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DRUG ABUSE AND TRAFFICKING IN THE  
STATE OF HAWAII AND THE TRUST  
TERRITORY OF GUAM

A REPORT

OF THE

SELECT COMMITTEE ON NARCOTICS  
ABUSE AND CONTROL  
NINETY-FIFTH CONGRESS

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CONTENTS ACQUISITIONS

	Page
Hawaii.....	1
I. Introduction.....	1
II. Drug trafficking groups and routes.....	1
III. Drug-related crime.....	6
IV. Demand reduction.....	7
V. Findings and conclusions.....	9
VI. Drug law enforcement.....	11
Recommendations.....	11
VII. Demand reduction.....	11
a. Findings and conclusions.....	11
b. Recommendations.....	12
VIII. Conclusions.....	12
Guam.....	13
I. Introduction.....	13
II. Drug trafficking groups and routes.....	13
III. Drug-related crime.....	16
IV. Treatment.....	19
V. Conclusion.....	21

# HAWAII

## I. INTRODUCTION

The Select Committee held 2 days of hearings in Hawaii to determine the extent to which Hawaii is being utilized as a transshipment point for narcotics. The committee also wanted to learn about the marihuana production in Hawaii and its use and the use of other drugs there. Because of the large amounts of drugs passing through Hawaii, as well as the easy access to high-grade marihuana, the committee also wanted to study the Hawaii drug prevention and treatment network. In particular, the committee wanted to learn more about a very successful and unique residential therapeutic program in Hawaii whose existence was being threatened by agency disputes.

Hawaii receives a tremendous influx of tourists from all over the world, and Honolulu International Airport has become the second busiest airport in the country. Another international airport is located in Hilo on the big island of Hawaii. Moreover, because Hawaii is an island community, it is subject to a great deal of sea traffic. Hawaii's position in the Pacific makes it the primary U.S. Customs port of entry for travelers arriving from the South Pacific, Central Pacific, North America, South America, and Southeast Asia.

Hawaii is unique in many ways. The State consists of four counties: the city and county of Honolulu on Oahu, Maui County, Hawaii County (The Big Island), and Kauai County. Each county has its own police force, and there is no overlapping of police jurisdictions. It is important to note that there is no State police force, which exists only in the imagination of the writers of "Hawaii 5-0".

## II. DRUG TRAFFICKING GROUPS AND ROUTES

During the Select Committee's hearings conducted at the Hawaii State Capitol, law enforcement officials generally agreed that their largest obstacle to successful narcotics intervention was the amount of traffic through Honolulu International Airport. Fifty-six domestic flights and seventy-three foreign flights use HIA every day. Last year, the airport handled 20,817,738 passengers, a daily average of 42,647. Arrivals are heavily concentrated into the hours between 7 a.m. and 12 noon. According to George Roberts, district director, U.S. Customs, as many as 2,000 passengers an hour disembark during this peak period. A witness who was involved in heroin trafficking through Hawaii testified that the busy tourist traffic at HIA makes it an attractive location for smuggling past Customs. In addition to the passengers, the large amount of cargo which passes through the airport virtually overwhelms law enforcement offices as they continue to do their level best to interdict contraband and arrest couriers.

There are four DEA agents stationed at the airport who work in conjunction with U.S. Customs, a reflection of the good cooperation between the agencies. In fact, the DEA is located in the restricted area

with Customs. There are 170 permanent customs personnel in Hawaii of which 102 are directly involved in the inspection process throughout the State. In addition, there are nine special agents and 39 part-time inspectors who work during the peak hours in Honolulu airport. The customs service also has one dog generally used for mail inspections. The Honolulu postmaster has recommended an increase in the number of dogs.

The committee learned from testimony and from an inspection tour that there is no physical barrier at HIA to prevent international travelers from intermingling with domestic travelers. Packages and messages can easily be exchanged between international and domestic travelers. There is no fenced-off area to keep these two groups from meeting. When the airport was built, it was believed that there would be sufficient personnel to form a security barrier. The deterioration of the personnel situation, however, has prevented customs from maintaining this barrier in recent years. Customs now relies on a \$500 penalty against the airlines if they fail to make their passengers go directly to customs. However, no one was able to state that this prevented illegal activity from taking place.

Practically all the heroin seized by customs over the past 3 years has resulted from the examination of passengers and their baggage. Drug couriers carrying heroin either on their bodies or in their baggage represents the most common smuggling technique. The heroin seized last year at Honolulu airport was analyzed and determined to be of Southeast Asian origin, between 90-100 percent pure. Heroin seized in street buys revealed a high level of purity, between 50-90 percent. The Drug Enforcement Administration in Honolulu seized only a total of 12 pounds of heroin during 1977. The purity of the Southeast Asian heroin transshipping through Hawaii is a serious problem for law enforcement since as little as a pound of heroin with a high level of purity could be cut to service 5,000 addicts for a month.

The major source of heroin for Hawaii's users and addicts since 1975 has been Southeast Asia—the area known as the "Golden Triangle." This heroin is locally termed "China White," and is of a much higher purity than that from Mexico, commonly called "Mexican Brown." Prior to 1975, Mexico was the primary source for heroin used in Hawaii. Today, however, "Mexican Brown" has practically disappeared from the local market. Given the success of the eradication program in Mexico, the transition from the Mexican source to the "Golden Triangle" was predictable.

Perhaps the most significant recent case in Honolulu developed when Eugene Travers was arrested at the Honolulu airport with 7 pounds of heroin on August 17, 1976. As a result of his cooperation with DEA Jan Portman was arrested at the airport on August 19 with 5 pounds of heroin. This consisted of number 4 heroin, directly imported from Bangkok. This heroin was subsequently delivered to New York where two major organized crime figures, Matty Madonna and Salvatore Larca, were arrested. DEA believes this was merely a dry run, and that the next load to be brought in was to be 100 kilos. This was DEA's first indication that an organized crime syndicate from the east coast was looking toward Southeast Asia for heroin. Subsequent investigations by the committee established that the east coast connection has not been entirely eliminated as of now. However, John

Y. Y. Lee, district director of DEA in Honolulu testified that evidence developed by his office has been instrumental in conspiracy convictions in California, British Columbia, New York and numerous other mainland jurisdictions.

The following chart indicates the heroin seized in Hawaii by Customs during the past several years:

CUSTOMS HEROIN SEIZURES—HONOLULU DISTRICT (HAWAII)

	Cases	Customs estimated value at 60 percent purity	Quantity (pounds)	Percent of national total	National quantity (pounds)
Fiscal year 1976:					
July 1975 to January 1976.....	18	\$16,000,776	35.60	9.70	387.8
Transition quarter 1976:					
July 1976 to September 1976.....	7	7,910,496	17.60	38.85	45.3
Fiscal year 1977:					
October 1976 to September 1977.....	23	11,088,118	24.67	8.89	277.3
Fiscal year 1978:					
Through May.....	12	925,888	2.06	1.67	123.7

District director, George Roberts testified that the use of cargo is a potential device to smuggle narcotics. Approximately 900 commercial surface vessels enter Hawaii's ports annually, importing thousands of tons of foreign cargo. Besides this large volume, Customs examination is further hindered by the increasing use of containerized cargo. The committee found that the inspection of containers is virtually ignored in Hawaii, Guam and other ports. The physical task is impossible.

A successful vessel interdiction program in Hawaii is impossible under present conditions, according to the witnesses who testified on this subject. Hawaii has four commercial ports, 21 public harbors, three military harbors, and five private recreational boat harbors, all of which have direct access to international waters. There are also over 1,000 small craft moorings located at private residences. There are approximately 13,130 State-registered and 507 Coast Guard-documented private pleasure craft home-ported in Hawaii. Substantial intelligence indicates that cocaine smuggling from Central and South America via Tahiti to Hawaii is being accomplished through the use of sailboats and recreational craft. When small sea vessels arrive in Hawaii, they are required by Federal regulation to report to a port of entry within 24 hours. According to Mr. Roberts, few do so. Customs simply does not have the resources to enforce this regulation. Accordingly, contraband is definitely arriving in Hawaii from Equador, Chile and Mexico.

John Y. Y. Lee, testified that there are numerous indigenous organized groups involved in heroin and cocaine trafficking in and through Hawaii. One of these groups consists of Czechoslovakian refugees who have migrated to Canada and Hawaii. They are involved in trafficking Asian heroin between Thailand-Hong Kong and Hawaii and Canada. Many of these individuals became U.S. citizens despite the fact that they were under DEA investigation at the time. This organization is based in Vancouver, Canada. During the past 2 years, DEA seized approximately 10 pounds of heroin from this group in Honolulu and arrested five Czechoslovakian couriers. An additional 70 individuals

were arrested on conspiracy charges in Canada. Arrests were also made in Frankfurt, Germany, and in Thailand. These arrests came about through a joint investigation conducted by DEA and Customs in Hawaii and the Royal Canadian Mounted Police in Vancouver, Canada. As a result of this activity, this Czechoslovakian organization was immobilized, and a number of landmark convictions secured.

Perhaps the most dangerous and active group is the Hawaiian syndicate which is sometimes referred to as "John Lee", "Yakuza", and "Sumiyoshi Rengo". Since the early 1970's, they have engaged in drug and gun trafficking, gambling, prostitution, and pornography in Hawaii. The little fingers of many "kobun" (soldiers in the organization) have been severed at the knuckle in ceremonies known as "oyabun". In Japan, there are an estimated 25,000 "kobun" on the street. These gangs live and work in Honolulu although they travel extensively and have ties to Japan. Recently, a Japanese national was arrested as the source of supply for Asian heroin designated to be sold to an organized crime group on the Mainland.

Francis Keala, Honolulu chief of police, testified about this organization, and believes that it will be very difficult to infiltrate. DEA is currently working with the Immigration and Naturalization Service to try to deport those connected with this organization who are in the United States illegally.

Thai nationals are significantly involved in heroin trafficking between Thailand and Hawaii. They have formed a loose-knit network and reside in Hawaii, Los Angeles, New York, Washington, D.C., and other American cities. These Thai nationals have been identified by DEA and the RCMP in Canada and have been the subject of discussions between the committee and high officials in Thailand.

Peruvian nationals supply American cocaine traffickers based in Hawaii and the continental United States. They are mainly Peruvian surfers who participate in surfing competitions throughout the world. Cocaine is sometimes smuggled from South America by a circuitous route to the continental United States via Tahiti and Hawaii. At other times, the cocaine is smuggled from Tahiti to Canada and back to Hawaii or the continental United States. DEA has arrested a number of persons using the route in Hawaii and made one seizure of 13 pounds. DEA also has alerted Canadian police about several individuals and about different smuggling routes, enabling the Canadian police to make a number of seizures.

Local organized crime by Hawaiian-based individuals have been identified by DEA as being involved in trafficking Asian heroin and other drugs. These individuals are well-entrenched in Hawaii and are very difficult to investigate. They have their roots in Hawaii where local culture demands a great deal of loyalty, eliminating the possibility of producing informers. They also enjoy a good rapport and popularity with the public, many of whom apparently are envious of the "get rich quick" status of local people. These local organized crime organizations provide important links between foreign organized crime and organized crime groups on the mainland.

It is also important to note that there are many independent individuals and groups who are not connected with organized crime but are nevertheless involved in narcotics trafficking through Hawaii.

Their routes and methods, however, are similar to those practiced by the major organizations. Some of these individuals are illegal aliens who are very difficult to prosecute, and others are designated as "amateurs" who make three or four trips undetected and then retire.

Often referred to as the crossroads of the Pacific, Hawaii is centered in the middle of international drug trafficking routes. Several trafficking routes have become known through investigations conducted by law enforcement officials in Hawaii during the past few years. The following smuggling routes have been confirmed by evidence offered to the committee:

Drug	Source country	Transit country	Destination
1. Heroin No. 4	Thailand	Hong Kong/Tokyo	Hawaii/Conus/Canada.
2. Do	do	Hong Kong/Guam	Hawaii/Conus.
3. Do	do	Singapore/Australia/Fiji	Hawaii.
4. Do	Unknown	American Samoa	Do.
5. Heroin No. 3	Hong Kong	Tahiti	Do.
6. Do	do	Tokyo	Hawaii/Canada/Conus.
7. Asian marihuana (Thai sticks).	Same as No. 1 through No. 3 above.		
8. Cocaine	Peru	Tahiti	Hawaii/Conus.
9. Do	do	Tahiti/Canada	Do.
10. Heroin and Thai sticks	Thailand	By private vessel, various routes.	Do.
11. Cocaine	Peru	By private vessel through Tahiti or direct.	Do.
12. Heroin No. 4	Southeast Asia	By commercial vessel through various routes.	Do.

Mr. C. Neil Benson, chief postal inspector, claimed that there is no indication that the mails are being used to any considerable extent for drug trafficking. Drugs may be seized from the United States mails during Customs inspections or under a search warrant authorized by rule 41 of the Federal Rules of Criminal Procedure. In Hawaii, mail originating outside the continental United States and addressed for delivery in the continental United States is subject to Customs clearance. This includes, of course, mail from Guam. Unfortunately, the testimony discloses a less than vigilant attitude toward mail routes from the east, and the practical result of this is unknown.

There are six attorneys in the office of the U.S. attorney in Hawaii. At least one assistant U.S. attorney is on criminal complaint duty at all times although there is not an attorney who exclusively handles drug cases. Drug-related cases are referred to this office almost exclusively by DEA. Occasionally, cases are referred by national park rangers who uncover native marihuana plots on U.S. property.

The U.S. attorney has an excellent working relationship with DEA, State and local authorities. Small drug cases are often referred to local authorities who are willing to handle these matters. The Honolulu County prosecutor testified that his office accepts every drug case tendered that has the slightest possibility of yielding a conviction. Heroin importation cases are almost always handled federally unless the amount seized indicates personal usage and if the suspect does not seem to be a serious offender.

The amount of cocaine confiscated by the Honolulu Police Department for the past 2 years has surpassed heroin. Cocaine confiscated in 1977 averaged 30 percent purity. The use of cocaine in Hawaii is



approximately twice as widespread as heroin. It has been estimated by the State Substance Abuse Agency that there are approximately 7,600 heroin users as compared to 18,000 cocaine users in the State. Roy K. Hiram, chief of police, Kauai County, is aware that marihuana is being traded for cocaine and has investigated three violent deaths where cocaine played a major contributing role. This phenomenon is new to the State of Hawaii since, until very recently, cocaine was not the major factor in drug abuse that it now appears to be.

The illicit cultivation of marihuana in Hawaii has increased dramatically, and there was believable testimony that over 100 acres of marihuana are being illicitly cultivated in the State. The tropical climate, fertile soil, and adequate rainfall contribute to the favorable cultivation of high-grade marihuana. Marihuana grown on the island of Hawaii is popularly referred to as "Kona Gold" and "Puna Butter;" on the island of Maui, "Maui Wowie," and on the island of Kauai, "Kauai Electric." Laboratory analysis has determined the THC content of locally produced marihuana to be as high as 5 percent, thus making Hawaiian marihuana among the best quality grown. The Honolulu Police Department has been successful in limiting the cultivation and production on Oahu through a continuous marihuana harvest interdiction program. Similar success on the neighbor islands has been hampered by problems of logistic support, terrain, and threats of civil suits. Marihuana appears to be the most lucrative cash crop of all, selling for \$1,500-\$2,000 wholesale per pound.

Most of the local marihuana is cultivated by independent farmers and visitor-traffickers who export their product to the mainland. It is estimated that 50,000 to 80,000 pounds of marihuana is exported from Hawaii County every year.

According to John S. San Diego, chief of police, Maui County, the potential value of marihuana grown in his county is approximately \$100-\$150 million a year. One mature plant can produce a return of as much as \$3,000 on the street. Some of this marihuana is converted to hash oil in local laboratories and sold for \$400 an ounce. The chiefs of police of the local counties testified that only additional equipment such as helicopters, four-wheel drive vehicles and more sophisticated communications equipment could result in improving eradication.

### III. DRUG-RELATED CRIME

The illegal use of drugs has a direct relationship with crime in Hawaii. According to Chief Keala, in Honolulu, at least 50 percent of all robberies are drug-related. Serious assaults and strong-arm tactics to gain control of the drug traffic have occurred. Hawaii County's efforts to eradicate marihuana have resulted in the seizures of 129 firearms, many of them loaded, and 68 booby traps set to detonate on the approach of any intruder. These booby traps are especially dangerous to hunters or children exploring an area and unaware of the danger. Drug activity on the island of Hawaii has led to 4 murders, 3 reported kidnappings, 2 reported missing persons and many assaults, thefts, and extortions which go unreported.

The Honolulu Police Department has enjoyed an excellent working relationship with DEA, Customs, and the Coast Guard. Generally, every witness agreed with Gov. George Ariyoshi that the narcotics

control network in Hawaii is marked by a high degree of cooperation between Federal, State, and local officials. In June 1977, a Unified Intelligence Unit was formed to serve as a clearinghouse for narcotic intelligence gathering and dissemination to all narcotics-related agencies throughout the State. As has been seen, the problem of drug enforcement in Hawaii is not one of agency fragmentation as the committee ordinarily sees it.

In January, an air/marine domestic smuggling program was initiated by the Honolulu Police Department. Through cooperative efforts with Los Angeles, Miami, Chicago, and other west coast police departments, the unit has already been successful in narcotic interception at the Honolulu International Airport. As of this time, however, they have not been successful with marine vessel interdiction. The overwhelming majority of drug cases prosecuted in Honolulu involve routine buys by Honolulu Police Department undercover agents. Togo Nakagawa, chief prosecutor, city and county of Honolulu, cited the problem of not being able to apprehend the higher ups. The police are interested in arresting the local large-scale operators, but they are hampered by a lack of funds to operate their cash purchase program.

There are 2,381 Drug Enforcement Administration (DEA) registrants in the State (as of January 1978). The overwhelming majority of these are at the practitioner level. Although Hawaii ranks 42d among the States in the number of DEA registrants, its per capita consumption of certain controlled substances, according to DEA/ARCOS state profiles, is disproportionately high. The committee has reached the conclusion that demand reduction efforts in Hawaii are inadequate. This accounts in part at least for the disproportionately high use of drugs in Hawaii.

The committee learned that the Federal Government awarded the State a \$262,000 grant over a 2-year period to establish a narcotics diversion unit within the State health department. The State will also contribute \$313,000 toward this new project which will bring total funding to over half a million dollars. The purpose of this unit will be to conduct long-term investigations in the area of diversion of legitimate drugs into street channels.

#### IV. DEMAND REDUCTION

The great volume of drugs passing through Hawaii has contributed to Hawaii's internal drug problem. Last year, the State experienced 19 drug-related deaths. Over 50 percent of Hawaii's population is under 30 years of age, the high-risk bracket for drug abuse. Only within the last few years have programs developed in Hawaii to address drug abuse. Currently, 13 such programs exist, with varying degrees of successful operation.

Perhaps one of the most successful of these programs is Habilitat—a residential therapeutic community which provides vocational job training. Basically, the program emphasizes a change in lifestyle; the individual is taught to be independent and self-reliant. Habilitat is unique because of the number of private business enterprises providing financial support and vocational rehabilitation opportunities for its participants. The treatment offered at Habilitat cannot be considered

traditional in the medical or psychiatric sense, and, as a therapeutic community, its techniques have been emulated elsewhere.

Habilitat has a yearly operating budget of \$3.4 million, an annual cost per resident of \$7,200. There are 165 residents, 65 of whom occupy NIDA-funded, drug-free residential slots. Many of Habilitat's residents are polydrug abusers, but heroin remains the major drug of abuse. The program is structured through a 3- to 4-year period.

Vincent Marino, founder and executive director of Habilitat, voiced a familiar complaint heard from treatment programs throughout the country. This deals with the problem of filling out government forms. Mr. Marino estimates that his highly trained clinical staff spends 60 percent of its time merely filling out forms at an annual cost of \$100,000. Not only is a great deal of money spent on this activity, but valuable time for the clinicians to work with their clients is lost.

The only facility in Hawaii offering methadone maintenance and detoxification from heroin is Drug Addiction Services of Hawaii (DASH). Presently, DASH's monthly capacity consists of 75 NIDA methadone maintenance clients, ten NIDA methadone outpatient detoxification clients, and ten NIDA drug-free outpatient clients. DASH has recently introduced LAAM on a limited basis for some clients as a replacement for methadone. DASH estimates that there are 1,500 active addicts on Oahu, although DEA estimates are much higher. DASH has doubled the number of addicts it has treated over the past 3 years. The average age of its clients is 22 years old. DASH currently has 30 addicts requesting methadone maintenance on its waiting list, and addicts requesting detoxification also must occasionally wait for treatment.

Hawaii's treatment programs reported 1,272 admissions during 1976. Twenty-nine percent were admitted for detoxification and 71 percent to other treatment modalities; 77 percent were aged 15-29; 70 percent were male, 30 percent female; 44 percent were Caucasian, 24 percent were Hawaiian or part-Hawaiian, 10 percent were Japanese, and 22 percent were from other ethnic groups; 48 percent had not completed high school, 30 percent were high school graduates, 16 percent had some college education and 4 percent were college graduates.

There were 1,482 persons discharged from these programs during 1976. Statistics show that 81 percent were aged 15-29; 69 percent were male, 31 percent female, 38 percent were Caucasian, 32 percent were Hawaiian or part-Hawaiian, 9 percent were Japanese, and 21 percent were from other ethnic groups; 53 percent had not completed high school, 30 percent were high school graduates, 14 percent had some college education, and 3 percent were college graduates. Of those discharged, 34 percent had completed the program, 24 percent were referred to another program, 39 percent were discharged for noncompliance or left before completing treatment, 1.5 percent were incarcerated, and 0.5 percent died. By modality, the program completion rates of all those discharged are as follows: residential drug-free, 20 percent; outpatient drug-free, 49 percent; daycare drug-free, 15 percent.

In addition, in 1976, the State mental health system admitted 138 persons and discharged 139 persons who had a primary diagnosis of drug abuse. Young people between the ages of 18-34 made up 87

percent of these admissions. Of those discharged, only 21 percent completed the program.

The Hawaii hearing revealed a strong consensus for greater emphasis on drug prevention and education. Hawaii's young population and the great availability of drugs makes this essential. NIDAS' national prevention campaign was a total failure in Hawaii—officials were not even permitted to preview the materials. As a result, the materials sent to Hawaii by NIDA were useless for they were irrelevant to local problems. Although the witnesses agreed that more work is needed in the area of prevention, they did not feel that this should be done at the expense of current treatment programs. Mr. Tim Wee, director of the Single-State Agency, strongly urged the committee to encourage the Federal Government to fund local prevention programs designed for local use, instead of creating a national program that is inapplicable to some localities. The same request was later repeated by Dr. Ed del Rosario, of Guam.

The need for a strong prevention campaign in Hawaii is illustrated by the latest craze which has hit the State—sniffing gold paint. Inhalants have been a serious problem in Hawaii, perhaps more so than in any other State. The local department of health has worked with its YMCA program in the formation and submission of a grant to NIDA for a 3-year demonstration inhalant project. This application is currently under review by NIDA, but no prevention program involving education for parents, teachers and children is presently in place. NIDA has no means of dealing with emergencies of this nature and it is a serious deficiency that we cannot respond promptly and meaningfully to such a situation.

## V. FINDINGS AND CONCLUSIONS

1. There are four major organized groups involved in heroin and cocaine trafficking in and through Hawaii:

(a) Czechoslovakian organization—Immobilized as a result of arrests by DEA in Hawaii and the Royal Canadian Mounted Police in Vancouver (1976-77).

(b) Hawaiian syndicate—Since the early 1970's, they have engaged in drug and gun trafficking, gambling, prostitution, and pornography in Hawaii, with extensive ties to Japanese crime groups.

(c) Thai nationals—They have a loose-knit network beginning with associates in Thailand and reside in Hawaii, Los Angeles, New York, Washington, D.C., and in Canada.

(d) Peruvian nationals—They supply American cocaine traffickers based in Hawaii and the continental United States.

(e) Local organized crime and independent individuals and groups are also involved in trafficking.

2. Hawaii is used as a transshipment point for heroin originating from Southeast Asia and for cocaine from South America. Airplanes and ships, both private and commercial, are utilized.

3. The busy Hawaii International Airport presents a variety of difficulties to drug enforcement officials. The large volume of air traffic in Honolulu is usually concentrated during a few hours of the day between 7 a.m. to 12 noon daily. During this time, as many as 2,000 passengers per hour debark from international flights.

4. There is no physical barrier at HIA to prevent international travelers from intermingling and exchanging packages and messages with domestic travelers.

5. Heroin seized last year at HIA was analyzed to between 90-100 percent pure. Heroin seized in street buys revealed a high level purity between 50-90 percent. DEA in Honolulu seized only a total of 12 pounds of heroin during 1977. Honolulu addicts inject heroin of higher purity than elsewhere in the United States and tolerate it.

6. Practically all the heroin seized by Customs over the past 3 years have resulted from the examination of passengers and their baggage. Drug courier carriers, both baggage and body carriers, is a highly utilized heroin smuggling technique. The unidentified witness who testified made three successful penetrations of Customs at HIA before being caught.

7. Approximately 900 commercial surface vessels enter Hawaii's ports annually and import thousands of tons of foreign cargo. This large volume along with the use of containerized cargo hinders inspection.

8. Small sea vessels which arrive in Hawaii are required by Federal regulation to report to a port of entry within 24 hours. Few do so, and there is no way to enforce this regulation.

9. There is no indication that the mails are being utilized to any considerable extent for drug trafficking; however, the use of one detector dog is inadequate.

10. The use of cocaine in Hawaii is twice as widespread as heroin. There are an estimated 7,600 heroin users as compared to 1,800 cocaine users.

11. The illicit cultivation of marihuana in Hawaii has increased dramatically in the last 3 years. Laboratory analysis has determined the THC content of locally produced marihuana to be as high as 5 percent, thus making Hawaiian marihuana very desirable and expensive. It is estimated that 50,000 to 80,000 pounds of marihuana are exported from Hawaii County (Big Island) alone every year.

12. At least 50 percent of all robberies in Honolulu are drug-related.

13. Drug activity in Hawaii County has led to four murders, three reported kidnappings, two reported missing persons, along with many unreported thefts and extortions.

14. There is good working relationship between the various local police departments, and they with DEA, Customs, and the Coast Guard. A Unified Intelligence Unit was formed in 1977 to serve as a narcotics intelligence clearinghouse.

15. Although Hawaii ranks 42d among the States in the number of DEA registrants, its per capita consumption of certain controlled substances is disproportionately high.

16. With over \$500,000 in State and Federal funding, a Narcotics Diversion Unit has been established within Hawaii's Health Department.

17. The lack of funds to make buys hinder police efforts to apprehend high-level narcotics dealers.

18. Domestic baggage is subject to agriculture inspections in Hawaii. Incoming baggage is handled by State officials and outgoing baggage is inspected by Federal agriculture officials. Drug seizures by these officers are extremely rare.

19. DEA in Hawaii assists materially in making good conspiracy cases elsewhere.

## VI. DRUG LAW ENFORCEMENT

## RECOMMENDATIONS

1. An American national marihuana eradication program should be devised to assist local areas who are faced with the problem of marihuana growth and sale. This program should provide personnel and material so as to make eradication effective.

2. Local police departments should receive funding assistance from the Federal Government to be able to make large buys in order to penetrate levels above the street pusher.

3. Airline officials in Hawaii should meet regularly with law enforcement authorities to discuss rescheduling of flights originating in foreign countries. Arrivals at HIA should be spread out during the entire 24-hour day so as to avoid the present crush on Customs and Immigration officers.

4. An immediate study should be undertaken to devise a method to separate domestic and international travelers at HIA.

5. Agriculture inspectors at Hawaii's airports should receive training in drug detection and should be utilized in stopping marihuana traffic.

6. Small sea vessels which arrive in Hawaii should have to report immediately to the port of entry for Customs examination, under penalty of license revocation, and other sanctions.

7. Additional Customs personnel should be assigned to HIA to cope with as many as 2,000 people who arrive during 1 hour. Additional dog teams are required to cover the major ports, as well as the international airport in Hilo.

8. Emphasis should be placed on obtaining more intelligence information from source countries so that the courier traffic may be affected.

9. The Federal Government should give special assistance to those attempting to improve prevention treatment and rehabilitation efforts, as to enhance supply reduction efforts.

## VII. DEMAND REDUCTION

## A. FINDINGS AND CONCLUSIONS

1. During 1977, there were 19 drug-related deaths in Hawaii.

2. In 1977, there was a 243-percent increase in deaths from hepatitis over the previous year.

3. There are 13 drug treatment programs in Hawaii. During 1976, there were 1,272 admissions and 1,482 discharges. Of those discharged, only 34 percent completed their program. Most of these programs are ineffective.

4. In 1976, the State mental health system admitted 138 persons and discharged 139 persons who had a primary diagnosis of drug abuse. Young people between the ages of 18-34 constituted 87 percent of these admissions.

5. One of the most successful of the drug treatment programs in Hawaii is Habilitat. Habilitat is a residential therapeutic community which provides vocational job training. The program rejects traditional approaches and emphasizes a change in lifestyle.

6. Drug Addiction Services of Hawaii (DASH) is the only methadone maintenance program in Hawaii. DASH's monthly capacity consists of 75 NIDA methadone maintenance clients, ten NIDA methadone outpatient detoxification clients, and ten NIDA drug-free outpatient clients. It currently has 30 addict clients requesting methadone maintenance on its waiting list.

7. NIDA did not permit local officials to preview materials for the national drug abuse prevention campaign. As a result, the materials sent to Hawaii were not utilized since they were irrelevant to the local situation.

8. Inhalants play a significant role in drug abuse in Hawaii. The State has applied for a 3-year demonstration grant to deal with this problem.

#### B. RECOMMENDATIONS

1. Private programs should be able to apply for funds directly from NIDA. In its application, goals should be established. At the conclusion of the funding period, an independent auditor should determine if the objectives have been met and funds spent properly. This will eliminate a great deal of redtape and will provide more funds for actual treatment rather than for clerical help.

2. NIDA should provide emergency funding for any treatment program which has a waiting list for those requesting methadone maintenance.

3. The Federal Government should give the States more flexibility in deciding the areas to funnel their funding. Each State should be able to decide how much money to put in prevention, education, treatment, and rehabilitation.

4. All States should have input in any National drug abuse campaign.

5. Vocational training should be made a part of all residential treatment programs.

#### VIII. CONCLUSIONS

Hawaii presents a unique opportunity for appropriate and improved drug abuse methodology. Its self-contained islands make it possible for Federal, State and local governments to deal more effectively with its problems:

1. Appropriate eradication procedures, personnel and material will help rid the Islands of the marijuana plague it now suffers. It is not so much the substance itself that is evil; it is more the millions of untaxed dollars the trade produces which is utilized to disrupt the economy and subvert the young.

2. Better Customs procedures and more help improve the situation at HIA. Mingling international and domestic passengers is intolerable. Heroin couriers must be apprehended so that the higher-ups may be prosecuted successfully.

3. Cocaine trafficking may be slowed down by better enforcement of notification requirements and by closer coordination of intelligence from South America.

4. An immediate, carefully constructed local prevention program must be funded to impact on inhalant abuse by youngsters and indeed, to prevent potential drug users from getting started. Otherwise, there will continue to be substantial trouble in paradise.

# GUAM

## I. INTRODUCTION

On July 4 and 5, 1978, the Select Committee held hearings at the Guam Legislative Hall, Agana, Guam, under the chairmanship of Congressman Daniel K. Akaka of Hawaii. The hearings were a direct result of the growing concern expressed to the committee by Governor Ricardo J. Bordallo and Congressman Antonio B. Won Pat over the increased rate of heroin addiction and crime-related events on Guam.

Congressman Antonio B. Won Pat stated that over the past 10 years, the island of Guam has been transformed from a quiet peace-loving community into a society of mounting tension attributed to the increase of heroin addiction. Testimony verified the skyrocketing increase in drug arrests, property crimes, and drug-related deaths.

Governor Bordallo echoed the plea from Congressman Won Pat requesting assistance from the Federal Government in fighting the drug problem which the Government of Guam has been unable to contain.

During the 2 full days of hearings, representatives of the various government agencies and the private sector were called upon to provide the people of Guam and the Select Committee with as clear a picture of the problem as possible. There is no question that what emerged is a drug problem equal to, and in many instances, surpassing that of many major metropolitan areas on the mainland. Further, it is clear that assistance is needed not only in the way of funds, but manpower, training, and legislation. The committee has not yet had an opportunity to properly analyze and evaluate the manner in which assistance may be provided to Guam. However, steps are being taken to provide a concrete plan of action to be transmitted to the executive branch and committees of Congress.

## II. DRUG TRAFFICKING GROUPS AND ROUTES

In order to understand the magnitude of the drug problem on Guam, a brief demographic description is necessary. Guam is an unincorporated territory of the United States. It is the largest and southernmost of the Mariana Islands in the West Central Pacific. Guam is 30 miles long and 4 to 8 miles wide with an area of 209 sq. miles. The population of Guam is approximately 110,000 people of which 22,000 are U.S. military personnel and their dependents.

An inherent problem results from the fact that most residents are descendents from approximately ten families, resulting in an extended family with very close ties. This situation does present a problem in attempting to enforce the law since almost everyone native to the island is related to everyone else. Although Guam has a relatively large police force consisting of approximately 300 officers, often they are ineffective. Rather than be faced with the task of enforcing the law against someone known to them, an individual may go unpun-



ished, not necessarily because of corruption, but rather because of an unwillingness or inability to remain objective. After all, the feeling is that all Guamanians generally expect to remain and live on the island with these same people. According to FBI statistics, the national ratio of police officers hired per population indicates Guam has double the national average, or one officer for every 250 persons (excluding military personnel).

Guam has emerged as a major transshipment point for Southeast Asian heroin. In part, this is due to the success of poppy crop eradication efforts in Mexico which have increased the demand for Southeast Asian heroin in the United States. The island's relative proximity to the Golden Triangle heroin supply area (Burma, Thailand, and Laos) is significant in the ever-changing drug trafficking patterns. Additionally, Guam has two major indigenous trafficking rings that are being slowly disbanded due to enforcement efforts.

Testimony confirmed Guam as a major transshipment point between Thailand, Hong Kong, Japan and the Philippines to Hawaii, San Francisco, and southern California. U.S. Customs in Hawaii testified that several seizures of heroin were made involving Guamanians. In 1977, Customs discovered an unaccompanied suitcase containing over 5 pounds of heroin which was later linked to one of the drug organizations in Guam. However, during the past 5 years, only 12 pounds of heroin have been seized in Guam. The majority of these seizures were made at Guam International Airport by Guamanian Customs. Enforcement officials testified they had reason to believe that some airline employees were involved in trafficking.

During the hearings, it became evident that the lack of manpower and resources make it virtually impossible to interdict the flow of narcotics. Guamanian Customs is responsible for clearing passengers, baggage, and cargo which includes clearance of military personnel and household effects. To accomplish this mammoth task the Customs Service has only 34 largely untrained persons.

To provide a perspective of the volume of passenger and cargo traffic into Guam International Airport, representatives of the airport authority, Pan American and Air Micronesia were called to testify. Air Micronesia has 25 flights a week arriving in Guam from Honolulu, Micronesia, the Northern Mariana Islands and Tokyo. Pan American has approximately 90 scheduled passenger flights per month carrying approximately 21,000 passengers. These flights originate in San Francisco, stop over in Honolulu, continue on from Guam to Manila and to Okinawa and Taipei. One flight originates in Guam and flies daily to Tokyo and returns. Pan American also operates approximately 10 charter flights to Osaka per month. Cargo operations amount to approximately 2 million pounds of cargo/mail in an average month. Testimony by the SAIC in charge of the DEA office in Guam (Mr. Rieff) indicated that some employees of Pan American may be deeply involved in trafficking.

The director of the Guam International Airport reported the facility is classed as a small hub airport by the Federal Aviation Administration. Last year's revenue passenger statistics were as follows: 280,000 departures; 275,000 arrivals; 150,000 transits; totaling 705,000. Guamanian Customs reported inspecting slightly over 1 million bags during 1977. In addition, they processed approximately 400,000 passengers and crew.

Figures representing goods imported through the port were provided by the acting general manager of the Port Authority. Approximately 700,000 to 800,000 tons of cargo are processed per year. About two-thirds of this volume represents imported goods. Approximately 85 percent of the cargo is containerized leaving 15 percent in break-bulk form. Under questioning by the chief counsel, an official representative of the Port Authority testified that during his 15 years of employment, he had never seen Customs inspect any containerized cargo. Further, his statements made it clear that the port does not currently maintain records regarding the port of origin nor the breakdown of commodities handled. This information must be obtained from local shipping agents. Since 1975, there have been approximately 1.2 million tons of cargo imported; 250,000 tons of cargo exported; and 425,000 tons transshipped.

It appears the weakest link in continuing efforts to apprehend traffickers is Guamanian Customs. For some time, Guam has requested assistance from U.S. Customs in the way of training, equipment and dogs to be used for the detection of narcotics. The foregoing information has spurred the committee to request U.S. Customs again to study the feasibility of replacing Guamanian Customs with the U.S. Customs Service, or, at the very least, to institute a major training program on the island which would instill professionalism and pride in the local service.

The Drug Enforcement Administration office in Guam has its work cut out for it. While there are now four DEA agents assigned to that office, until very recently only one agent was present on Guam. The DEA Guam office is responsible for an area covering approximately 3 million miles with a population of 230,000 people. This region includes Guam, the Marshall Island district, the Kosrae district, the Ponape district, the Truk district, and the Palau district. These districts are also known as the Trust Territory of the Pacific Islands (TTPI). DEA in Guam also extends to the areas of the Commonwealth of the Northern Marianas, including Saipan, Rota, and Tinian. It should be noted that only Guam and the Commonwealth of the Northern Marianas have a U.S. District Court. Cases in the TTPI are decided by the Trust Territory High Court.

SAIC Rieff testified that until 1968, even experienced police officers were unaware of the presence of drugs on Guam. Moreover, it was not until 1970 that police became aware of the presence of hard drugs and a major market in same. Two years ago, Mr. Larry Marshall, a DEA special agent was brutally murdered in Agana, Guam.

SAIC Rieff confirmed intelligence indicates Guam is a major transshipment area and multikilo heroin seizures by local and DEA agents support this view. In 1977, there were 93 seizures involving 71 civilians and 19 military personnel. Seventy-eight (78) of these seizures took place at the International Airport. Three pounds of opiate derivatives, as well as 33 pounds of marihuana, were seized. The majority of these drugs came from either Thailand or Hong Kong.

Furthermore, Rieff testified that the quality of heroin on the market in Guam during early 1977 was estimated at 87 percent purity. In at least three seizures made in 1977, the purity of heroin was close to 100 percent. There has been a rapid decline in volume of drugs seized since the early 1970's. This is occurring because of the substantial

decrease in the flow of military personnel from Southeast Asia who brought a large amount of the drugs.

### III. DRUG-RELATED CRIME

The director of public safety, Pedro A. Manibusan, testified that his department is composed of both fire and police service personnel of which there are now 287 sworn police officers. The department is charged with the responsibility of enforcing Federal and local laws, including those pertaining to both contraband and controlled substances. Unfortunately, the department has only nine men assigned full-time to the narcotics unit. In addition, four men are assigned as members of a special task force unit in conjunction with the Drug Enforcement Administration, a result of the Governor's meetings in February, 1978 with DEA Administrator Bensinger.

Testimony revealed that the drug problem on Guam is a spin-off from the Vietnam conflict largely connected to the fact that the B-52 bombing raids conducted in Vietnam originated from Guam. A huge number of the Vietnam medical evacuees were housed on Guam during that period, and large numbers of military personnel traversed Guam on R. & R. from such places as Hong Kong, Bangkok, and Southeast Asian cities. This is not to say that all drug traffickers in the military came from the mainland. Guam residents reportedly had the highest per capita rate of enlistments during the Vietnam conflict. It is believed these incidents contributed to the emergence of a heroin problem on the island during the early 1970's, a problem which has now escalated to the point where armed rival gangs roam the streets and attack each other, stray citizens and police.

Director Manibusan testified Guam was almost totally unprepared to cope with the drug traffic and since 1973, the crime rate has escalated spectacularly. The crimes typically associated with drug users are property crimes. The following chart illustrates their increase dramatically.

Offenses	1973	1977	Percent
Robbery.....	79	156	+57.5
Burglary.....	1,215	2,276	+87.3
Larceny.....	1,246	2,360	+89.4
Motor vehicle theft.....	610	641	+5.1
Total.....	3,150	5,433	+72.5

Property crimes represent approximately 50 percent of the total crime, and as noted, increased 72.5 percent from 1973 to 1977.

To illustrate the relationship between drugs and crime, Manibusan cited a case involving three burglary rings. The fifteen arrestees were involved either as users or distributors of heroin. Also, three fencing operations were broken up recently. Of the four individuals arrested in this operation, each were either users or distributors of heroin.

Total drug arrests have increased 71.3 percent from 87 arrests in 1973 to 149 arrests in 1977. Drug arrests involving heroin have almost tripled since 1973, from 20 arrests in 1973 to 59 arrests in 1977.

The crime rate per 100,000 population on Guam has increased from 8,888 offenses in 1973 to 10,199 offenses in 1977—an increase of 14.8 percent.

These and other statistics confirm the committee's belief that drug abuse and trafficking on the island of Guam has reached epidemic proportions and that the Federal Government has a distinct responsibility to assist the local authorities of this trust territory in coming to grips with the problem. Representations have been made to the executive agencies for the rendering of assistance to Guam and such actions as are discussed in this report are being implemented.

Another alarming statistic has been the increase of violent crimes. Since the beginning of 1978, Guam has experienced 14 homicides—8 of these (or 57 percent) have been related to drugs, wherein the victim was either a user or distributor.

Director Manibusan touched on the core of the problem in his testimony, as follows:

\* \* \* Based on information I have obtained from members of our department along with the other cooperating departments and agencies, I feel there is a strong, sophisticated, though small, group of drug dealers on Guam. These people are careful to conceal their operations and identities through middlemen and they even utilize code names within their organization to hamper enforcement. Penetration into this group is exceptionally difficult. Guam is a small family-oriented culture: it is extremely difficult to penetrate with undercover agents, as the likelihood of one being known throughout the island is extremely high.

In February 1978, the Drug Enforcement Administration initiated a task force consisting of local Department of Public Safety Officers, an assistant U.S. attorney, a representative from Alcohol, Tobacco and Firearms, and the Guam Attorney General's office to concentrate their investigative efforts on major violators. At the time of the committee's presence on the island, an investigation dealing with one of the major drug traffickers appeared to be close to a successful conclusion. Another major violator is in prison on an unrelated charge with indictments on drug charges against him about to be filed.

Superior Court Judge Paul Abbate testified that the increase in felony cases filed in his court were related to narcotics addiction, and the need for cash which it creates. As there is no reliable measure of the number of criminal cases which are in some way heroin-related, a conservative estimate was made that 40 percent of burglaries, robberies and homicides were heroin related.

In 1977, the Superior Court created a special Drug Calendar handled by the Presiding Judge. This has allowed the court to effectively monitor the progress of drug cases and give them priority treatment. It has allowed prompt, sure and substantial sentences for those convicted of narcotics offenses. The lengthier sentences are the result of the realization by the court of the degree to which heroin contributes to the serious crime problems on Guam. Prior to the creation of the Drug Calendar, heroin offenders were receiving light and inconsistent sentences. The court feels that uniform, stiff sentences will provide a substantial deterrent effect.

A serious problem arises if law enforcement efforts are to be stepped up and stiffer sentences are to be meted out—where are these prisoners to serve out their sentence? At the present time the only correctional institution available is the Guam Penitentiary. To say the prison is in a deplorable state is an understatement! The prison was originally built to house 40 inmates and presently holds 90. It is overcrowded, unsanitary, and presents a real security threat in terms of hardened criminals being able to escape. There are approximately 32 correctional

officers on staff which means that taking into consideration 24-hour shifts, sick leave, vacation time, court time, and transportation inmates for medical attention that at any given time there may be only three officers to cover the entire prison. In addition, prison officials advised there was a lack of manpower, training, and resources, much less a program to deal with imprisoned addicts. A visit to the Guam prison by Congressman Benjamin Gilman evoked the comment that "It is akin to a medieval dungeon, a cesspool."

Alfred Sablan, director of the Guam Penitentiary, testified that admission for drug and drug-related offenses in 1977 alone rose 100 percent from the previous year. Offenders in prison for drug offenses has likewise triggered new problems for the prison administration. Drugs, specifically listed as contraband, have become a major frisk problem to security personnel. Visitors on several occasions have attempted to smuggle drugs to their addicted friends or relatives in prison. Sablan testified there have even been incidents where drugs have been tossed over the fence into the prison perimeter. Drugs which do reach the cell blocks have caused other problem situations. Injuries among inmates for drugs were especially prevalent during August and December of 1977. An inmate even succumbed to a drug overdose in 1976. Spearheaded by community volunteers, the prison has attempted to provide limited services to inmates through alcoholics and narcotics anonymous programs. There is some casework counseling for drug and drug-related offenders conducted by correctional caseworkers and a clinical psychologist. Referrals to Guam's community mental health center are a continuing program with the expectation of someday being able to provide outpatient detoxification as well as inpatient services for acute cases.

In light of the dire need to expand or construct a new prison facility, the committee has taken steps to provide assistance to the Department of Corrections through LEAA and the Bureau of Prisons. As a temporary measure, Congressmen Akaka, Gilman, and Won Pat recommended temporary use of mainland facilities.

One of the major concerns of the committee as it listened to the grave and discouraging testimony on Guam was the extent to which Guam continues to serve as a major transshipment point for Southeast Asian heroin destined for the United States, and means by which this deleterious trade may be eliminated. Testimony elicited in Hawaii just a few days prior to the Guam hearings made it plain that Guam traffickers were using Honolulu, San Francisco, Los Angeles, and other west coast cities as destination points for heroin originating in Thailand and Hong Kong. Moreover, the Guam police officials and the DEA SAIC, Mr. Rieff, confirmed that at least two major Guamanian smuggling organizations had ongoing connections with purchasers and distributors in Hawaii and the west coast. In these instances at least, these connections have been severely strained by the indictment of one major violator and the imprisonment (on unrelated charges) of the other. These trafficking connections can only be interfered with by successful conspiracy convictions and by a simultaneous demand reduction effort on Guam to reduce the number of addict-clients served by these organizations. Both of these thrusts are underway and should produce noticeable results soon.

## IV. TREATMENT

Guam has more heroin addicts per capita than most areas of the United States mainland. The committee learned how this unenviable distinction was earned. The National Institute on Drug Abuse recently reported that the cities with the highest addiction rates per 100,000 population were San Francisco with 916 addicts and Los Angeles with 804. Dr. Eduardo Del Rosario of the Guam Single-State Agency (organized in April 1978) testified there are approximately 800 to 1,400 heroin addicts on the island—some authorities claimed the figure could be as high as 3,000. Not only are these statistics alarming, but the number of heroin addicts on Guam has increased more than 200 percent between 1975 and 1977.

The Single-State Agency reported a number of methods designed to estimate the prevalence of heroin use on the island—admittedly, none of them can be completely accurate. However, one variable is the number of users admitted to treatment with another being the number treated and arrested in the same time span. Using this measurement, the number of addicts was estimated to be 1,288 per 100,000 in 1976 and 1,558 per 100,000 in 1977. Using the formula developed by Dr. Michael Baden, deputy medical examiner for New York City, each heroin overdose death represents 100–200 addicts; therefore, in 1977, with 9 overdose deaths, the estimate was 900–1800 addicts; to date in 1978, with 7 overdose deaths, the estimate would be 700–1,400 addicts. The foregoing provides the basis for the estimate of addicts which ranges from 800 to 1,400 individuals.

Dr. Del Rosario testified there are presently only 438 addicts known to treatment programs and another 71 who have been identified through law enforcement agencies. Statistics show 77 percent of heroin addicts are male and 73 percent are between the ages of 18 and 25. The average age of an addict on Guam is 24 years. Testimony revealed that prior to 1973, the major drugs of abuse on Guam were marihuana, LSD, barbiturates and amphetamines. Individuals seeking treatment between 1971 and 1973 primarily were abusing LSD.

During 1973, a few persons were admitted for inpatient heroin treatment at the Community Mental Health Center. Most, if not all, were Vietnam veterans. At that time, the Community Mental Health Center was the only governmental entity aware of an emerging narcotic addiction problem and treatment was limited to inpatient detoxification procedures. Some counseling was provided, but the lack of exposure to narcotic addiction problems left much work undone. There was little change until late 1975 when outpatient methadone maintenance and detoxification was introduced as a treatment modality. As a result, inpatient detoxification was discontinued. In 1977, the outpatient methadone program was expanded and still remains the primary source of treatment, such as it is.

The governor and public officials detailed to the committee the woe-ful lack of treatment facilities on the Island. The committee was shocked to learn that the Government of Guam had contributed to this lack of facilities by expending only \$100,000 on treatment since 1973, a period much too long for a prompt catch up.

In February 1978, the newest agency in the Government of Guam, the Single-State Agency (SSA) was established. The purpose of forming this agency was to enable Guam to receive formula grants from the National Institute on Drug Abuse. Grants would enable Guam to plan, establish, conduct and coordinate projects for the development of more effective drug abuse prevention functions. Nevertheless, the SSA has been unsuccessful in presenting a comprehensive plan for dealing with drug abuse on Guam. Upon questioning, Dr. Del Rosario admitted his budget for \$1.5 million has not been presented to the legislature on time and, therefore, the SSA was operating on borrowed funds. Subsequent to the hearings, the committee was advised the legislature rejected the budget presented by the SSA on the basis that it had not presented a comprehensive plan. Further discussions with the National Institute on Drug Abuse indicate Guam is in danger of losing its contract for the methadone slots. Again, the SSA has not provided a comprehensive plan. Although the committee wishes to assist Guam in every way possible, it is quite evident there is an exigent need for the SSA to properly formulate its objectives before Congress can begin to intervene on behalf of the people of Guam in this respect.

In April 1978, the governor found it necessary to declare a state of emergency on the Island. All departments and agencies were ordered to assist in the establishment and implementation of "Operation Save a Life." In a collaborative effort, the Guam legislature appropriated \$296,000 as a stop-gap measure to provide a Drug Crisis Center. The program was designed to meet the crisis needs of heroin abusers. Counselling and medical services were provided at Crisis Intervention Centers and specially installed hotlines were provided. As seen, heroin available in Guam is at least 87 percent pure. In contrast, heroin available in most cities is less than four percent pure. In fact, the closest purity level on the mainland is a mere 9.68 percent found in Minneapolis. Having the highest heroin purity rate in the Nation makes Guam once again unique. A substantial number of addicts are considered hard-core because of their tolerance to heroin which is anywhere from 87 percent pure and up. Time and again, the costs of heroin addiction are reported in staggering amounts. Even a very conservative estimate of the cost to maintain 800 addicts at \$20 per day would be \$5,840,000 per year. A stable contiguous State would find it difficult to sustain such an expenditure, let along a tiny trust territory.

Dr. Hee-Yong Park, chief medical examiner, confirmed testimony relating to the increased number of drug-related homicides and overdose deaths. In fact, until 1974, when there were 4 overdose deaths attributed to acute narcotic poisoning, there had not been a single overdose death reported on Guam. Dr. Park reported there were 11 homicides and 6 drug-related deaths in 1976; 10 homicides and 9 drug overdose deaths in 1977, and viewed the statistics for the first 6 months of 1978 with dismay—14 homicides and 7 drug-related deaths. Eight, or 57 percent, of these homicides were directly related to either a user or distributor of drugs. There are no figures on the number of weapons in private hands on the island.

As a related matter, Dr. Park emphasized the need for stricter gun control, as he felt guns become a seed of many crimes and unnecessary

suicides. The Department of Public Safety admitted there were an overwhelming number of gun permits outstanding in the general population. The committee was assured measures are being taken to ensure tighter controls and as permits expire, registrants will be given closer scrutiny and the presence of a U.S. ATF agent on Guam will assist in reducing the number of weapons unregistered.

The medical examiner is the only forensic pathologist on Guam. This creates a significant workload for him. In testimony, Dr. Park related the need for hiring a qualified toxicologist to assist in the proper laboratory analysis needed to determine the causes of death in a victim. At the present time, he must rely, and wait, on the services of the crime laboratory of the Department of Public Safety. Naturally, the priorities with the crime laboratory rest with analysis of specimens taken from the scene of a crime. Although Dr. Park testified the Department of Public Safety cooperates fully, it is unable to fulfill his requests for extensive toxicology because of the lack of personnel to devote to examinations required by the medical examiner's office. If Guam is ever going to be able to properly assess the magnitude of the heroin problem, the medical examiner's office must have the basic tools he requires for a careful, on-going study of hospital and overdose incidents.

#### V. CONCLUSION

The committee is convinced of and has identified a number of areas where Congress and the Federal Government can assist Guam in its present crisis:

- (1) The loan of U.S. Customs personnel and customs training or, if feasible, replacing Guamanian Customs with U.S. Customs personnel.
- (2) Police training and equipment.
- (3) LEAA assistance for the construction of a new prison.
- (4) Assistance through the National Institute of Corrections, U.S. Bureau of Prisons, to provide technical assistance to the Department of Corrections.
- (5) Placement by the U.S. Postal Service of a postal inspector on Guam to give greater attention to the use of mails as a smuggling technique.
- (6) Improved airport security for control of passenger and cargo areas.
- (7) An ongoing DEA task force effort to convict major violators.
- (8) A crash demand reduction program to put the Single-State Agency into operation.
- (9) Legislative assistance in providing models for more effective laws governing drug abuse.



**END**