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REMARKS OF DEFENDER ASSOCIATION OF PHILADELPHIA ON PROPOSED LEGISLATION BEFORE THE HOUSE JUDICIARY COMMITTEE CONCERNING CONTROLLED SUBSTANCES

Introduction

The Defender Association of Philadelphia is a non-profit corporation that provides representations to indigents accused of crime in the city and county of Philadelphia. In addition to representing literally tens of thousands of adults and juveniles at trial and delinquency proceedings annually, the Defender Association utilizes its own substantial social services staff, with psychiatric and psychological consultants, to identify and seek treatment for those clients with substance abuse problems.

The interest of the Defender Association in the various proposed statutes is manifold. A substantial portion of the Association's clientele is indigent and will be impacted by passage of any of the proposed legislation; a substantial proportion of the Association's clientele will continue to be denied treatment for substance abuse, a problem left unaddressed by the various proposals; and the Defender Association wishes to see legislation that will in fact operate to diminish the problems caused by substance abuse.

The thrust of the proposed legislation is to increase available penalties and utilization of mandatory sentencing. However well-intended, it is clear that such an approach carries with it no likelihood of success in attacking the problems of drug availability and drug abuse. Additionally, several unintended but inescapable consequences will flow from the enactment of such legislation, including prison overcrowding (and an immense financial burden to the Commonwealth); an exacerbation of the delay already plaguing the Philadelphia judicial system, if not its complete collapse; and the continued failure to provide treatment for those addicted and education to prevent anyone further from abusing drugs. These concerns are addressed in detail below.

A. Background: The Dimensions of Drug Abuse in Philadelphia

In the 1983 fiscal year, of approximately 17,000 people treated for all categories of substance abuse, 195 were admitted to treatment for cocaine. In the 1988 fiscal year, out of the same overall number of individuals treated, 7,657 were admitted to treatment for cocaine abuse.¹

Shockingly, the number of available beds in drug-free residential programs has remained essentially constant over the past several years. Currently, there are 380 such beds available in Philadelphia; as of March 31, 1989, the waiting list for these beds had 1,776 names. These figures mirror the national dilemma: according to one source, 90% of those who voluntarily seek treatment for addiction are turned away.² Additionally, many clients of the Defender Association, convicted of drug offenses and ordered to undergo treatment by the sentencing judge, wait in prison because of this backlog. Eagleville Hospital was reported to have a current waiting list of four months; the Horizon House program had a four to six month delay for those applicants without insurance.³

The cost of providing treatment is relatively low, certainly as contrasted with the cost of incarceration. Outpatient methadone maintenance costs \$2,979 per individual annually; outpatient drug counseling costs \$1,949 per individual annually; and inpatient non-hospital residential treatment costs \$18,000 annually per bed. With programs ranging from 28 day stays through six month residencies, the cost per individual is at most only 55% of the cost of incarcerating a prisoner for one year and, for programs with a 28-day stay, the cost per individual is one-eleventh that of incarcerating that individual for one year.⁴ Put more simply, for the cost of incarcerating one inmate, between two and eleven individuals can receive in-patient treatment.

¹ These figures, and all others pertaining to the dimension of the Philadelphia drug abuse problem and the availability and cost of treatment resources, were provided by the Coordinating Office of Drug and Alcohol Abuse Programs.

² Testimony of Linda Lewis of the Alcohol, Drug Abuse and Mental Health Administration before the House of representatives Select Committee on Narcotics Abuse and Control (May, 1988).

³ The figures concerning Eagleville Hospital and Horizon House were provided by the Social Services division of the Defender Association.

⁴ This analysis is based upon an approximate cost of incarceration in a state prison of \$16,000 annually. The focus on one year's incarceration came as a result of the inclusion in many pieces of proposed legislation of mandatory incarceration for at least that amount of time.

The proliferation of drugs and the already-toughened drug laws have also had a marked impact on the judiciary. In Philadelphia there has been a dramatic upsurge in both the number and percentage of felony cases involving drug possession and delivery, and it is estimated that 20% of the current caseload involves drug prosecutions.⁵

B. The Costs, Consequences and Failures of Increased Penalties

It is beyond question that Pennsylvania, like many other jurisdictions, is already faced with a prison overcrowding problem of crisis proportions. As of December, 1987, prisons in Pennsylvania were filled to 131% of capacity. What bears study is the clear relationship, across the nation, between increased prosecutions for drug offenses and prison overcrowding.

Nationally, the number of state prison inmates incarcerated for drug offenses more than doubled in the past ten years, increasing from 17,572 in 1979 to 36,000 in 1986.⁶

The picture in federal prisons is even more compelling. In 1980, 22% of all inmates admitted to federal prison were incarcerated for drug offenses. In 1986, 34% of all inmates admitted to federal prison were convicted of drug offenses. As of May 2, 1989, out of a total federal prison population of 48,039, 44.1% had been sentenced under the federal Drug Abuse Act of 1970.⁷

Most disturbing are the projections for future incarceration levels prepared by the United States Sentencing Commission. The Commission's first conclusion is that, if the sentencing trends set in the period 1982-1986 continue, the federal prison population will increase to a point between 61,000 and 78,000 by 1997. The Commission further concluded that, if the provisions of the 1986 federal drug laws were fully implemented, the federal prison population would increase further, to between 86,000 and 108,000 inmates.

Two conclusions flow ineluctably from these statistics. First, prison population will continue to grow, and outpace the

⁵ No specific data are available from the Court of Common Pleas of Philadelphia County; these estimates are from the Defender Association's felony caseload supervisors.

⁶ This statistic is from the Bureau of Justice Statistics' "Survey of State Prison Inmates."

⁷ These and the following statistics pertaining to federal prison population and overcrowding were provided, except where otherwise noted, by the federal Data Center & Clearinghouse for Drugs & Crime.

building of new prison space. Second, such patterns of incarceration have had no impact whatsoever on the availability of drugs, particularly cocaine and the "crack" derivative. No shortage of the drugs has been reported at any time in the past several years; similarly, no price crunch or squeeze has resulted from such law enforcement. The drugs remain available, plentiful, and cheap.

The proposed legislation being considered by this committee will have precisely the effect on prison population engendered by the comparable federal legislation. Prison overcrowding will explode.* Equally significantly, there is no provision in any of the sentencing bills either for the necessary appropriations to support such a prison expansion or for any form of drug treatment or counseling for those incarcerated.

Other collateral but substantial consequences of increased incarceration will result immediately. First, for every increase in the use of mandatory sentencing or harsher penalties, the number of demands for jury trials will increase, bogging down an already overburdened court system. Greater and greater amounts of time will be consumed on each case, as lawyers litigate suppression motions, challenge chemical analyses, and otherwise put the government to its proof on each and every contested issue.

Secondly, with the substantial commitment of financial resources to prison facilities that these bills necessitate, less and less money will be available for drug treatment and preventive education. Yet it is precisely such education that has the greatest success in reducing the demand for drugs.

C. Recommendations

A clear and unequivocal legislative response to the crisis in our cities caused by drug abuse and addiction is essential. However, the increase in penalties in Pennsylvania over the past several years has had no impact on the availability or abuse of drugs, and no proof exists to substantiate a claim that further increasing penalties will turn the tide.

Current law already provides judges with a wide range of sentences, allowing lengthy periods of incarceration for those

* Examining many of the proposed pieces of legislation demonstrate this clearly. Under House Bill 965, any person who "engag[es] for profit in a scheme or course of conduct to unlawfully manufacture, distribute, dispense or import or transport a controlled substance" is required to serve a minimum of ten (10) years incarceration. This bill, by its broad language, applies to every person convicted of any participation whatsoever in a drug sale.

charged with drug offenses. Adding further penalties, and/or mandating their imposition, will overcrowd the prisons, with the concomitant safety risks, without making a dent in the problem of drug trafficking.

Education, treatment and greater police presence and community activism will, dollar for dollar, have a much greater impact on drug abuse than all the mandatory sentences imaginable.' To do otherwise may appease the public's legitimate and visceral outcry, but will generate only fiscal crises and leave the drug problem with no end in sight. If new sentencing measures are needed, they are those which would ensure treatment and require the offender to work to offset the damage done to his/her community, and not those which remove the offender but leave ten new drug sellers stepping into their place, as the community continues to suffer and pay the bill for incarcerating the offenders.

Respectfully submitted,

Jules Epstein
Assistant Defender

' To this end, the Defender Association endorses House Bill 845, which allocates confiscated money, in part, to community organizations and treatment facilities.

Nothing's working

It's time to recognize that in the war against drugs, our information is inadequate

Spending a couple of days last week at a conclave of the nation's top drug-fighters in Washington has led to two disheartening observations. The first is that nothing America is doing is working. The second, which is closely linked to the first, is that we don't have any idea what might work because we just don't know enough about the problem.

From these two points flow a policy recommendation that sounds incredibly trite at a time when there is great pressure for someone to sound the trumpet and order a charge. Just the same, it may just be that the right thing for this nation to do at this point is: Study the problem.

The depths of our ignorance are truly astonishing, if not necessarily surprising. One Washington-based criminologist notes that the nation spends 10 times as much researching the causes of tooth decay as it does probing the causes of crime, including drug-related violence.

No one has effectively traced the patterns by which drug abuse has spread across the country, and how it is related to crime and other sociopathic behavior. The two basic sources of information about the spread of drugs at present are both seriously flawed. One is a statistically deficient annual study of American households. The other is a survey of high school seniors that, by its very design, omits those students who have dropped out, and who presumably are those most likely to find their way into the drug culture.

The results of these surveys have incongruously indicated that drug use is going down when all other evidence shows it is spreading ever farther, into even the most rural corners of the country, and exploding to terrifyingly new levels of violence in the cities.

Dr. Charles F. Shuster, director of the National Institute on Drug Abuse (NIDA), acknowledges that Congress did appropriate \$10 million last year to expand and improve this kind of research, but that amounts to peanuts compared to what a single pharmaceutical company might spend in a single year looking for a new product breakthrough.

Unsurprisingly, given that level of effort, there have been no recent pharmacological breakthroughs in

the effort against drugs. As yet there is no known drug that will counter the neurological effects of crack, or cocaine. The country's drug experts still don't fully understand what creates drug dependency for cocaine and crack users, and know even less about the new generation of synthetic drugs now coming on the market. Significant advances in treatment have also proved elusive.

Worse still, there is no nationally recognized system for separating the good programs from the bad. Nor is there an effective effort to recruit, train and adequately compensate drug counselors. One official jeeringly showed help wanted ads for counselors that said, in big type, "NO EXPERIENCE NECESSARY."

Law-enforcement solutions have proved problematic. Simply arresting drug dealers didn't help much in Washington. District of Columbia Assistant Police Chief Max J. Krupo says that nearly 50,000 drug offenders were arrested between August 1986 and last fall in a special crack-down — with little effect on drug traffic in the city. One problem: Only about 3,000 of those arrested went to jail. Prison overcrowding in Washington is so bad, the chief said, that police officers have been known to load prisoners into vans and drive them around the Washington Beltway until space is available. "I'm not kidding," said Chief Krupo.

Building more prisons, California is learning, is an awesomely expensive undertaking. State law there bars officials from releasing inmates to meet a population cap, as has been done in Philadelphia. As a result, the state has spent \$3.2 billion since 1983 on adding prison space, with another \$17 billion in prison construction scheduled for completion by 1994. (By contrast, Pennsylvania spent only \$92 million in the last two years to construct new prisons.)

New laws mandating death sentences for drug kingpins involved in murders have, as yet, produced no perceptible results, except to hamper efforts to extradite accused dealers from countries that don't have the death penalty.

These failures on the home front have led to unremitting pressure on Congress and the White House to spend money to block the drug influx from foreign countries, most of which is flown in. "Our police cars don't fly, you know," cracks J. Thomas Cochran, executive director of the U.S. Conference of Mayors. However, the nation's expensive interdiction program has had, to date, no perceptible impact on the availability of drugs.

It is, in short, a distressing and depressing state of affairs, enough to make William J. Bennett, the nation's new drug czar, panic and do the wrong thing. Mr. Bennett, who must produce a plan by September for mounting another offensive, has already given broad hints that he will follow the traditional path of spending the lion's share of scarce anti-drug funds for tougher law enforcement, with some experiments in such things as military-style boot camps for drug offenders.

To win his war, Mr. Bennett needs to recognize the need for better intelligence about the enemy, and new weapons against addiction. Otherwise, the traditional tactics of concentrating resources on the same law-enforcement and interdiction tactics that have been used in the past will continue to go about as far as they have up to now — nowhere.

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OUTPOSTS

Every month Outposts examines controversial ideas that are changing our lives and expanding our intellectual frontiers. This week, Jerome Miller argues that rehabilitation of criminals can work. Miller, director of the National Center on Institutions and Alternatives, formerly headed the Pennsylvania and Massachusetts state youth correction systems and the Illinois Department of Children and Family Services.

CRIMINOLOGY

Is Rehabilitation a Waste of Time?

By Jerome Miller

LATE ONE gloomy winter afternoon in 1984, New York accident lawyer Robert Martonoff hurried himself through a sixth-floor window of his Manhattan apartment while his less-than-son looked on. Martonoff had become the leading debater of the "ideas that society could 'rehabilitate' criminals. His scholarly analysis was to be a metaphor for what would follow in American corrections.

The question that obsessed Martonoff still haunts debate on the purposes of corrections. It surfaced recently in the controversy over Maryland's Pottersville Institution, and it underlies drug czar William Bennett's plan for more prisons and Mayor Marion Barry's call for 2,000 more cells. They embody the new-penitentiary philosophy that rehabilitation is a postscript. Policy makers emphasize more cells for more inmates, and the main federal "message" to cities, as Attorney General Richard Thornburgh succinctly put it, is: "Do the crime, you do the time."

But the present fixation on punishment and deterrence may prove a costly mistake. In fact, there is considerable evidence that rehabilitation which adheres to certain principles can be dramatically successful (see page 4). And we'd better start learning just those standards set. The currently fashionable notion of more "hard time" for more offenders could bankrupt many state and local budgets while guaranteeing even higher recidivism rates.

Martonoff's skepticism about rehabilitation derived from his role in co-authoring a 1975 survey of 231 studies on offender rehabilitation spanning the previous 30 years. "The Effectiveness of Correctional

Treatment," it became the most politically influential criminological study of the past half century.

The time was ripe: From 1983 to 1973, murder, assault and burglary rates doubled while robberies tripled. Martonoff's views were enthusiastically embraced by the national media, often under the headline, "Rehabilitation Works." Yet, curiously, all the talk was over something that scarcely existed. Even at the height of the so-called "rehabilitative era," a corrections department spending more than a percent of its budget on treatment was unusual. But the attack was taken up by liberals and conservatives alike—many of whom felt that belief in rehabilitation, as Harvard's James G. Wilson put it, "ignores not merely realistic but heroic assumptions about the nature of man."

But as Berkeley criminologist Eliazer Cerreto later quipped, "programs cited by Martonoff and others are an evidence that rehabilitation did not work were often not only understood and understood, but typically staffed by poorly trained and often unqualified personnel. These early critics of rehabilitation made little effort to separate reasonably serious and intensive programs from those—vastly more common—that at best offered minimal counseling or tutoring to people who were otherwise allowed to languish in the enclosed bleakness of institutions or in the shattered, dead-end communities from which they had come."

The classic 30-year "Cambridge Somerville Youth Study" is a premier example. In the Harvard-sponsored program began in 1937, researchers followed 320 boys for 30 years. The boys were assigned to 10 "counselors" who had no training in mental health or psychotherapy and were told to do "whatever they thought best." Each youth was seen only five times annually during the early years of the project. Not surprisingly, the program

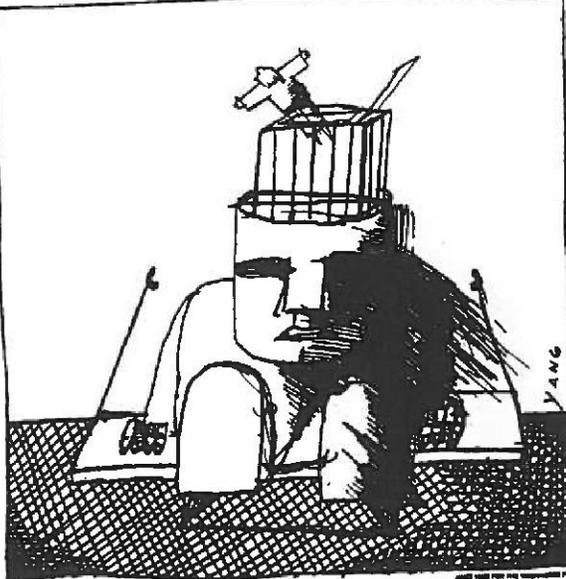
had little effect on subsequent criminal behavior.

Problems of Perspective

Part of the problem in evaluating rehabilitation is deciding what constitutes success. For example, in studying the effectiveness of family therapy with hard-core delinquents (each having 20 or more previous convictions), one survey found that after 15 months, 80 percent of those in therapy had re-offended. However, 93 percent of the matched "no-therapy" control group re-offended. A medical procedure that suppressed symptoms in 40 percent of a group of chronically ill patients, 93 percent of whom deteriorated without treatment, would be seen as a virtual triumph in corrections, however, such results are usually regarded as failures.

Moreover, simply residing in some communities increases the likelihood of being labeled a recidivist. Nearly half (46 percent) of the boys in some areas will appear in juvenile court during their two years. Among young black men in certain parts of the country, seven out of 10 can anticipate being arrested at least once. Though this may suggest failure, it does not measure individual criminal behavior. Indeed, among chronic delinquents the simple fact of re-arrest may be less important than whether the young offender is sending down his criminal activity.

But the biggest problem in getting a fair hearing for rehabilitation is that so many efforts have failed spectacularly. A team of researchers from the Academy for Contemporary Problems found that the "velocity of recidivism" among youthful offenders actually increased with each trip to a state reform school for rehabilitation. Rand Corp. researchers reported similar patterns among



Nonetheless, some theorists maintain that the very fact that a prison is designed and visited makes it rehabilitative. It's a variation on the "Scared Straight" theory. Unfortunately, repeated studies have shown that it doesn't work.

The Incarceration Gamble

So, once the previously popular notion, if we can't get a complete "cure," why not simply lock up all offenders? Since 1970, from the Academy for Contemporary Problems' "Dangerous Offenders Project" considered this draconian option. He estimates that incarcerating every first-time felony offender for five years would likely yield no more than a modest 7.3 percent decrease in crime rates. But U.S. prisons (already overcrowded) would have to increase their populations from 300 to 500 percent, entailing construction costs of \$130 billion and increasing annual operating budgets from \$12 billion to \$90 billion.

And even that would not guarantee that crime rates would stay down for long. Those in prison are often replaced by others waiting in the wings (particularly among drug offenders). More often, such a policy would yield 3 to 5 million slightly more hardened ex-convicts dumped into the streets every five years.

The most unusual case for incarceration was made late last year by Richard B. Abel, an assistant attorney general in the Justice Department. Writing in Policy Review, and using figures compiled by a Justice economist, Abel concluded that we save \$40 million annually in crime costs for every 100 offenders we incarcerate—based on the extraordinary assumption that a typical offender commits 187 crimes per year at an average \$2,300 per crime, or \$430,100 annually.

Calling these estimates "not merely wrong, but ludicrously wrong," a team of California researchers Franklin Zimring and Gordon Hawkins noted that at a rate of 187 crimes per offender per year, putting a half-million more persons in prison nationally by almost 50 million—thus making the nation crime-free, since there are about 45 million crimes reported annually. By Abel's calculations, in fact, crime has disappeared somewhere in late 1985 as a result of the doubling of prison and jail populations from approximately 300,000 in 1978 to about 600,000 in 1985. Nonetheless, President Bush—who pledged during the campaign to double the federal prison-building budget over four years—has used the same argument.

All this suggests that we are willing to invest large sums in variations on themes of restriction and deterrence. Yet Canadian psychologist Paul Gendreau and University of Ottawa sociologist Robert Ross, doing a meta-analysis of the empirical analyses of the data on rehabilitation, concluded that "the (substantiated) claims for effective rehabilitation of offenders far outweigh those of the more competing ideology: applied deterrence or punishment."

Actually, Something Works

A report as 1976, a Rand Corp. study had suggested that the "nothing works" conclusion was probably premature. Three years later, a National Academy of Sciences panel concluded that "when it is asserted that 'nothing works,' the panel is uncertain as to what has been given a fair trial." And now, in their latest survey of the rehabilitation literature, from 1960 to 1987, Gendreau and Ross found "reductions in recidivism, sometimes as substantial as 80 percent had been achieved in a considerable number of well-controlled studies. Effective programs were conducted in a variety of con-

ditions and (to a lesser degree) institutional settings involving pre-delinquents, hard-core adolescent offenders and recidivist adult offenders, including chronic heroin addicts."

The authors of the 1986 demonstration that a number of techniques can reduce recidivism among both property and violent offenders. These include substance-abuse treatment (combining intensive counseling with drug screening), family therapy, individual therapy, stress management, and particularly with young offenders—assigning "advocates" to work with individuals on a daily basis, including cross intervention at odd hours. In Massachusetts, Harvard researchers found that recidivists fell among older former reform-school youth when a range of such alternatives was available. In three regions of the state where no such array existed, recidivism remained the same or increased.

Educational programs for hard-core offenders have also shown promising results. Inmates of a Canadian federal prison, many with long and serious criminal histories, were assigned randomly either to normal prison conditions, or to a special program of intensive individual tutoring using Socratic dialogues. In a report issued for the Canadian government, psychologist D.J. Ayres and his colleagues found that after 20 months of post-prison follow-up, the recidivism rate of those in the program was 14 percent as compared to a 52-percent rate for those randomly assigned to prison conditions.

Discovering what works is less a matter of deciding on a specific treatment technique than of creating programs that are intensive, taken seriously, last a reasonable period of time, and focus on high-risk offenders. In fact, programs directed at low-risk offenders can sometimes be cost-effective.

Similarly effective results have come from Massachusetts where, since the closing of state reform schools in 1973, a private non-profit program called "Key" has offered intensive "outreach and tracking" for high-risk delinquents. Key trains mostly college-age paid staff to work individually with the youths 10 to 50 hours per week in their own homes and communities, usually at the evening or on weekends—the times when most youngsters get in trouble.

Key workers are not neutral, but are advocates for their charges. (When monitoring is done by more distant non-professionals, the results have been far less successful.) Key court personnel, the results have been more distant non-professionals, the results have been far less successful.) Key court personnel, the results have been more distant non-professionals, the results have been far less successful.)

And a program for delinquents at least one in Michigan in which college students trained as paraprofessionals gave six to eight hours of counseling per week to each youth—reduced recidivism rates by nearly a third.

All this suggests that the most successful agents in rehabilitation may not be those in the roles familiar to American psychiatry: psychology and social work. Such professionals typically have preferred to work with the "most likely to succeed"—the most articulate and socially skilled offenders who are least in need of professional care. Rehabilitation directed at the more problematic cases requires a new kind of worker who is willing to reach out, pursue and even advocate for offenders who are unlikely to fit the 90-10 and even advocate for offenders who are unlikely to fit the 90-10 regimen of the traditional mental-health professional.

A fitting epilogue to the rehabilitation debate can be found in the research conducted in 1987-88 on New York's successful "Stay in Out" therapeutic community drug abuse treatment program—retention of offenders in their own homes and communities, usually at the evening or on weekends—the times when most youngsters get in trouble.

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productive if they are allowed to pick up personal skills and attitudes from higher-risk persons.) Canadian psychologists D.A. Andrews and J. Kolind found that effective therapy programs promote attitudes, rewarded non-criminal pursuits, made use of a wide range of community resources, taught skills for handling relapse and treated the offender with respect and empathy—many of the very qualities that characterize effective psychotherapy with non-offenders.

Ironically, even Martonoff himself changed his mind on the efficacy of rehabilitation. In a 1970 article in the *Harvard Law Review*, he wrote that "startling results are found again and again... as treatment programs as diverse as individual psychotherapy, group counseling, intensive supervision and what we have called individual help." The man who started it all had come full circle. But by then no one was listening.

And apparently they still aren't. On Jan. 18, the U.S. Supreme Court affirmed the abandonment of rehabilitation. In *Alm v. U.S.*, the Court upheld federal sentencing guidelines which all but remove rehabilitation from serious offenders. The decision's reverberation from a decade earlier has become the national anthem. As a result, federal prison populations are expected to double.

That contemporary case-law theory offers a choice between equal unattractive extremes: ineffective probation/parole or debilitating prisons. Finding help in akin to asking doctor for headache relief and being told there are only two treatments—an aspirin or a lobotomy. Harsher or lenient, warehouse prisons and an idling which militantly rejects the idea of subacute offenders are the rule of the land. Meanwhile, violent crime surges. We must now wait for it swing of the pendulum. It may be long wait.

Hard-Core Success

IN DETROIT and Boston, successful programs for violent young offenders began with a brief period of structured therapy in a locked residential setting, followed by intensive long-term community supervision. New York researchers Jeffrey Fagan and David Andrews discovered that these programs cut recidivism significantly because they fit the therapy to the individual needs of each youth, provided extensive social networking and "continuity of care" and were perceived by the youths as offering real opportunities for success.

Similarly effective results have come from Massachusetts where, since the closing of state reform schools in 1973, a private non-profit program called "Key" has offered intensive "outreach and tracking" for high-risk delinquents. Key trains mostly college-age paid staff to work individually with the youths 10 to 50 hours per week in their own homes and communities, usually at the evening or on weekends—the times when most youngsters get in trouble.

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AN EDUCATOR'S OPINION

A Future for Children

I have been privileged to serve on the board of directors of the United States Committee for UNICEF, the United Nations Children's Fund. It is an experience that has given a human face to all the dry economic news about falling commodity prices and renegotiation of developing nations' debt. Tragically, the human face I see is that of a young child—mainly inured, suffering from disease, denied an education, and thus denied a future.

Children are the prime victims of the developing world's impoverishment. It's hard to comprehend, but each year some 14 million children die from common illnesses and malnutrition.

The 1980s have been a harsh decade in the Third World. In most of Africa and much of Latin America, average incomes have fallen by 10 to 25 percent. At the same time, in the 37 poorest nations, health spending has dropped 30 percent—and education spending 23 percent.

The recent UNICEF report, *State of the World's Children 1989*, notes that an additional half million children are dying each year due to worsening economic conditions.

But this tragedy is preventable. In the midst of growing poverty, simple, inexpensive programs, such as UNICEF's immunizations against measles, tetanus, and whooping cough, are saving the lives of 2.5 million children a year—almost 2,000 children a day.

Perhaps you can imagine my an-

gush when President Bush proposed last month to cut the U.S. contribution to UNICEF from \$60 million to \$34 million. That \$26 million savings is not a lot of money to the U.S. government. But it's an enormous amount to children in need of life-saving vaccinations, potable water, and schools.

I often write about the connection between education and the U.S. economy, emphasizing that America's future depends on educating all our children well.

That truth does not stop at our nation's borders. Children in developing nations are the future of their countries just as surely as American children are the future of ours.

A new plan—jointly sponsored by the United Nations Educational, Scientific, and Cultural Organization (UNESCO), the U.N. Development Program, the World Bank, and UNICEF—recognizes education as a prerequisite for economic development. The plan, which aims to drastically reduce global illiteracy by the year 2000, stresses primary education for children in developing countries.

In *The State of the World's Children*, UNICEF head James Grant, a U.S. citizen, calls the protection of children's minds and bodies "both a moral imperative and a practical pre-condition for sustained economic and social progress."

Programs that seek to assure children in poor nations a future deserve U.S. support, for the sake of our tomorrow—and the world's.



Mary Malcolm Petrell, President, NEA

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PHILADELPHIA COURT STATISTICS¹

1) Current caseload and backlog:

As of the end of April, 1989, 9,837 felony cases were in post-arraignment, pre-trial status in the Philadelphia Court of Common Pleas. All but 348 were non-homicide cases. The estimate of Court Administration is that the Court system as currently staffed is capable of smoothly managing an inventory of between 5,000 and 6,000 cases, indicating that the current backlog contains roughly 4,000 more cases than the system is capable of handling.

2) Drug prosecutions as percentage of caseload:

1983: Out of 9,784 felony cases disposed of, 373 involved narcotics violations, 3.82% of the total caseload.

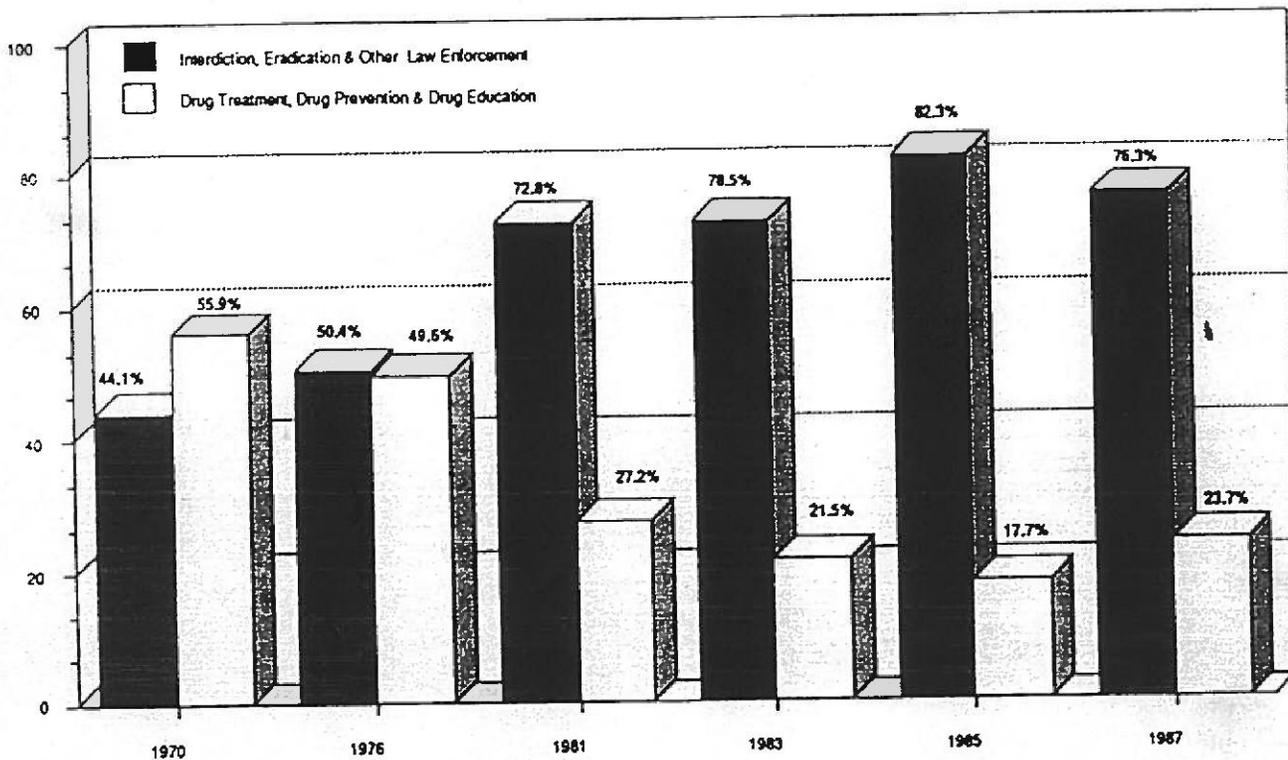
1988: Out of 13,504 felony cases disposed of, 2,601 involved narcotics violations, or 19.3%.

1989: Court administration estimates that 30% of the current open felony caseload in the Court of Common Pleas involves narcotics offenses.

¹ These statistics were provided by the Office of Court Administration of the Court of Common Pleas of Philadelphia County.

One Reason Why U.S. Drug Policy Fails

The Disparity in Federal Funds Devoted to Treatment and Enforcement



Sources: U.S. General Accounting Office and U.S. Rep. Fortney "Pete" Stark.

Speed's Gain in Use Could Rival Crack, Drug Experts Warn

By JANE GROSS

Special to The New York Times

SAN FRANCISCO, Nov. 26 — Made in a growing number of clandestine laboratories, the drug speed is surging across the West and could soon rival crack elsewhere in the nation, law-enforcement officials and experts on drug treatment say.

"It's an astronomical problem," said Ron D'Ulisse, an agent of the Federal Drug Enforcement Administration in San Diego and an authority on speed. "It can't be overstated. There's unanimous agreement out here that, Hey, this drug is out of control."

Speed, or methamphetamine, is a powerful stimulant to the nervous system that has been used for a generation, starting with diet pills diverted for illegal use. Its popularity has jumped in recent years with the increase in makeshift laboratories turning out an off-white powder that can be snorted, injected or taken in a beverage.

This fall the Federal Drug Enforcement Administration's Western Laboratory here in San Francisco identified a smokable form of the drug that looks like quartz crystals. When crack, the smokable form of cocaine, appeared on the East Coast in 1985, it meant a cocaine epidemic was at hand.

Methamphetamine is cheaper than

cocaine and produces a longer-lasting euphoria. Its abuse is most prevalent in California, Texas, Oregon and Arizona, but a recent study for the National Institute on Drug Abuse, warns, "Domestically produced methamphetamine looms as a potential national drug crisis for the 1990's."

Drug law-enforcement agents say speed is simple to make and lucrative to market: \$175 worth of chemicals yield a pound of pure methamphetamine, which is then weakened to make two pounds and sold for \$32,000.

Highlights of the Battle

Both the Federal study and interviews with more than a dozen experts show that speed is gaining ground, as in these examples:

¶ In the last two years, Federal statistics show, the number of emergency room cases involving methamphetamine complications has doubled and deaths from the drug are up 80 percent.

¶ Raids on clandestine laboratories have more than tripled since 1983, with 15 of them shut down last year. Of those, 489 were in California. State and Federal officials say at least five labs are operating for each one that is

closed, and only manpower shortages have kept the number of raids and confiscations from rising.

¶ Huge quantities of speed are being made. In San Diego, where the problem is considered most severe, 1987 production reached 20,000 pounds, enough, said Mr. D'Ulisse of the Drug Enforcement Administration, "to keep every man, woman and child here under the influence for six months."

¶ At least four companies that make chemicals in California have recently been seized in joint state-Federal undercover investigations, for knowingly selling chemicals that can be synthesized into speed. One company was owned by a man who had been convicted of manufacturing the illegal drug.

Addicts Abound in Hospitals

Drug rehabilitation centers in San Diego, San Francisco and other Western cities are jammed with speed addicts. Police blotters list growing numbers of methamphetamine-related homicides. Mental health experts report an increase in drug-induced psychoses.

Doctors, counselors and law-enforcement officers tell of a sharp increase in a pattern of agitated, violent behavior in addicts that resembles paranoid schizophrenia.

With speed-making labs being seized in California, Federal agents say, the clandestine operations have moved to Nevada, Montana and Oklahoma, making the drug available to new users.

Not a Killer's Reputation

The conventional wisdom has been that speed's makers will not invade areas already dominated by cocaine because the drug lords in those areas block competition. But this week a drug hot line in Florida received its first reports that methamphetamine was available in Miami, which had been the exclusive domain of crack dealers.

Experts say they fear that users of crack could turn from the cocaine derivative to methamphetamine, variously known as crystal or crank as well as speed. In addition to the cheaper "high," speed does not have the deadly reputation that cocaine has.

The growth in methamphetamine production and distribution poses new problems for law-enforcement officials. Unlike cocaine, which begins as a plant grown overseas, speed is synthesized in domestic laboratories.

'You Just Need Chemicals'

"What's so insidious is you don't need any Bolivians to grow it on a mountainside," said Joe Miano, a D.E.A. intelligence analyst in Washington. "You don't need any Colombians to traffic the stuff up from South America. You just need chemicals, most of them readily available here in the United States."

James N. Hall, executive director of Up Front, a drug information center in Miami, said, "The legal risks aren't as great when you don't have to cross the border and there are fewer people in the trafficking network." Mr. Hall conducted the methamphetamine study for the National Institute on Drug Abuse.

If efforts to stop or reduce the flow of cocaine into the United States succeed, methamphetamine could become the instant substitute.

Historically, speed and cocaine have seesawed in popularity, drug experts say, depending on cycles of supply and demand. What makes the current situation particularly grave is that both substances are gaining ground at the same time.

"Both curves are up," said Dr. David E. Smith, director of the Haight-Ashbury Free Medical Clinic here, which was founded in 1967, when abuse of diet pills was rampant. "That's what makes this the worst stimulant-abuse epidemic I've ever seen."

Federal and state officials have tried to limit the manufacture of methamphetamine by outlawing or restricting its precursor chemicals, like phenyl-2-propanone, used in the production of perfume, and ephedrine, the active ingredient in several over-the-counter cold medications.

But those who make the drug keep devising new recipes and staying one step ahead in this perpetual cat-and-mouse game. "As we list the chemicals as reportable they just go on to something else," said Robert K. Sager, chief of the drug agency's lab here, which handles samples for 11 states.

The most popular way to make the drug, with ephedrine as the main ingredient, is "easier than a Betty Crocker cake," Mr. D'Ulisse said. Mimeographed and illustrated instructions, often seized in raids, show that no special expertise is necessary, although the flammable materials involved pose a certain risk.

"We've seen church leaders and neighborhood watch captains, a 10-year-old boy and a 65-year-old woman," Mr. D'Ulisse said. "This is amateur hour."

One former user and manufacturer, now in a treatment program, described "bubbling flasks like in a monster movie." One mistake, he said, and the house would go up in flames.

State and Federal officials here say each gallon of methamphetamine creates two gallons of toxic waste that is often dumped by the side of the road, or in stream beds. Or the waste ma-

NEW YORK TIMES

11/27/88

PG. 1

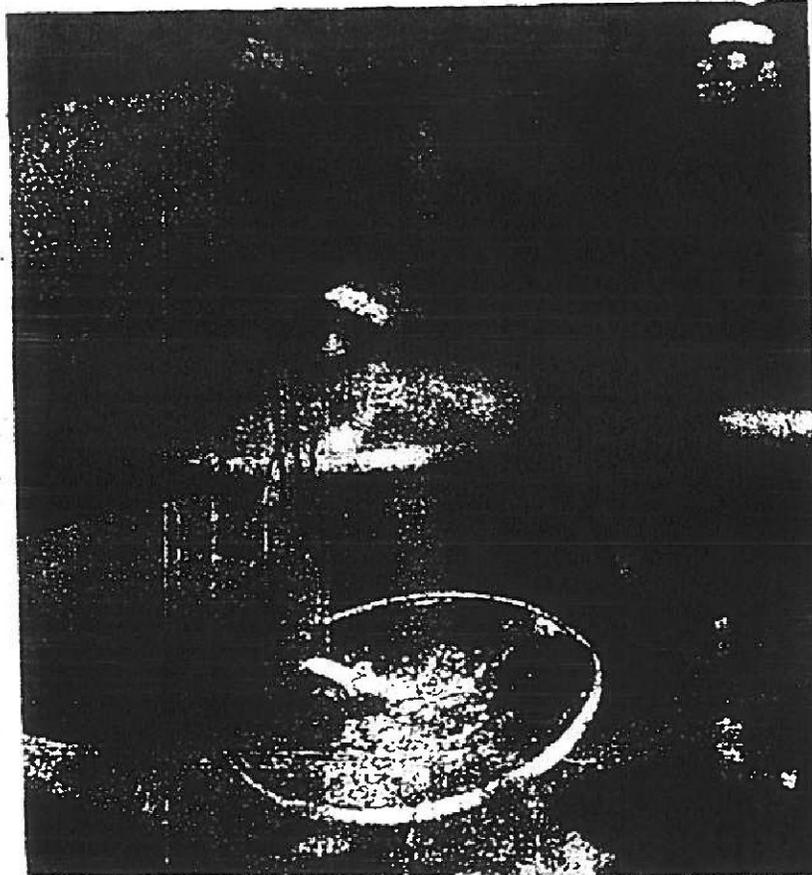
terial is left to contaminate rented houses that the drug cooks have abandoned.

The waste from methamphetamine production includes carcinogens, mutagens, explosives and hazardous metals like lead and mercury, officials said.

Several agents involved in seizing drug-making laboratories said they had once suffered from skin, lung and liver problems. Once the agents wore street clothes when they entered those places. Now plastic gloves, boots and coveralls are standard, with breathing apparatus.

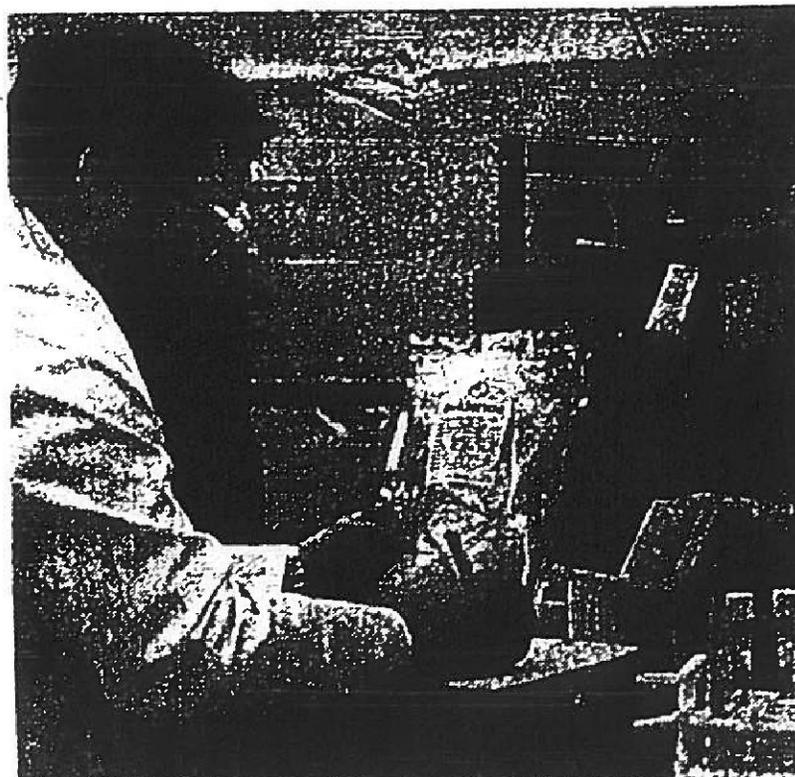
Many seizures are a result of accidents rather than investigative work, Mr. Sager said. Often, a lab is discovered when it burns or blows up, because so many are in remote rural areas. Once a drug cooker kicked his wife out of the house and she turned him in. Another time a cooker parked his van on somebody else's property, and that led to a complaint to the police.

Mr. Sager said he went to Oregon recently in quest of land for his retirement, and literally sniffed out three clandestine labs — because of the chemicals' odors. "Their clothes smell," Mr. Sager said. "Their cars smell. Their kids probably smell. These are not your normal neighbors."



The New York Times/Terrance McCarthy

Crystallized methamphetamine, speed, being made at a Drug Enforcement Administration laboratory in San Francisco. The crystallized form is smokable and may be as great a threat as crack.



The New York Times/Terrance McCarthy

Roger Ely, a forensic chemist, at the Drug Enforcement Administration laboratory in San Francisco working on evidence obtained in a raid on a speed laboratory in Montana.

GAO report

U.S. fails in South American drug war

By Charles Culhane

WASHINGTON, D.C. — Despite large expenditures of money, the U.S. effort to eliminate drug crops in two major drug-producing countries in South America has failed, said a new report from the General Accounting Office.

During Fiscal Year 1988, which ended last September 30, the U.S. Bureau of International Narcotics Matters furnished about \$98.7 million in anti-drug funds to 11 Latin American nations, including \$15 million to Bolivia and approximately \$11 million to Colombia to help eradicate drug cultivation.

However, total production of coca, the source of refined cocaine, doubled from 1982 to 1987, the report said. Peru, Bolivia, and Colombia, were the sources of almost all of the increased yield of the drug crop.

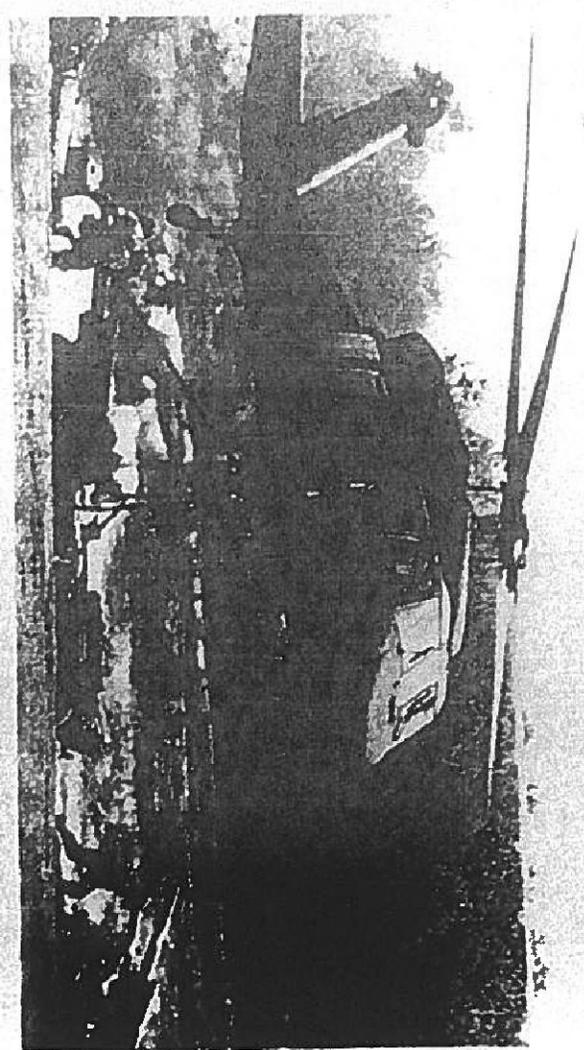
The most notable failure in the anti-drug effort has occurred in Bolivia which produces an estimated 40 percent of the cocaine smuggled into the United States. Political corruption and resistance from alliances

IN RECENT MONTHS, the United States has dramatically escalated its role in foreign drug wars. According to recently published federal documents, the State Department plans to:

- Annex an armada of 150 aircraft.
 - Recruit American civilian pilots to fly the planes.
 - Equip host-country co pilots with M-60 machine guns.
 - Spray coca fields with rotaburam, or Spike, an untested herbicide.
 - Strike drug operations in Peru, Bolivia, Colombia, Ecuador, Venezuela, Belize and Jamaica.
 - "Engage the enemy" if fired on.
- For another perspective on foreign interdiction efforts, see *Behind the Scenes* Page 6.

of peasants and growers' unions have combined to thwart the anti-drug effort in that country.

The GAO, which is an investigative arm of the U.S. Congress, directly contradicted assertions earlier this year from the U.S. State Department that anti-drug forces were making



substantial progress in Latin America this year.

State Department officials cited destruction of more than 4,440 acres of coca fields during the past year as evidence of progress. But the GAO said the new coca that peasants have planted in the same period has far

outweighed the crops that authorities have succeeded in eradicating.

During the past 12 months, for example, growers have planted more than 8,100 acres of coca in Bolivia and the total coca crop now under cultivation there amounts to

(Continued from Page 1)

100,000 acres. At the same time, the number of Bolivian families engaged in coca cultivation has increased from 15,000 in 1978 to an estimated 70,000 families now.

One crucial problem in trying to reduce the drug crop is the tremendous profitability involved. Coca brings growers more than twice the price of coffee and more than four times as much as they can get from raising such things as fruits or vegetables. "No single agricultural crop or combination of crops can provide a farmer with the income that can be earned from producing coca," the GAO said.

Meanwhile, assassinations of police, high government officials and journalists have blocked the anti-drug efforts in Colombia, the report said.

Colombia has been the home base for years of the notorious Medellin drug trafficking cartels. Now the

drug underworld is expanding the amount of coca crops planted there, often in remote areas in the country's jungles. The choice of these remote locations makes it difficult for authorities to detect and eradicate the illicit drug crops.

The GAO investigators estimate that coca production in Colombia has increased by 80 percent in the past three years and an estimated 60,000 acres are devoted to coca production there.

The National Drug Policy Board, the Reagan Administration's major agency for anti-drug policy coordination, recently announced a new drug strategy seeking a 50 percent reduction in the cultivation of coca in the next four years, mainly through the use of herbicides. However, the GAO noted, the spraying of herbicides has drawn strong opposition from important political groups in Latin America in the past.

WEDNESDAY
APRIL 19, 1989

PHILADELPHIA DAILY
NEWS
THE PEOPLE PAPER

For Sale: Corners to Deal Drugs

Choice Spots Going for 30G: **Page 3**

Dealers 'Buy' and 'Rent' Drug Corners

\$30,000 the Going Rate

By Joanne Sills

Daily News Staff Writer

West Dauphin Street: Dealers along this strip in Kensington — the hottest drug area in the city and one of the most violent — have moved into "rental estates."

For \$30,000, police say, a prime corner of an intersection like Dauphin and Mascher streets can be "bought." Another location can be "rented" for \$500 a day.

"Corners ... with an established name are valuable in the marketplace," says Lt. John Gallo, head of the Police Department's East Division task force.

Community fights back: Page 57

Such a corner has convenient access for drug buyers, and the corner entrepreneur could make back his investment with a few good days selling cocaine or crack around the clock with shift workers.

Not even the "drug-free zone" signs outside Miller Elementary School at Dauphin and Mascher detract from the corner's value.

This is a prime spot along the Dauphin Street marketplace that stretches from 2nd Street to Front Street and extends to adjacent streets.

Ranking members of drug organizations are usually the buyers and sellers, police said.

Pushers in the area of task force patrols, roughly bounded by the Delaware River, Poplar Street, Roosevelt Boulevard and Broad Street do about \$500,000 a day in drug business at about 25 major corners, Gallo said.

The half-million-a-day figure, says Gallo, is "a rough estimate. On a good day it could easily triple."

Running such a high-risk business gives rise to hostile takeovers.

Buying the corner is the easy part. Keeping that corner after it's been "bought" can be deadly.

Of the violence is averted when an "owner" opts to "rent" his corner.

Task Force officer George Mock

cited the "red tape" corner at Palethorpe and Dauphin streets. He said the corner's "owner," who seals his cocaine packages with red tape as a street signature, is in jail but rents out the corner to keep control.

Other corners can be "muscled" through the threat of violence, or

with violence itself.

From Jan. 1 to April 10, East Division has reported 11 of its 23 homicides as drug-related. That compares to three drug-related homicides among 11 in the same period last year.

Mock attributes most of the rising

homicide rates to hits related to turf fighting and retaliation for "in-house" thefts — or "gags."

"There's a high mortality rate among drug dealers. These kids are bad and they are violent," says Gallo. They have no fear of the law

"They kill."

Alon West Dauphin Street, adolescent lookouts sit on dirt bikes, alert, looking for police, as fleet-footed holders of drugs get ready to run at the first sign of trouble. Street supervisors oversee the frenzy of supply meeting demand.

And there's the "enforcer," unnoticed by buyers passing through, but the ever-present eye on the corner industry and its players.

Mock and partner Joe Alley, cruising the streets with Gallo on a recent night, note that the dealers work shift, similar to police shifts, to keep up with demand.

Each shift employs five to a dozen youths: Someone to watch for police, usually a youngster around 8 or 9, someone who holds drugs just in case the dealer is nabbed, a street supervisor who looks over the corner's operations, and the enforcer — a role growing in importance and power, police explain.

Serving a dual role of protecting dealers and keeping them in line, the enforcer — very often a teenager — is the dispenser of street justice, and often death.

"A lot of the killing is over money that has gone south (was stolen by

street dealers). If a dealer gags his boss for \$500 they'll give him a chance to work it off. If he doesn't pay them back, they'll kill him. It serves to keep the others in line."

"Gagging" is the term used by dealers to cover anything that negatively impacts on the drug business or product image.

It can mean addicts ripping off dealers at gunpoint, or dealers stealing their suppliers' drugs, or dealers peddling "burn bags," bogus drugs being sold as the real thing.

"Gagging" is of growing concern at every level of the trade. It is an invitation to violence.

Mock tells the story of some hapless cocaine buyers from out of state who returned to Dauphin Street in front on confronting a man who had sold them six "burn bags."

The buyers were stopped by police before they found their man.

"We searched them, and we found no guns and no knives," says Mock, laughing. "We probably saved their lives."

These "burns" are frowned upon by dealers, who feel it damages product image, Mock says. And image is important.

The bulk of buyers in this marketplace are from someplace else — Center City, the Northeast, upstate Pennsylvania, New Jersey or Delaware.

Increasingly, police find weapons when they search the buyers. Sometimes guns — like the two eight-inch .44 Magnums they found in the car of two men from upstate a few weeks ago — are for their own protection, sometimes to exchange for drugs, sometimes to "gag" dealers for sport.

A group of six Montgomery County youths, on a jaunt into Kensington in 1987, ripped off drugs from Jose Perez, 26, who police say was selling drugs to earn money to return home to El Paso, Texas.

Perez was shot to death when he reached into the car and demanded money for the drugs he had given the youths. Earlier this year, David S. Ruder, 21, of Lansdale, was convicted of shooting Perez to death, and was sentenced to life in prison. The other youths have pleaded guilty to third-degree murder and await sentencing.

As gagging has increased, enforcers have gotten tougher.

Police say gagging led to the shooting death of Brenda Stewart in March as she and her companions drove off without paying for drugs at Mascher and Dauphin streets in

March. Jesus Burgos, 16, charged with the killing, allegedly opened fire at the car's back window, killing Stewart, police say.

"They have this thing, they want to

be tough guys," says Gallo of the suburban buyers. "These kids don't even know the street names, somehow they get off I-95 at Allegheny Avenue and head over to 5th Street."

Slick cars guided by kids learning this perilous business wind through the narrow Kensington streets. A commonly seen olorful sticker speaks to the bustling business: "Local Motion."

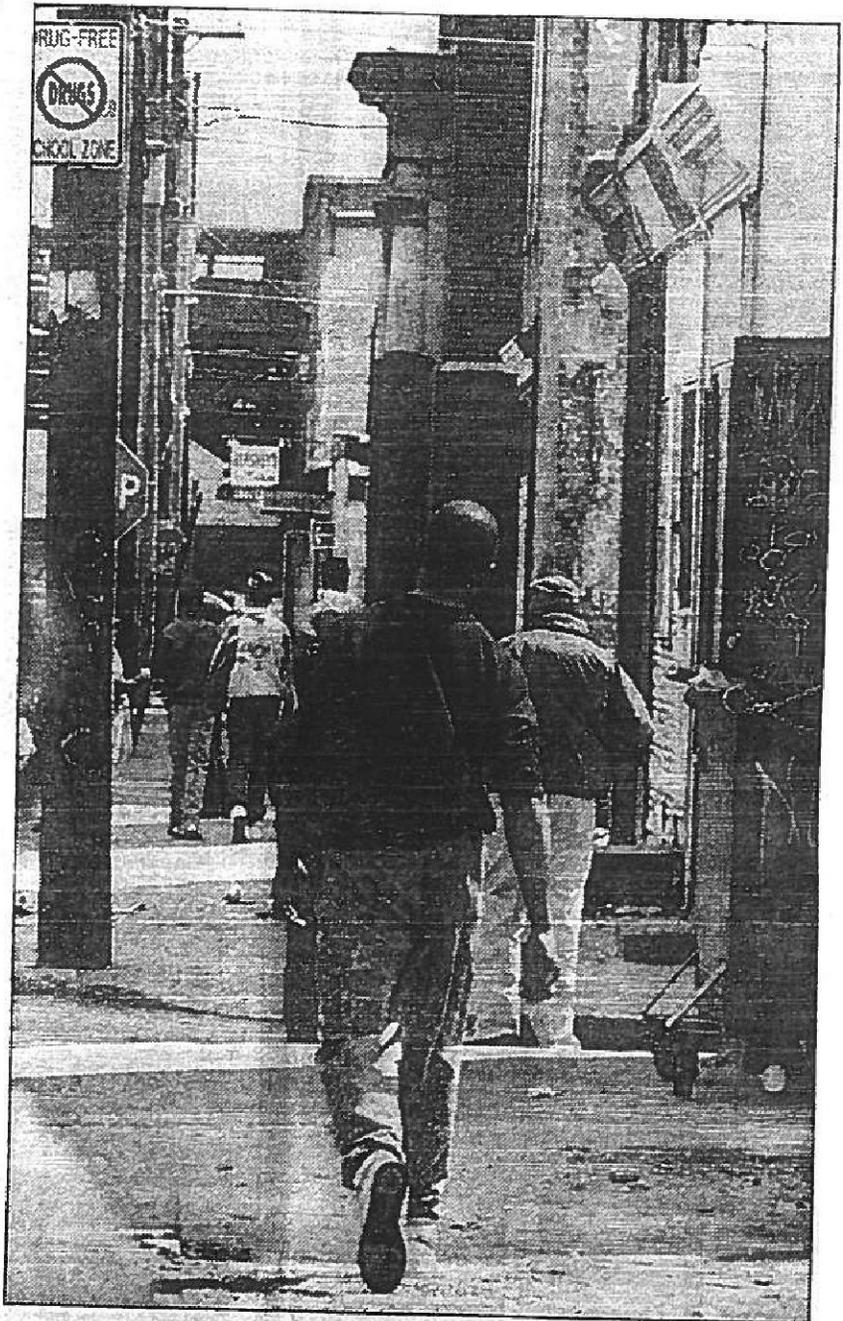
Many Kensington dealers — and police — credit Angel and Jose Hernandez, two brothers who did for drug sales in Kensington what McDonald's did for hamburgers.

Arrests in 1986 shut down their "yellow tape" cocaine organization that operated at 5th Street and Glenwood Avenue, Mock said, but the business has been replaced by other eager entrepreneurs.

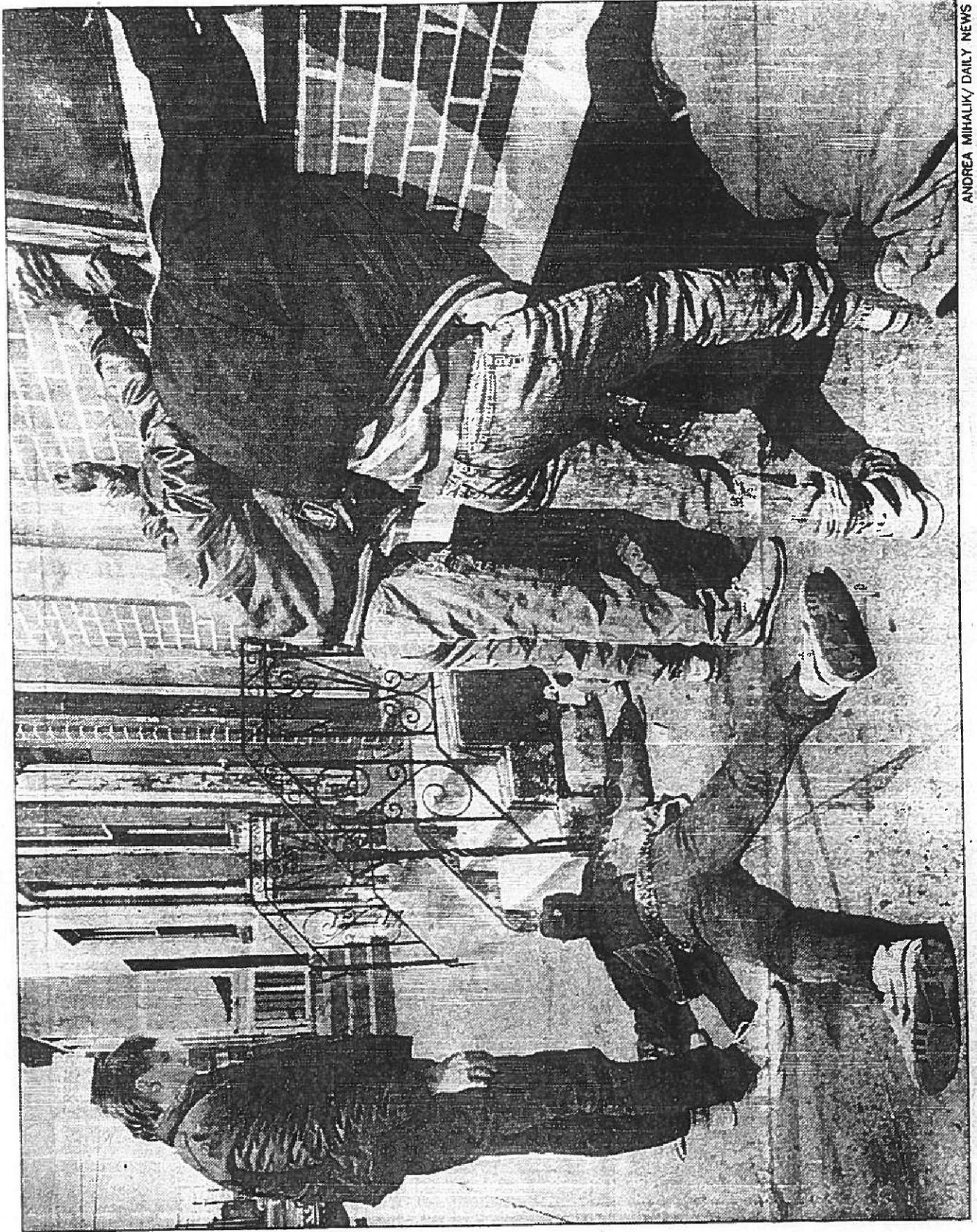
The brothers, Mock said, emerged as role models as they climbed from poverty in Puerto Rico to head a \$9 million-a-year cocaine operation in Kensington.

"It's said that the Hernandez brothers started with a half-ounce of cocaine," says Mock. "A lot of [dealers] say they will retire when they make \$4 million, and believe me, they can do it when they're in their 20s."

Gallo adds: "... If they live that long."



ANDREA MIHALIK/DAILY NEWS
Drug-Free School Zone signs on Dauphin Street don't stop the action



ANDREA MIHALIK/DAILY NEWS

Task force officer Joseph Alley keeps an eye on three drug suspects; only one, the youth on the sidewalk, was charged with possession of crack

Reeno Record
12/24/88

Pa. ranks 2nd in China White deaths

PITTSBURGH (AP) — Authorities say a local drug ring that sold a powerful synthetic heroin known as China White produced the longest string of overdose deaths from the drug outside California, where the killer powder surfaced 11 years ago.

The drug, 3-methylfentanyl, has been confirmed as the cause of 18 Pittsburgh-area deaths, Allegheny County Coroner Joshua Perper said. Lab tests are under way for five others.

China White also is suspected in as many as 60 non-fatal overdoses.

Twelve people have been arrested, including Thomas L. Schaefer, 48, of suburban Aspinwall, a Calgon Corp. chemist suspected as the source of the drug.

"This is really the first major

incident outside of California from a clandestine laboratory putting material on the street," said Gary Henderson, professor of pharmacology at the University of California-Davis medical school. "And it's certainly the most fentanyl activity we've seen since 1984."

Henderson developed a method of testing for the presence of China White and drugs with similar compositions, fentanyl analogs, in overdose victims and is helping city, county and federal officials in Pittsburgh with their investigation.

Authorities said the victims were at the mercy of drug dealers who didn't check the quality of the drugs they manufactured and sold earlier this year.

"There's no way to prevent this," Perper said. "Anybody who

has the knowledge to produce a so-called designer drug can cause this sort of thing."

China White, also called Persian Heroin and Gasoline Dope, is several hundred times more powerful than heroin, and even extremely small amounts can be fatal. It can be manufactured by anyone with a background in college chemistry, according to the National Institute on Drug Abuse in Rockville, Md.

Federal authorities first noticed the presence of China White in December 1979 when two users died in California, Henderson said.

He said 115 have people died from fentanyl overdoses in California, Arizona and Oregon since 1980. The number of annual deaths in California peaked at 50 in 1984.

just before the federal Drug Enforcement Administration busted a drug ring in Los Angeles. Eighteen people died there in 1985, and one died in 1986.

Most of the dead in the Pittsburgh area were men in their 30s who took the drug either by itself or with heroin and cocaine, Perper said. Authorities began investigating after noticing a rash of fatal and non-fatal overdoses in September, October and November.

"Our information from the street is that (dealers) marketed it as a real powerful heroin," Pittsburgh Assistant Police Chief Chester Howard said. "They had no idea of its potency. Three grams are enough for one dose. We consider it one of the most powerful drugs known."

THE U.S. JOURNAL OF DRUG AND
ALCOHOL DEPENDENCE
JANUARY, 1989

Fla. drug czar

✓ **Hughes takes helm**

By Jeffrey Laign

FORT LAUDERDALE, Fla. — If we want to win the war on drugs we've got to be willing to pay higher taxes and to plow those revenues into prevention, education and treatment programs — not simply slam drug addicts in prison cells.

That's the message that Douglas Hughes, Florida's new "drug czar" delivered last month to business leaders at a Greater Fort Lauderdale Chamber of Commerce breakfast meeting.

Appointed to the state's top-level drug policy advisory post by Gov. Bob Martinez in July, Hughes coordinates state, local and federal anti-drug efforts, and is chairman of the Governor's Drug Policy Task Force.

The 43-year-old adviser, who spent more than 20 years as a police officer in Manhattan and Miami, said he plans to take action in the fight against drug use.

"We don't need another report," Hughes said. "In the last 30 months, 20 reports on the drug problem have been created, with over 400 recommendations. But those reports only addressed five issues. My opinion is we don't need to study this problem to death. Florida doesn't want to be the drug capital of this country. It wants to be the solution capital."

But Hughes does not see the criminal justice system as a solution to

drug abuse — at least not in the long run.

"There's no return on building prisons," he said. "You invest in people, you get a return. We can't afford prisons anymore. It's cheaper to put somebody in a treatment program than in jail. Unless we investigate alternatives we will be building prisons forever."

The best alternatives, Hughes said, are treatment and education programs.

"You teach them to stop using, then you teach them how to live," he said. "That's called life management. We don't have a drug problem in this country; we have a people problem. We have to change the way we look at the problem."

But to do that will take money, Hughes said: "The public says we need a change in this country, but they don't want to raise revenue. But people are going to have to invest in Florida."

Otherwise, he warned, problems such as drug abuse, inner-city crime and AIDS will escalate out of control.

"We have a crisis in our country and we're only seeing the beginning of it," Hughes said. "We have to do something about it now. The number-one building block will be education and prevention. That is the future of change in this country."

Recent Developments

Memo



By Father John McVernon

THE FEDERAL DRUG ADMINISTRATION'S western Laboratory has identified a smokeable form of methamphetamine, cheaper to use than cocaine and producing a longer lasting euphoria. What is so insidious is you don't need any Bolivians to grow it on a mountainside or Colombians to traffic the stuff up from South America. You just need the chemicals, most of which are readily available in the U.S. Just \$175 worth of chemicals yield a pound of the drug, which then can be weakened to make two pounds which sell for over \$32,000, and the most popular way to make the drug — with ephedrine as the main ingredient — is easier than baking a Betty Crocker cake.

**Speed's Gain in Use Could Rival Crack,
Drug Experts Warn/The New York Times**

COUNTRY AND WESTERN can be a prescription for trouble among people with little self-control. Slower music goes with faster drinking. Hard drinkers prefer listening to slower-paced, wailing, lonesome, self-pitying music generally during slow times in the bar. As the mood and tempo filter through the bar, key actors could be seen changing the level and intensity of their drinking. People should be aware they are more likely to lose control and self-restraint in a country and western bar than anywhere else.

James Schaefer/University Of Minnesota

AFTER FOUR STUDENTS from Pacific Palisades were killed in an alcohol-related accident, the local high school began hosting A.A. meetings. "I think some students have decided that one way to memorialize the kids who died would be to get sober in their honor. There is an instinct to keep this thing from having been totally in vain."

Newsweek/ 11/28/88

THE U.S. JOURNAL OF DRUG AND
ALCOHOL DEPENDENCE

JANUARY, 1989

THE JAPANESE have emerged as the world's No. 1 per-capita consumer of prescription drugs, reflecting the country's increased affluence, the rapid aging of Japanese society, and the development of numerous new products and questionable prescribing practices by Japanese physicians, who provide medication as well as prescribe it.

The World Health Organization

ITALY IS BEING RAVAGED by an epidemic of drug addiction more widespread and lethal than anywhere else in Europe. The country has the largest number of addicts on the continent: an estimated 300,000 to 400,000 are hooked on heroin alone. So far this year 700 Italians, mostly young people, have died from drugs.

Time/ 12/12/88

BRITISH COMPANIES are beginning to recognize that their manager's alcohol-related problems are company problems as well. This realization stems from changing attitudes in British society toward drinking. The British government, for instance, is promoting a National Drinkwise Day next June 20.

**U.S. Firms Begin To Cope With Problem Drinking/
The International Herald Tribune/ 11/24/88**

FEDERAL AGENTS eradicated 60 percent of the marijuana grown in national forests in 1988, sharply increasing the number of arrests and plant seizures. Compared with 1987, assaults on agents and the public by marijuana growers are down, but the number of booby-trapped sites is up.

**Forest Marijuana Is Reported Down/
The New York Times/ 12/3/88**

Fr. John McVernon is the director of community education for The Mediplex Group's Alcohol and Substance Abuse Division.

PITTSBURGH POST GAZETTE
3/23/89

More than 5,000 on drug treatment waiting lists

HARRISBURG (AP) — More than 5,000 residents seeking publicly financed drug and alcohol treatment are languishing on waiting lists, and the state is as much as six months behind in licensing new treatment facilities, Health Secretary N. Mark Richards said yesterday.

Richards, testifying before the House Appropriations Committee, also said funding for the programs was unlikely to meet demand, even with increases in the next fiscal year.

"The money for drug and alcohol treatment is growing, but it will probably not be enough," Richards

said.

Under the Casey administration's proposed 1989-90 budget, state aid for drug and alcohol treatment would increase about \$1 million, to \$33 million. A \$5.6 million boost in federal spending, totaling about \$24 million, is also expected.

Richards estimated 5,100 residents were waiting for treatment, including about 1,700 in Philadelphia alone. But Rep. Peter Wambach, D-Dauphin, said as many as 3,000 more people might be seeking treatment.

Richards said the proposed budget included funds to fill 14 vacancies in the division that oversees licensing

of treatment facilities, but he admitted that overall staffing would remain at the same level as the current year. The new fiscal year begins July 1.

ECONOMIC COSTS TO SOCIETY
OF ALCOHOL AND DRUG ABUSE
AS COMPARED TO
ALLOCATIONS FOR ALCOHOL AND DRUG
PREVENTION AND TREATMENT PROGRAMS

ECONOMIC COSTS TO SOCIETY OF ALCOHOL AND DRUG ABUSE PROBLEMS (ESTIMATE FOR FISCAL YEAR 1983*)	ALCOHOL COST - \$116,674,000,000
	DRUG COST - <u>59,747,000,000</u>
	TOTAL COST - \$176,421,000,000

THIS COST = \$483,600,000 PER DAY
OR \$ 20,150,000 PER HOUR

ALLOCATIONS FOR ALCOHOL AND DRUG
PREVENTION AND TREATMENT PROGRAMS
(ESTIMATE FOR FISCAL YEAR 1984**)

PROGRAM ALLOCATIONS - \$1,346,613,511
INCLUDES APPROXIMATELY
\$173,882,878
FOR PREVENTION SERVICES
AND \$1,038,121,242
FOR TREATMENT SERVICES

CONCLUSION: LESS THAN ONE (1) PERCENT OF THE COST OF ALCOHOL AND DRUG PROBLEMS IS ALLOCATED TO PREVENT OR TREAT SUCH PROBLEMS. ALSO, LESS THAN ONE-TENTH (1/10) OF ONE (1) PERCENT OF THE COST OF THESE PROBLEMS IS ALLOCATED TO PREVENT SUCH PROBLEMS.

*SOURCE: ECONOMIC COSTS TO SOCIETY OF ALCOHOL AND DRUG AND MENTAL ILLNESS: 1980, JUNE 1984, RESEARCH TRIANGLE INSTITUTE FOR THE ALCOHOL, DRUG ABUSE AND MENTAL HEALTH ADMINISTRATION.

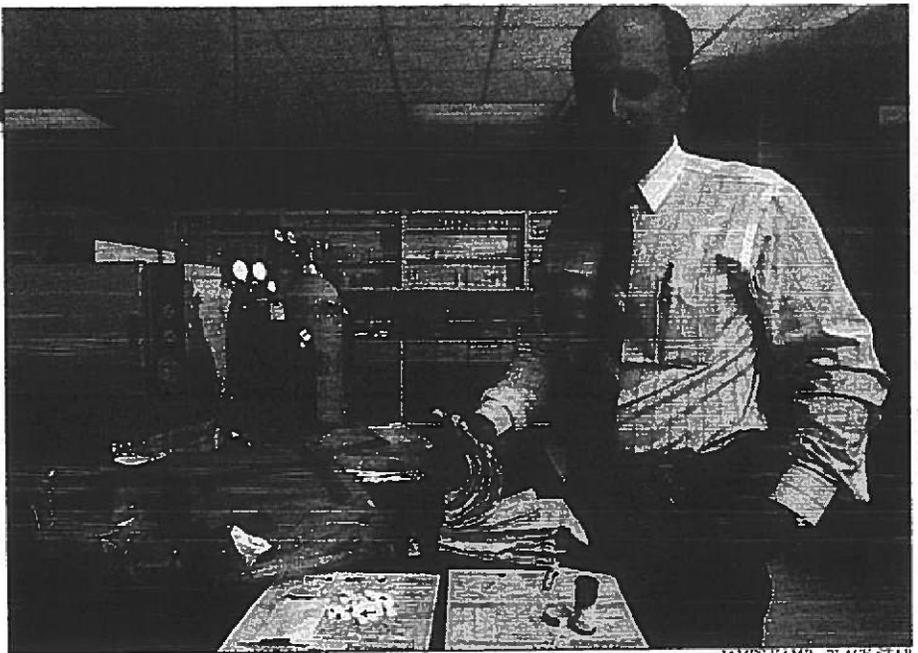
**SOURCE: STATE RESOURCES AND SERVICES FOR ALCOHOL AND DRUG ABUSE PROBLEMS, FISCAL YEAR 1984, MAY 1985, NATIONAL ASSOCIATION OF STATE ALCOHOL AND DRUG ABUSE DIRECTORS FOR THE NATIONAL INSTITUTE ON ALCOHOL ABUSE AND ALCOHOLISM AND THE NATIONAL INSTITUTE ON DRUG ABUSE.

Is Grandma in a Drug Ring?

Seniors front a pill scam

What could be more innocent than a little old lady getting a prescription filled? That's the beauty of south Florida's latest drug scam. A frail, silver-haired woman walks into a drugstore to fill a forged prescription for Dilaudid, a morphinelike pain killer used to sedate cancer patients. The pharmacist charges \$10 for 20 tablets. Outside, she climbs into a car with other elderly passengers and hands over the medicine to the driver. Then it's on to the next drugstore, where a second senior citizen fills a phony prescription. Later that day dealers sell the drugs to heroin addicts for \$45 to \$65 per tablet. The geriatric gofers get \$50 per "score"; their employers gross up to \$5 million a year.

In the last year the sedative scam has become more profitable than many local street-crack operations. Capt. Al Lamberti, deputy director of Broward County's organized-crime unit, estimates that seven gangs deal illegal prescription drugs in



JAMES KAMP—BLACK STAR

A \$5 million enterprise: *Lamberti with a cache of illegal prescription drugs*

Florida. A big incentive is increased demand. Since cocaine is the best-selling drug, pure heroin has become more scarce. A four-hour high from Dilaudid satisfies an addict's heroin craving, and many junkies prefer it to shooting up the diluted heroin that is available.

The largest of the seven drug rings, which pioneered the use of elderly walkers, has developed a nearly foolproof system. Gang members, mostly English-speaking

Anglos, steal prescription pads, sometimes by taking jobs in doctors' offices. A printer duplicates the pads, changing only the phone numbers. If a druggist calls, he reaches an apartment rented under the name of the physician and is reassured that the prescription is valid. Even if he does call the police, authorities can only haul in the walker, who knows nothing of the whereabouts of his employers.

Officials estimate there may be 100 walkers in south Florida. Recruiters comb condominium clubhouses for pensioners. They make the \$50 offer, but the walker must promise to ask no questions. "All it takes is one with larceny in their hearts," says one official. "With a limited income, they're looking for a fast score." Police never hold walkers. "We don't want to arrest a 73-year-old for walking out with 20 Dilaudid," says an investigator. "It looks like you're victimizing the old guy."

Single-minded: Other factors make prescription fraud attractive to dealers—and hell on investigators. The drugs move quickly in small quantities, so it's hard for police to turn up an incriminating cache. No less discouraging to local cops is the attitude of federal law-enforcement officials, who focus on cocaine and don't seem to take the prescription-drug problem seriously. That single-mindedness may have to change: Lamberti says the ring that operates the walker scam has spread its tentacles into at least 10 other states.

Mother, daughter charged

Associated Press

PHILADELPHIA — A South Philadelphia woman accused in January of using her 10-year-old stepdaughter to sell cocaine again has been charged with peddling crack from her home.

Police confirmed yesterday that the woman's 8-year-old stepdaughter and her 13-year-old daughter were involved in a raid at the house last week.

The woman was identified as Juanita Henry, 40, also known as Juanita Brown.

She and the 13-year-old, who police said sold \$5 crack vials from a kitchen table just inside the front door, have been charged with drug dealing.

Police sources said five children were in the row house when it was raided the night of March 15, although city child-welfare authorities said in January the children had not lived there since the first raid.

Authorities would not disclose what had happened to the 13-year-old after her arrest or the living arrangements of the other children.

On Tuesday, Maxine Tucker, the operations director for the city Department of Human Services, acknowledged the department does not know where any of the children live.

Police confiscated 94 crack vials and about \$750 cash in last week's raid, police sources said.

Henry was being held in lieu of \$15,000 bail pending a March 27 hearing on drug-dealing charges.

Police raided the house after an undercover officer bought three \$5 vials from the 13-year-old, police said.

Police said the 8-year-old tried to close the door in the raiders' faces, then grabbed the bag of crack vials from the 13-year-old and brought them upstairs to Henry, who tossed the bag out a window.

The 8-year-old's father was in the house during the raid but was not linked to the drug dealing, police said.

In the Jan. 24 raid, police confiscated 278 capsules of cocaine, \$669 in cash and 24 appliances believed to be stolen.

Police said they found 78 capsules on the 10-year-old, who told them she regularly sold drugs for her stepmother.

HARRISBURG PATRIOT NEWS
3/23/89

Kaser Prexy Urges A Stronger Control System

HARRISBURG—John Bondur, President of Kaser Distillers Products Corp., has challenged Pennsylvania state store employees to confront attacks against the control system and the entire beverage/alcohol industry.

Speaking to the Pennsylvania Independent State Store Union in Harrisburg last month, Bondur urged union members to help protect their own jobs and defend the industry by strengthening the state control system.

"It's time to stand tall and promote the Pennsylvania system of control and the industry," Bondur said. "We must confront attacks against the state stores and their employees and the beverage alcohol business."

Bondur asserted that only a joint effort between distributors and state store employees can save the state control system. He appealed to all who produce, distribute, regulate and sell wine and spirits in Pennsyl-

vania to team up against critics.

"We can work together in Pennsylvania to make the state control system stronger and more profitable, and make your jobs secure," he said.

While defending the state control system, Bondur also asked for help in the fight against grey market liquor sales.

"There must be some reciprocal show of support for companies who invest their dollars in Pennsylvania, employ Pennsylvanians and pay taxes to the state," he said.

"Since we've bought Kaser Distillers Corp., we have invested substantial sums of money and doubled the size of our salesforce in the state. But despite that kind of commitment, we and other Pennsylvania businesses are still saddled with the unfair burden of competing against grey market importers who have never invested a nickel in this state."

Bondur argued that the entire

industry must defend itself actively against the media and Congress, citing a recent trend toward linking alcoholic beverages with drugs. He cited Congress' efforts to raise the excise tax on alcoholic beverages to boost revenues in the fight against drugs.

"The industry should take the initiative to support the government's battle against hard drugs in the 'Just Say No' campaign by lending financial support to the cause," Bondur said. "But our participation in this fight should not come at the expense of those who buy our product." He also urged the industry to fight drunk driving.

"Let's vigorously support advertising warning against the dangers of drinking and driving," he said. "Let's support stiffer penalties for those who do drive drunk. Let's fight to keep alcoholic beverages away from minors and out of the high schools."



Official says we're all victims and culprits

By Wendi Taylor
Patriot-News

A State Department official who has spent five years trying to prevent narcotics from coming into the United States says we are all victims and culprits in the war against drugs.

Dr. Mary Jeanne Martz, a foreign service officer who heads the Bureau of International Narcotics Matters for Central America, Mexico and Panama, spoke last night in Harrisburg before the Foreign Policy Association.

Is the Bolivian farmer who grows coca to make a better life for his family the culprit? Martz asked. The coca leaves are processed into cocaine, which finds its way into the United States, she said.

Is the Wall Street stockbroker who sports cocaine to make his life seem better the victim? she asked.

Both are part of the grower-to-user chain that is the "prey" for drug traffickers, according to Martz. "We're all the victims and all the culprits," she said.

Even people who do not use drugs yet stand by and say it's not their problem are part of the drug



Patriot-News

Dr. Mary Jeanne Martz

Cocaine worth \$21 billion chain, she said.

A presidential directive described the flow of drugs into the United States as a threat to national security, Martz said. This year, she said, the State Department will spend \$118 million to combat drug traffic.

Those efforts will include programs to destroy drug crops, step up enforcement of drug laws, enact legislation to use against traffickers develop an alternative crop for farmers and to assist in drug-use prevention and treatment.

Until people and countries get serious about cracking down on drugs, traffickers will continue to reap fortunes, Martz said. "The U.S. demand is the greatest stimulus for drugs today," she said.

Experts estimate 70 metric tons of cocaine are consumed each year in the United States. Martz said that translates into 70 million grams, which is equivalent to 210 million grams when cut for sale.

At \$100 a gram, Martz said traffickers are making \$21 billion a year on cocaine.

In her position with the State Department, Martz said she has learned drug trafficking is big business. "Governments are outmanned, outspent and outgunned by traffickers," she said.

With the money generated from drug sales, traffickers can buy weapons that many government armies cannot afford, and

they can buy selective law enforcement by paying off judges, prosecutors and police, she said.

In one instance, Martz said, a trafficker in Bolivia offered to pay off the national debt if the government would permit him to operate his drug business without interference.

Martz said drug traffickers like to portray themselves as modern-day Robin Hoods who take from the rich and give to the poor. Occasionally, traffickers will build a hospital or a school to keep that

image alive. How occasional the huge most part in the government would permit him to operate Trafficked again. kill drug, ing they r tion and p Project countries harvest, l