busts.

But normally, we're in a position where our men, of course, are getting older looking and unsuitable to do undercover investigations in the schools.

Chairman WOLFF. What would you estimate, since you are not only concerned with the school population, but what would you estimate the so-called addict population of Nassau County?

Captain WHITE. You're talking of addicts. You're talking about heroin users.

Chairman WOLFF. I'm talking about heavy drug use, yes.

Captain WHITE. It's very hard to come by. We have files of 150,000 names mainly over a period of years. If you go by school surveys that are taken anonymously, we're talking in some places like 60, 70 percent of young people in the schools are using drugs.

I'm not sure how true they are, how truthfully they're answered.

You do see the availability of any kind of drug you want, available to anybody who wants it. I do see a tremendous increase in marihuana use. I do think, and my own opinion is that the change in the criminalization has hurt us as far as people using marihuana.

Chairman WOLFF. What is the price of PCP now? Do you know?

Captain WHITE. A marihuana cigarette laced with PCP, \$1.50 plus, and then we go into the market place and it's what the market will bear.

We're talking about a bag running—you know—\$15, \$20 a pound.

Chairman WOLFF. Is that PCP or marihuana laced?

Captain WHITE. PCP. Other than when we hit a lab, we're not seeing large amounts of PCP. We're seeing small, again, amounts, with marihuana being laced with PCP, mint leaves being laced with PCP.

Chairman WOLFF. Parsley.

Captain WHITE. Parsley. We're seeing it, of course, where it can now be snorted in powder. It's been available in liquid, of course, being saturated.

Chairman WOLFF. Are there any veterinary organizations out on Long Island that are selling these elements that can be made into PCP?

Captain WHITE. We have, of course, we have a group of veterinarians, and so on—I think that it could possibly be the group, for instance, in the lab, the sophisticated lab out in the eastern part of the island came from the New England States and brought most of the stuff with them.

The stuff is available, of course, to avoid the parts to make it. I think, of course, that's going to take Federal legislation.

Chairman WOLFF. In fact, we are now trying to take the precursors and put them into a Schedule II.

Captain WHITE. As we did with LSD and so on.

Chairman WOLFF. My final question is for Ms. McCants.

Here you have school authorities on one side and you have enforcement authorities on the other. How do you see the situation so far as the identification of the youngster, the problems that exist on the enforcement side here, the social problems that are involved with the identification of the youngster?

What do you feel about it? How would the coalition itself—maybe you can't speak for the coalition, but for yourself.

Ms. McCANTS. I will give you my perspective on it. From one point of view, the coalition has been involved with education for the past 10 years, and has most recently become involved directly with substance abuse in terms of Government advisory council and the New York State task force.

We, as stated in Mr. Barnes' testimony, basically see drug abuse as a symptom.

Chairman WOLFF. I'm talking now about the identification of the young people.

Ms. McCANTS. In terms of identifying them?

Chairman WOLFF. We have a problem here that's a very severe problem. It's almost a chicken and an egg situation. The figures that were given to us by the city indicate that there are more young girls than boys that are into the problem. At least those are the figures that they have been able to give us.

Are we helping that youngster by not withholding his identity and withholding his entrance into a program, because of the fear of stigmatizing the youngster?

Ms. McCANTS. My response will have to be totally a personal response, not a response from the urban coalition.

Chairman WOLFF. Right.



Ms. McCANTS. I feel that any inroads that we have into drug abuse should be shared with law enforcement agencies. Children have to be helped on a lot of different levels. But I definitely feel that there should be complete openness and honesty.

I say this because I've had such a problem in my family, which has been one of the reasons why my own child doesn't attend the public school system. A lot of the officials, my family found out, did not deem it necessary to identify or speak on the fact that a child's behavior sort of told that they were using drugs or drinking wine and so on and so forth. And even as a product of the New York City Board of Education myself, as I went through high school, gambling ran rampant, alcoholism ran rampant, and drug abuse ran rampant.

As a result of, I found, basically people acting like it wasn't happening—really, under the auspices, sort of maintaining the confidence of the youth, but at the same time, preventing them from getting the help that they needed because there definitely was a problem.

Chairman WOLFF. One of our witnesses yesterday said that if we don't identify these abusers, they will identify themselves as an abuser.

Ms. McCANTS. That's a fact.

Chairman WOLFF. We thank all of you for attending here today and for giving us the benefit of not only your experience, but your advice and counsel. You are the final witnesses before this panel. We hope that the information that we have learned here will produce results in concrete form, that will be in the form of assistance to the authorities here in this area, and that there will be in general a greater awareness on the part of the public and upon the part of the authorities themselves, as to the deficiencies that exist and find ways and means that we can really address ourselves to the pervasiveness of this problem.

You know, during the Vietnam war, we had hawks and doves. I think that on the question of the war on drugs, so to speak, we now have a group of ostriches. And this is an unfortunate situation to be addressed very strongly.

We have to find ways and means of recognizing the problem and taking whatever steps are necessary to meet the problem and overcome it.

It's a problem that threatens to erode the very fabric of the society in which we live, and one thing we don't need in New York is any more problems.

Thank you very much.

This hearing stands adjourned.

[Whereupon, at 1:30 p.m., the hearing was recessed, to reconvene subject to the call of the Chair.]

PREPARED STATEMENT OF ARTHUR JAFFE, PROJECT DIRECTOR, SPARK PROGRAM,  
BOARD OF EDUCATION, CITY OF NEW YORK

#### *Brief Overview*

Seven years ago, when the severity of the drug problem was first recognized, Governor Nelson A. Rockefeller, by Executive Order, made 21 million dollars available for Youthful Drug Abuser Programs (YDA) including school districts throughout the state to develop prevention, education and intervention programs. As a result of this action, all Community School Districts, Central Board of Education, Archdiocese of New York, Brooklyn Diocese and Hebrew Day Schools in New York City submitted proposals based on the needs of the specific community and/or target population to be serviced by their programs. These needs were identified through a series of meetings of community groups, civic and religious organizations, business leaders and representatives of government agencies.

The school-based drug prevention programs have been, and continue to be concepts designed under the auspices of the Community School Board, Community Superintendent, and Program Director. Although the guidelines are designed by Addiction Services Agency (ASA) and the Office of Drug Abuse Services (formerly the Drug Abuse Control Commission), each decentralized school district and the SPARK Program must develop its own goals and objectives with input from parent-teacher associations, school administrators, faculties and community organizations. If these are to continue as viable programs in each of the 32 community school districts and SPARK, this concept must be maintained. Some of the innovations implemented under the decentralized mechanism have been:

Alternate School Programs for students who exhibit negative behavior characteristics;

Community Outreach Components, such as programs that operate from 9 a.m. to 10 p.m.;

Family Assistance in the school as well as in the home;

Twelve-month operations;

Crisis intervention;

Referral services;

Special teacher training in: affective humanistic education, group dynamic skills, drug abuse education, communication skills culminating in introspective analysis; and

Comprehensive group assistance on an on-going basis.

Each program is unique, innovation, community-related focusing or intervention, prevention, referrals to treatment and rehabilitation facilities and alternative schools which are functioning in many communities.

The programs have transcended departmentalization, and individual disciplines. Their utilization of personnel from varied backgrounds, offering a broad range of educational and real-life experiences, is unheard of before in education. Services have been available on a continuing basis and have not been limited by time, space or personnel. The programs have proved that the school is part of the community and that well-planned school and community programs work effectively. Moreover, the school-based programs have brought to the traditional educational system a full circle approach which creates an atmosphere of humanness, responsible concern, and togetherness in focusing on the problem, the reasons why there is a problem, and possible, alternatives for dealing with the problem.

Each school-based program expends twenty to twenty-five percent of its work output providing prevention services. The general aim of prevention services is to screen, identify and place into intervention service activities those clients whom the program has determined as being most in need of individual, group or family assistance. The screening and identification process includes: a preliminary interview with the client so as to access his/her needs; an examination of the prospective client's academic, behavior and attendance records, and an interview with the person making the referral (i.e. guidance counselor, attendance teacher, teacher, parents, peer, etc.). Prevention Activities include:

*a. Discussion/rap groups*—This is an orientation activity designed to familiarize students with the existence of the drug abuse prevention program. Such an activity may occur during classroom period, lunch period or before or after school. Client capacity should be limited to no more than thirty-five nor less than ten participants.

*b. Peer/leadership group*—This activity is designed for students who show evidence of positive leadership qualities. This activity involves students in group situations wherein they learn to become positive role models. This two-fold activity helps reinforce positive qualities in students as well as utilizing these qualities in channeling positive peer pressure.

*c. Parent/family workshops*—This activity is designed to offer parents and community residents an opportunity to become personally involved in their community/high school program. Demonstration lessons, seminars, films, guest lecturers and displays are some of the techniques used in this vital activity.

*Intervention activities include*—The overall goals of intervention services are to help bring about positive changes in behavior, develop decision-making and coping skills develop greater positive communication with peers, family and authority figures, and generally develop a healthy self-image in "high need" clients. "High need" clientele are those whose characteristics include, but are not limited to: self-destructiveness, poor relationships with peers,

family and/or authority figures, academic under-achievement, truancy and especially experimenting with or abusing drugs and/or alcohol.

Confidential records are maintained for each client/family involved in intervention services. Records are periodically checked and whenever necessary, referrals to outside agencies are made. "Follow-up" records are kept so that a complete client profile is available.

a. *Individual assistance.*—This activity is designed to help "high need" students on a one-to-one basis (i.e. coordinator and child) by means of establishing a positive, trustful relationship. Two such services are offered:

1. Brief service—"crisis intervention" activity wherein a student is seen for a limited period of time.

2. Continued service—this activity is an intensive approach to establish a fundamental relationship of trust between student and coordinator.

b. *Group assistance.*—Group activity that is generally close-ended and goal-oriented; composition limited to 8-12 participants.

c. *Family assistance.*—This activity offers the family on-going help on a regular basis. Such help is offered both through office interviews and home visits. The main objective of family assistance is to help individual family members develop into one mutually supportive group.

d. *Alternate school settings.*—This activity, one of the more innovative features of the school-based drug programs, is designed to offer an alternate educational setting and structure of potential drug abusers as well as students who are experimenting with drugs and/or alcohol. Alternate schools utilize group processes and creative approaches to learning.

3. Referral services—Historically, the school-based drug programs have acted as a bridge between the school and the community. As such, they have referred thousands of students to out-of-school agencies where they have and still are receiving the appropriate assistance.

Referral from school-based programs is a complete process. In most cases the referral process results in placement of the individual student. Contact with the outside agency is maintained through periodic assessments of the student's progress.

#### HOW DO WE KNOW SPARK WORKS?

Two evaluations, one from the Federal Government and one from the State Government, have provided evidence that the SPARK Program does indeed work. I will quote from the ODAS evaluation of SPARK conducted in the Spring of 1977.

"SPARK's measurable success is proof that drug abuse can be curtailed and prevented," commented Daniel Klepak, Commissioner of the state agency. "When agencies work together to design, operate and monitor a program, results can be achieved for the benefit of the people served and all taxpayers. We have long admired SPARK and this evaluation confirms our faith in its administrators and staff."

Overall use of drugs such as cocaine, heroin, hashish, stimulants and depressants dropped by at least 40 percent for the nearly 3,900 students in SPARK, according to the state report. In addition, daily use of most drugs decreased by at least 50 percent. For example, while one-third of the students used marijuana daily before entering SPARK, only 15 percent reported daily use after participating. Alcohol use also declined.

Since drug abuse is considered part of overall behavior patterns, researchers examined grades, misconduct reports and absences before and after SPARK enrollment. Fifty-two percent improved their grade point average and 74 percent improved their conduct—as noted by fewer dean's reports. Sixty-seven percent had improved attendance.

The students' images of themselves and their relationship with family, teachers and friends improved significantly. About one-third of the students felt they had improved their relationships with families, teachers and peers."

#### WHAT MAKES SPARK WORK?

In my judgement, each of the following components plays a significant role in whether the SPARK Program works effectively.

- (1) Overall administrative support;
- (2) Philosophy;
- (3) Program leadership;
- (4) Staff selection;

- (5) Staff training;
- (6) Staff supervision; and
- (7) On-going evaluations.

Without the overall support of the New York City Board of Education, the Division of High Schools, the 90 individual principals and their administrative staff, SPARK would not be able to function for five minutes. Prior to submission of our first proposal, I took great care in making certain that our internal base for support was as wide as possible. Key power people within the Board of Education were consulted and their input eagerly solicited. Those segments of the Board that might view SPARK as a threat to their turf were involved from day one. Efforts were made to reach out to significant community people. An advisory board of all of the above was established. Without the slow but necessary linkages we might never have developed credibility.

It was crucial that SPARK operational philosophy be clearly articulated. Orientation meetings were held within the Board of Education and with community groups. It was vital that people understand that SPARK was a drug prevention program that did not necessarily focus on drugs. We did not disseminate pharmacological information (unless specifically requested), we did not sermonize, we did not moralize, we did not try to scare kids. We represented a program that provided young people with a kind of sanctuary within a school setting. Within this sanctuary they would find at least one skilled, concerning, caring adult. He would facilitate through peer group interaction, problem solving and decision making processes. Youngsters would meet on an on-going developmental basis in order to deal with such areas in their lives as feelings about themselves, boy/girl relations, home problems, and negotiating systems like schools, etc. The SPARK Program is a humanistic program that marries up feelings with thinking. We do not and have never distinguished between substance abuse and alcohol abuse.

Without proper leadership, no program can succeed. The leadership of any program must be committed to a consistent operational philosophy. It must be political in order to successfully negotiate internal-external systems so that their program can function at maximum effectiveness. Leadership must provide a frame of credible reference for both staff, and those external agencies and power people who relate to the program. The leadership of the program must be prepared to take risks consistent with potential gains.

Staff selection is a very important function of leadership. In my judgement the prime selection criteria should be a mix of professional development within the counseling area and the kind of high energy personnel chemistry that allows staff to relate effectively to students. In my judgment there is no single group, be it ex-addict or social worker, that has a monopoly in terms of school-based staff selection. Staff should be as representative as possible with respect to ethnicity, sex, age, etc.

The training arm of the SPARK Program is an important one. Training must consistently be in sync with the goals of the program. Training should be an on-going process with differential levels of application. Training should run the gamut from formal semi-annual convocations to site oriented technical assistance. Training can serve as a vital preventative tool against the always present burn-out syndrome.

The essence of supervision within the SPARK program is quasi therapeutic. SPARK supervisors serve the function of providing on-going support, training, and technical assistance. It is also their function to make certain that central office administrative concerns are clearly stated, staff input eagerly solicited and overall compliance scrupulously observed. Ideally their relationship with staff parallel staff relationships with students.

On-going evaluation is vital in determining whether a program is achieving its goals. Goals should be clearly stated and in measurable terms for example: to decrease drug use among adolescents within the target school. Evaluation, if it is to be meaningful, must be built in on an on-going basis. Programs must constantly retool consistent with evaluation results. Evaluation need not be external but can be measured through sophisticated internal data gathering devices.

In my judgment, programs like SPARK are relevant to and can be replicated by, almost all school districts throughout the country. In order to do this, however, the National Institute on Drug Abuse must provide a greater advocacy and coordination role. After having identified those programs that appear to be working, NIDA must create mobile teams of technical assistance. These teams should be utilized throughout the country and in my judgment, should focus on

in-depth training and workshops dealing with the seven areas I have identified above. Clearly this way, specialists can be plugged in at any point from pre proposal writing to on-going supervision and evaluation.

The SPARK Program has from a funding point of view, been nickled and dimed to death. Our funding in 1981 was a little over \$4 million. This past year it was \$2.5 million. Our staff has shrunk from 230 to a little over 100. The number of students we have reached has been effectively halved. The extent of the problem on the other hand, remains constant. Given contractual obligations and inflation the SPARK Program is reaching a smaller population each year. I would like to see some federal monies pumped in. I would like to use them in the following manner:

(a) Provide those students who demonstrated leadership ability, and have undergone SPARK leadership training stipends. This would allow them to be compensated for such tasks as working with younger students in the Junior High Schools and elementary schools, or providing assistance to senior citizens on a planned basis.

(b) Expand our social alternative programs to include attendance at cultural events such as theatre, concerts, dance, etc., weekend trips.

(c) Develop a residential training model conducted on weekends for both staff and peer group leaders.

(d) Expand the peer group interaction process more and more into the life of the school. I firmly believe that every young person in every school needs the opportunity to sit with his peers and share his feelings, concerns, joy, etc. In my judgment this would greatly facilitate the whole learning situation.

(e) Expand our alternative school concept from its present number of three to 20.

I very much appreciate being given the opportunity to testify before this distinguished group. I have attempted in my testimony to respond the best I can to the written request of the committee. I look forward to answering any questions you may have.

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PREPARED STATEMENT OF ARTHUR H. BARNES, DIRECTOR, NEW YORK  
URBAN COALITION

My name is LaZette McCants. I am here today representing Arthur Barnes, President of the New York Urban Coalition. Mr. Barnes had planned to testify today in two capacities—as Chairperson of the Governor's Advisory Council on Substance Abuse and Chairperson of the New York State Task Force on Drug Abuse.

The Task Force was convened two years ago to play a crucial role for the prevention and treatment community statewide: To create unity across modality lines, to lobby for continued funding levels and to advocate on behalf of programs.

I will highlight Mr. Barnes, prepared testimony and then answer any questions you might have on his behalf and with his authorization.

"Prevention in any real sense can only be accomplished by viewing drug abuse as complex human behavior, by recognizing that it would not persist unless it served some real or imagined need, and by developing systems of positive and meaningful alternatives to reduce that need.

Our youth, and indeed adults as well, must learn to deal responsibly in a world increasingly dominated by chemicals. But by the same token our institutions—family, school, religious, community—must re-examine those conditions which contribute to the boredom, alienation, anger and low self-esteem to which substance abuse is only one response.

Our very real challenge is to develop alternative paths to the same goals—excitement, risks, new discoveries, heightened sensitivities, camaraderie—through a process capable of channeling all the energies and creativities of our youth.

Schools have chronically failed to meet this challenge. They have failed through a refusal to consider anything except cognitive instruction as their proper province. Emotional, psychological and social growth, the "affective" domain, are given lip service, but are not integrated into the school curriculum. Schools do not deal with student concerns, especially with the life concerns of adolescents: love, sex, joy, self-doubt, fear, anxiety, pain, loneliness, connectedness—all the issues which emerge with adolescence and which effect the decision to use or not to use drugs. When schools do confront these issues, they do so only in the most superficial ways.

The prevention programs, such as SPARK or the programs within individual school districts, with limited staff and budgets, are doing precisely what our education system as a whole is supposed to be doing. They are creating both with the student and for the student the kind of internal and external environment conducive to learning and to growth. They are addressing the problems of adolescence by allowing students to explore their own feelings, values and commitments as well as those of their teachers and their peers. They are encouraging students to question the contradictions within their personal values system, to probe their life goals deeply and to discuss their conflicts openly without fear of criticism with caring adults and with fellow students.

By providing information, humanistic education around values, communication skills, peer leadership, and social and educational alternatives to "turn on" to, they are creating the kind of supportive environment which fosters strength and growth without belittling weaknesses. And they are making a difference—witness evaluations performed on prevention programs in New York City. They indicate measurable attitudinal changes, diminution of truancy and disruptive classroom behavior, academic improvement as well as changes in drugtaking patterns.

I subscribe to the notion that the ideal process for drug prevention would view the culture of schools as its most important problem. Accordingly, everyone who is responsible for shaping and participating in that culture—administration, staff, students, parents, and community—would become involved in studying the school as a cultural system to determine how it fosters substance abuse. The main task would be to create a new school culture, one that provides a significant alternative to the drug culture by altering negative aspects of the system and strengthening its positive qualities.

I realize that systemic change of this nature within a bureaucracy as diverse as the Board of Education would be a lengthy and involved exercise. But in reality, a viable model exists within the City's prevention network. I would recommend, therefore, that an ongoing dialogue be initiated among the various constituencies within the Board of Education, individual school districts and prevention program directors to discuss ways to integrate prevention program philosophy and techniques into the very core of the school curriculum.

On a more immediate level, I would recommend the following:

1. The drug abuse community should continue to advocate for unity within the field, promoting the notion that the array of drug abuse services exists as a continuum which proceeds from prevention through various treatment modalities through re-entry. Legislators and government officials on the federal, state and local level must be sensitized to this unity so that they do not favor one modality at the expense of another through funding allocations.

2. The National Institute on Drug Abuse should provide a greater advocacy and communication role in terms of prevention efforts. Federal and state evaluations should be utilized to coordinate data on programs which have been effective. These data should then be disseminated nationally, and technical assistance teams should be made available to work with programs in need of administrative, programmatic and training expertise.

3. Legislators must recognize that to merely maintain the annual level of funding for prevention programs is not sufficient. Inflationary trends make it impossible to maintain service delivery levels without increasing program budgets. In effect, given inflation and the serious cutbacks in funding over the past years, prevention programs are reaching a far smaller population each year.

4. Guidelines for prevention must be sufficiently broad so that prevention programs can meet the needs of their unique populations and the particular communities which they serve. What works in Harlem may not necessarily be effective in Staten Island; What works with one child may not reach another. Programs must work closely with individual communities, assessing community resources and bringing these resources to bear upon prevention efforts. In this way, prevention programs can more realistically be defined in terms of the needs of the communities in which they exist."

#### PREPARED ANSWERS TO QUESTIONS

##### 1. Are New York City Schools safe?

Let me preface these remarks by providing you with a little background. Since its inception in 1967, the New York Urban Coalition has had an Education Department and has worked with a variety of community school districts and with the Board of Education directly. My answer to this question, therefore, is

based on the 10 years of experience and knowledge we have gained in the area of education.

The question on safety within the schools can be answered in a variety of ways depending upon one's perspective.

If approached from the perspective of present levels of violence or disruptive behavior within the schools, our experience indicates yes, the schools are safe. They could be safer; but then again they could be better in terms of the quality of the educational opportunities provided. It seems to me that reports in the media dealing with outbreaks of violence within schools have created a climate which promotes the notion that schools are unsafe. This has made it a reality for most New Yorkers who are unwilling to listen to evidence to the contrary. That is not to say however, that disruptive behavior is not a priority issue within many community school districts.

If, however, the question is viewed from another perspective, that is the potential for violence rather than actual reported violence within schools, I would have to answer no, the schools are not safe.

The potential for violence is there because of the alienation, anger, and disconnectedness which students are experiencing. They are not involved in planning the educational environment in which they must exist for so many years. They find school curricula largely irrelevant to their personal needs and to the experiences which they will encounter when they leave school. They are not being prepared to function within their communities or within society as a whole. And most importantly, they are unable to form linkages and relationships with adults who truly care about what happens to them. They believe, and they are often correct, that their teachers do not care. This disconnectedness forms the basis for the varieties of disruptive, "acting out" behavior which they display, and drug abuse is only one manifestation. This disconnectedness, anger and alienation is a virtual breeding ground for outbreaks of violence, and it is a disquieting notion how potentially unsafe our schools can be.

That is why the Urban Coalition through its Task Force on Drug Abuse has been such a strong advocate for prevention programs. These programs have begun to address the very real needs of students; and they have provided students with at least one adult who cares enough to deal with their conflicts and concerns.

2. What suggestions can you make which might decrease the narcotics problem within the school?

I believe that that question has been answered in Mr. Barnes' written testimony which I have read to this Committee. Let me reiterate that the only real way to deal with the problem of narcotic abuse within the schools, as well as any other form of deviant behavior, is through long term change within school systems themselves. Social, emotional and psychological growth must be viewed as an integral part of the learning experience which schools offer students. The conflicts which adolescents face must be dealt with in more than a peripheral way.

Many prevention programs in New York City are doing precisely this, but they are merely an adjunct to the school curriculum rather than part of the mainstream. Prevention programs need a commitment to increased funding if they are to reach a significant enough number of students to really impact on the narcotics problem.

Figures compiled in the New York State Task Force on Drug Abuse's case statement for drug abuse programs (1977) indicate that prevention programs are an extremely cost effective form of insurance against drug abuse in the schools. The estimated cost of prevention efforts per student was \$12.00 per year. It would make good economic sense to fund these programs at a level which allow them to reach a larger number of students.

I would also like to reiterate the fact that guidelines for prevention programs cannot be too rigid. They must allow prevention programs the flexibility to meet the specific needs of the school districts and the general communities in which they exist.

3. What types of programs does your organization sponsor as alternatives to drug abuse?

The New York Urban Coalition does not provide direct services. We act in the capacity of brokers, conveners, mediators, facilitators. Where a need exists, we convene diverse constituencies to work together to address that need. The New York State Task Force on Drug Abuse evolved in such a way. Two years ago, when Governor Carey proposed to cut \$9.6 million from the YDA budget, the field was

too divided to react to the emergency in a cohesive way. The Urban Coalition convened a broad-based group of individuals representing business, labor, religious organizations community groups as well as all modalities in the statewide treatment and prevention community. We were successful in bringing this group together because we represented no special interest, and as you know working together, we lobbied for the restoration of the entire \$9.6 million.

Although none of our projects exists as alternatives to drug abuse per se, the nature of many of them places them in the category of options and alternatives for youth.

The Coalition's Education Department has been working over the past several years to develop concept of local school development. Local school development, or at the risk of punning LSD, can be defined as a significant system of supports to local school which fosters comprehensive planning and management of all local school operations by primary school constituencies, consisting of parents, teachers, administrators and students. The idea is to give these constituencies a legitimate role in planning, implementing and evaluating school programs. The Education Department has been working with selected demonstration districts and selected schools within those districts to plan for the special education needs of their student populations. These demonstration projects exist within Community School District 7, 8 and 12 in the Bronx and 13 and 32 in Brooklyn.

Briefly, let me describe some specific projects which have evolved from this constituency based planning approach. Through needs surfaced by the Planning Team in District 12 in the Bronx, an environmental education program was implemented. Twelve teachers and 360 students were offered courses at the Wavehill Environmental Center, the Bronx Zoological Park and the New York Botanical Gardens. Weekend environmental experiences were held at the Pocano Environmental Education Center, reaching approximately 500 students and 20 teachers.

In District 13 in Brooklyn, the Constituency-Based Planning Team identified disruptive behavior in schools as the District's number 1 priority, and several projects have been formulated to address this need. One is a theatre in education projected to be planned and implemented by the Creative Arts Team of New York University. The purpose of the project is to investigate the influences of school, home and environment on disruptive behavior and to aid both student and adult in actively exploring alternatives for resolving conflict.

The program will take place during the calendar year 1978-79 within Community School District 13. The pilot project, which can be replicated in any school district has three components:

1. An original theatrical play based on documented research, investigating the scope of the problem and possible causes.
2. Participatory drama workshops for the administrators, teachers and parents in the pilot schools, investigating alternative approaches to conflict resolution.
3. A fifteen-week participatory drama workshop for the identified disruptive students in each pilot school.

The anticipated outcome of the entire project will be the increased awareness, from adults and students alike, of the causes and alternatives to disruptive and deviant behavior (substance abuse is just one manifestation.) The project may well prove the validity of using an arts approach to affect behavioral and attitudinal change.

Another project being implemented in District 13 is CABLES—Community Association of Business, Labor, Education and Services which would establish an alliance among the diverse sectors of the community and to better share the education facilities for the benefit of the community to better share the resources of the community for the educational and career development of its youth. CABLES will sponsor such projects as work-experience programs for students, a learning exchange using community volunteers with particular expertise, an urban neighborhood resources center, etc.

These types of educational programs are designed to meet the needs of students and therefore, in my estimation, offer the kinds of positive alternatives which can decrease the incidence of drug abuse or any other deviant behavior in the schools.

The Coalition's Community Outreach Department has also developed a series of positive alternatives for youth within the Harlem communities area. Community Outreach sponsors a project called CASH, Citizens Action for Safer Harlems, a community-based anti-crime program. CASH, as the first project of its kind nationally, recently received funding from LEAA. In fact, LEAA has uti-



lized the original CASH proposal to develop guidelines for funding anti-crime projects in other states. CASH has sponsored a variety of projects geared as alternatives to youthful drug abuse. One such project, the Inner-City Roundtable of Youth (I-CRY) coalesced a group of street gang members to act as an escort service for senior citizens and is a safety patrol for the community. In addition, during the summer of 1977, a group of 39 Neighborhood Youth Corps enrollees were assigned to the CASH program and were assigned to various units, including clerical, radio communication, messenger service and a variety of community service campaigns.

The opportunity for young people to involve themselves in the life of the Harlem community affords them the means to develop a positive self-image, but also to make a contribution to a community in which services are often short-changed. What better alternative to drugs!

4. Is your organization aware of the high absentee rate within the schools?

First, let us clarify what is meant by absentee rate. I would suggest that the term must refer to both the high truancy rate and the rate of classes cut by students registered to be in school.

With regard to the truancy rate, I would say yes, probably every New Yorker is aware of the problem of truancy. Statistics indicate that there are approximately 300,000 "floating ghosts" out of the 1.3 million on school rosters. It would be an interesting exercise to cost out the expense of educating these children vis-a-vis the cost of losing them to other service systems, including criminal justice, social services, drug abuse treatment programs, etc. I would imagine that it would be far less costly to this city to work out some alternative educational opportunities for truant youth, than to pay the high cost reflected in other systems.

The rate of class cutting by students is not as highly publicized as the truancy rate. Perhaps this is due to the fact that there are not statistics available through the Bureau of Attendance. However, the schools are paid per student in attendance per diem. The funds that are coming in for these students must be utilized in an accountable way to develop the kind of curriculum that will impact on class cutting.

One can only speculate on the number of truant and/or absent students who are abusing drugs. I am not aware of any report which deals with this. However, it might be reasonable to assume that truancy can indeed be linked with drug abusing behavior, making the statistics on drug abuse within school-age youth far more frightening than the reported statistics indicate.

5. Does your organization sponsor programs to motivate students to complete their education?

I believe that I have already addressed this question in my remarks on the Coalition's Local School Development concept. By engaging in Comprehensive School Based Planning, a school can begin to develop integrated goals and objectives based on student needs and can design a plan to meet those needs through staff, parent, and resource development and deployment, and through integrated curriculum development. When students are recognized as a legitimate constituency within the planning, implementation and evaluation of school programs, when they in effect have a stake in what happens in their schools, they will be motivated to complete their educations.

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PREPARED STATEMENT OF FRANCIS A. MCCORRY, DIRECTOR, DRUG ABUSE  
PREVENTION PROGRAM, NEW YORK ARCHDIOCESE

I would like to thank the members of the committee for this opportunity to present my program to you as well as some thoughts on the future of prevention programs.

The Archdiocesan Drug Abuse Prevention Program, ADAPP, is a school-based drug prevention/intervention program that is currently operating in thirteen Catholic high schools in the Bronx and Manhattan. There are two major components to our program. Our prevention component consists mainly of peer and theme-centered groups. These groups are staffed by faculty and student volunteers who have received training in group dynamics. Our intervention component offers intensive counseling in individual, group, and family modalities to students who are regular substance users or experimenters. The program also maintains crisis intervention services, and referral services to drug treatment and mental health agencies.

I shall not take up the committee's time today with an arsenal of statistics supporting the contention that substance use and abuse has reached near epidemic proportions among the young people of our nation. These statistics are compelling and foreboding yet they fail to capture in any real way the tragedy of young people who have chosen self-medication as their way of coping with life. Suffice it to say that there are waiting lists for our program and all too much work for people in our field.

I would like to speak to you today about the role of my program and programs like mine serve, particularly in terms of their target population and their position in the drug treatment network.

A typical client in our intervention program is better described as "pre-addicted" rather than "at risk" in terms of substance use. He or she has moved beyond the recreational, experimental usage commonly associated with the adolescent's attempt at assuming adult roles. Still this young boy or girl is not addicted to a point that would require an ambulatory or residential program. Rather, what we see in our intervention program are the beginning and intermediary stages between social usage and serious addiction, the stages in which substance use starts to become an ordinary and eventually, primary means of coping with life.

And our purpose, quite simply, is to stop that process of deterioration.

Our prevention component, of course, works at an even earlier stage in the process, when substance use is just beginning or being contemplated. The purpose here is to aid the student in making choices that will preclude any further advance in the addictive process.

Prevention programs such as mine also hold a rather unique position in the drug treatment network. My program sees the broadest spectrum of substance user—from the first time user through the heavily addicted. Consequently we have become a vital referral for treatment programs and related services. In effect, my program serves as a screening process in identifying the user most in need and getting him or her to an appropriate treatment setting.

Yet despite the work with our own target population and our critical position in the drug treatment network, the federal government refuses to recognize programs such as mine as a viable and integral part of combatting the problem of substance abuse among our youth. The stated priority of NIDA has been treatment slots for the addict. I have no quarrel with the obvious need for treatment slots. In fact there should be even more.

My quarrel is with the federal government's refusal to see that prevention is really the "flip side" of treatment. To intervene only at the tail end of the process when a person is addicted is to beg the question of why do anything at all. If the federal government is really concerned about the problems of substance abuse among our young—and it should be—then the time is here when it must do more than allocate monies for the cure of the drug addict. It must fund programs in the schools and the communities that will offer young people an alternative to marching down the path of destruction. To help only after the path has been travelled is to provide little help at all.

One last comment. ADAPP is a member of the New York City Council of Drug Abuse Prevention Programs. This council is composed of the community and school-based prevention programs serving the diverse ethnic and religious population of our city. We meet regularly to compare program notes and to make contact with interested and involved people in the field. There are 12 programs represented on this council. They share many of the concerns that I've expressed here today—and more. I would like to invite you, Mr. Chairman, and other interested committee members to meet with us to discuss these concerns and others in greater detail.

Once again, I thank you for your time and your attention.

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PREPARED STATEMENT OF CAPT. DONALD WHITE, NARCOTICS UNIT,  
NASSAU COUNTY POLICE DEPARTMENT

The illicit use and dispensing of drugs in suburban schools has been recognized for many years by enforcement officials. However, with the intensity of the problem increasing, law enforcement is faced with a challenge of gaining the all important cooperation of school administrators. Failure to obtain their participation to curtail the problem will definitely impede any chance of effective enforcement.

For many years the use of marijuana was most prevalent within colleges. Today, we are confronted with the situation from grammar school and through the high school years. We also find that our greatest problem is with polydrug use. Students are readily inclined to mix marijuana with alcohol; pills with alcohol; and marijuana with PCP (Angel Dust). In addition, the change in the marijuana law created its own problem. Interviews with students, as well as adults, revealed that decriminalization of small amounts was misconstrued to be legalization of the use of marijuana. Therefore, this misinterpretation of the law change developed a greater acceptance of the use of marijuana by both students and teachers.

Narcotics enforcement personnel have become increasingly alarmed about the tremendous increase with the use of, and the availability of PCP. This devastating drug has reached epidemic proportions, as evidenced by recent disclosure, from the New York State Division of Substance Abuse Services. Another finding, which reflects the identical experience of enforcement personnel was, that thousands of users were seventh graders.

The alarming increase of drug use within suburban schools has awakened some previously reluctant school administrators into cooperating with enforcement officials. However, until the attitude is shared by all, enforcement efforts cannot attain optimum results.

Unfortunately, by the time a school administrator finally agrees to a positive action approach toward violators, the situation is usually found to be so disastrous that even non-user students are severely affected. Narcotics enforcement personnel have found that non-user students are even denied the option of using school lavatories because of drug users. Further, classroom activities are disrupted and the entire learning process negated because of the widespread use of drugs within schools.

Interviews with certain teachers reflect a negative attitude relative to corrective measures that could be taken. Some of the myriad reasons range from not wishing to be a policeman in the classroom, 'to I don't believe that marijuana is harmful.' Also, some responses indicated a reluctance to take corrective action due to failure of administrators in supporting a teachers effort.

In a particular suburban school, the widespread use of drugs within the Junior High and High School has created such a hostile environment that a law enforcement official, who spent an entire day providing lectures on drug use, was verbally abused and subjected to objects thrown at him.

In a affluent community parent groups recently became so alarmed at the use and availability of drugs within their schools, that a conference was held between the police and school administrators which disclosed the problem to be even greater than suspected. As a result of their concern, they established a parent's task force to assist in combating the problem.

During school hours in another community, four female teenage students experimented with drugs, which resulted in rushing one of the girls to a hospital because of an overdose. The situation became extremely critical when the absence of a heartbeat was detected and necessitated fibrillation to revive this young drug user.

Earlier this year a school superintendent of one school contacted the Narcotics Squad to establish a meeting with law enforcement officials concerning a drug problem in his schools. This was the first request ever made by a school administrator within this particular district. Prior to the meeting, Narcotics Squad personnel believed the request was predicated by recent narcotics arrests made on school grounds. However, during the meeting, the superintendent exhibited absolutely no knowledge of the arrests that had taken place, in spite of a directive by him to his subordinates that he be notified of any arrest of a student.

It was established factually, that the school principal was notified of the arrest, which is a standard procedure by narcotics enforcement personnel whenever a student is arrested during school hours, whether on school property or not.

As a result of the meeting, and the superintendent's awareness of the drug problem in his schools, as well as his willingness to take positive action, conditions improved greatly because of the following action taken:

A. With the superintendent's knowledge narcotics personnel saturated the exterior areas of the school and made numerous summary arrests.

B. The superintendent informed the student body that the use of drugs in, as well as on school property, would cause the arrest of the violator.

C. Reinforced his procedures with other school administrators and teachers relative to notifying him of conditions arising and supporting his subordinates.

regarding any positive actions they may take concerning the use of drugs by students.

Therefore, as exhibited by the courageous actions taken by one school administrator, we experienced one method of obtaining positive results. When the student body became aware of arrests made, and the attitude of the superintendent regarding the use of drugs, the atmosphere reversed itself drastically from April 1978 until the end of the school year.

However, the above case example is rather rare because of the reluctance of most administrators to respond in similar fashion. Most reasons advanced for failure to take positive action have usually fallen within one of the following:

- A. Fear of creating a police atmosphere within the schools.
- B. Fear of adverse publicity.
- C. Fear of potentially harsh punishment relative to narcotics laws, that an arrested student may experience.
- D. Lack of support by teachers.

However, the solution to the problem, although not entirely resting with school administrators, most assuredly begins with them. To reverse this devastating effect in our suburban schools we must kindle a positive flame of response and cooperation from administrators. They must create and support a wholesome policy of non-drug use in the schools and remain steadfast. If this is attained, then law enforcement can more readily assist and return our schools once more to the learning process and away from the drug culture.





**END**