

COMMUNITY ACTION TO COMBAT
DRUG ABUSE



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

APRIL 22 AND 23, 1981

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ACQUISITION

THE PROBLEM OF DRUG ABUSE

WEDNESDAY, APRIL 22, 1981

HOUSE OF REPRESENTATIVES,
SELECT COMMITTEE ON NARCOTICS ABUSE AND CONTROL,
Los Angeles, Calif.

The committee met, pursuant to notice, at 9 a.m., in the Customs Courtroom, Los Angeles, Calif., Hon. Leo C. Zeferetti (chairman of the Select Committee) presiding.

Present: Representatives Tom Railsback, Benjamin A. Gilman, Robert K. Dornan, and Lawrence J. DeNardis.

Staff present: Patrick L. Carpentier, chief counsel; Roscoe L. Starek III, minority counsel; and John W. Peplow, chief of security/investigator.

Mr. ZEFERETTI. Good morning, ladies and gentlemen.

We are today opening our hearing in Los Angeles, which is part of a series of hearings held by our committee throughout the United States concerning the problem of drug abuse. Our hearings are intended not only to inform us to assist in our legislative responsibilities on this most important subject, but also equally important, promote an awareness of the problem and develop initiatives and programs to attack the problem.

I want to state at the outset of this hearing—and I am stating this for the record—on behalf of my colleagues on the committee who are with me today and all members of our committee, we categorically and emphatically deny the many unfair allegations which have appeared in the press that the Select Committee is engaged in some sort of a witch hunt or inquisition. This is simply not true. I do not want to dwell on this issue any longer than is necessary. I simply want to allow the record to speak for itself. The next 2 days will demonstrate that the Select Committee has come to California not to persecute but to ask for help, not to indict or interrogate, but to seek a partnership in an effort to address a vital health and welfare issue.

We recognize that no professions or any walk of life are totally immune from the temptation and the illness of substance abuse, and we have come to the entertainment industry not to point our finger but to hold out our hand in an offer, a genuine offer, of partnership.

When the Select Committee was reestablished this year, it was the expressed mandate of the congressional leadership that one of our most important functions would be to move beyond the traditional bounds of a congressional oversight and investigative committee. Substance abuse is a social problem that reaches into every ethnic group and every socio-economic class in our society. Drug abuse is a disease which threatens the physical and emotional

health of our fellow citizens in every walk of life. The Select Committee has been in a unique position of looking at the substance abuse picture from a very wide perspective. We have traveled the world, talking with heads of state about the issues of illicit substance cultivation and production. We have met with representatives of law enforcement agencies, both in this Nation and abroad, and gained a well-informed perspective of the problems of interdicting traffickers. We have spent long hours with treatment, rehabilitation, and prevention professionals at all levels of government in an attempt to better understand the very difficult nature of mending the lives which drugs threaten to shatter.

With this very rich perspective on the nature and extent of the drug problem, we have been asked by the Congress to come back to them in 18 months with proposals on the nature and extent of the drug problem, we have been asked by the Congress to come back to them in 18 months with proposals which speak to the multidimensional nature of the problem.

We are to move beyond the governmental perspective and seek the advice and guidance of many sectors of our society, as to how the enormous problems of substance abuse may best be addressed and someday resolved. Today's hearing will focus on an assessment of the nature and extent of the substance abuse problem in this area of the Nation. This is a necessary and proper step which seeks to establish a data base, a groundwork, for this particular set of hearings. We shall hear from law enforcement and criminal justice professionals from many levels of Federal, State, and local government.

We shall assess the particular problems encountered in enforcing substance abuse laws in this area. We shall also be assessing the nature of drug smuggling, of particular types of substances used in this area, of the interaction among various law enforcement agencies as they strive toward the accomplishment of their respective missions, and of the particular problems encountered by local agencies.

At tomorrow's hearing, we will receive the testimony from members of the entertainment industry who share our concern as to the gravity of the drug problem in our Nation and are devoted to doing something about it. These citizens have decided to not remain on the sidelines. We will be hearing about their concerns and efforts to combat drug abuse.

We are here to help, and we are here to get help in our mission. We want to extend our heartfelt thanks to the witnesses from whom we shall be hearing. They have demonstrated, by their appearance before this committee, their concern over the issue of substance abuse and their willingness to roll up their sleeves and lend their valuable assistance to the attack on drug abuse in America.

Before we begin testimony, my colleagues may wish to make opening remarks, and then Mayor Bradley, who has most graciously agreed to take time from his busy schedule, will make a few introductory remarks to open our hearing.

Mr. Railsback.

Mr. RAILSBACK. Mr. Chairman, I wonder if I might yield to the distinguished Congressman from California, who I think has really

played a major role in bringing these hearings to his State. I would like to yield to my colleague, Bob Dornan.

Mr. DORNAN. I thank the distinguished ranking minority member of the committee, Mr. Railsback of Illinois, for his courtesy. Thank you, Tom.

Mr. Chairman, I appreciate your extending a hand to our community here in Los Angeles, and really to the whole Southwestern United States, because from the day we first started discussing this visit out here over 3 years ago under the chairmanship of the distinguished former Congressman from New York, Mr. Wolff, the idea of coming to southern California was special.

We know that last year, in 1980, 6,900 airplanes entered the Southern United States through our southern region, and through our southwestern region. We know the extent of trafficking coming in through our California ports. The Coast Guard is overburdened at sea. The Treasury Department, through its Customs operations, is dealing with a few obsolete airplanes of vintage 20 years old or more. They are barely interdicting 10 percent of what is coming into the United States.

There have been hearings in Florida. I know we will go back to your own beleaguered area of New York, to discuss the drug problem there. It was only natural we would come to southern California. The friendly hand that you extended to the communications industry here, particularly to what is known generically as the Hollywood community, was most gracious, and I happen to agree with the Herald Examiner that your hand was bitten or at least nibbled upon. I think that after these 2 days of hearings, that southern California and Los Angeles will be glad that the committee was here, and will be glad that you have taken the committee's time to come here and take testimony.

I just wanted to point out the overwhelming extent of narcotics abuse throughout the free world. The Communist world may have their problems with vodka, but there is no question they are sitting back pointing a finger at us, claiming that we are a decadent, dying society in the West. Generally, when they tick off the things that are ripping us apart, they mention narcotics abuse, particularly among young people as the No. 1 indicator that the tide of the future is with them, and that we are finished as a society.

I have just come back from a five-nation trip, Mr. Chairman, to Central America. I met with drug enforcement officials in Costa Rica. They told me that they are unable to even keep track of the number of aircraft that are transshipping drugs through Costa Rica. About the only nations that don't have a problem down there are those that are under immediate Communist insurgency.

I picked up in Central America an international edition of Newsweek magazine. Sometimes their cover is different than our cover. This one has as its title "The Booming Drug Trade." It has a cut out of South America, and someone in the radical chic fashion snorting cocaine by using a rolled \$100 bill, snorting a line of cocaine, laid across the nation of Bolivia. This is because Bolivia has now seen tin—a traditional product there for almost a century—slip to the No. 2 export. The government of Bolivia, a friendly government of the United States, has fallen in a coup that it appears was financed by illegal narcotics money.

I just want to read a couple of quotes from this "Booming Drug Trade" article by Newsweek magazine:

"The narcotics merchants of the world have entered a new era, one that can accurately be called high times." Some people in the audience know that this is also the title of a magazine published in the United States that pushes narcotics—in every sense of the word "push."

In Latin America an unprecedented cocaine boom is being built on the profits of the marihuana trade and on the neglect and connivance of governments.

In Iran and Afghanistan, the chaos of revolution and war has stymied international attempts to control the drug traffic, and has released a flood of cheap heroin on Europe.

"Hampered by miniscule budgets and by outdated legislation," this being one of the reasons our committee is traveling across the United States "police cannot even begin to cope." "We are only stopping about a tenth of the stuff that comes through," admits an Interpol police agent in Paris. "The picture is grim."

The article goes on to say that:

Cocaine, soaring now, is the perfect drug to produce and to smuggle as it can be refined in a simple manner—a three-step process—significantly easier to hide than marihuana. Most Latin American cocaine ends up in the hands of Americans, but the nations of Western Europe, which once shrugged off the drug trade as an American problem, have lately been hit by a major onslaught of heroin, most of it grown and now processed in the troubled areas of Afghanistan.

A war doesn't seem to interfere with the drug trafficking—"it passes through Iran and northern Pakistan. The heroin then goes to Turkey, and on through Mafia facilities in Sicily.

Organized crime, the Mafia home base of Sicily, is making more money than it ever did during prohibition or the beginning of an organized crime system that still strangles much of American life. The facilities then are often run by French and Corsican chemists and gangland survivors of the severed French Connection.

There is only one bright page in all of this worldwide narcotics problem—our sister nation to the south, Mexico, which has all but rooted out its marihuana trade, has crushed most of the heroin trade at a great loss of life among its soldiers in the field.

"Aside from that one story of success," returning to the article, "the drug dilemma is one that nobody in the world knows how to solve."

That is why we are here. That is why you extended a request to the communications industry here to help. We cannot desperately throw up our hands and say that it is an insoluble problem.

The rewards of the Latin American cocaine boom already are overwhelming. In deep and primitive jungles, prosperous drug towns are blanketed by color television antennas and \$100,000 Mercedes sedans. We are unfortunately losing the war, a U.S. drug agent has said in Bogota, Colombia. Bogota now sees its food production falling off.

We are importing rice, a Bolivian official says, where they used to be a supporter, because the cocaine fields are overrunning their food products. It has replaced tin as Bolivia's leading export.

Colombia now supports a \$4 billion drug industry of laboratories and trafficking. Cocaine is not principally grown there as we know, but in Bolivia and Peru. In Bolivia it is a \$1.6 billion industry.

In the once luxurious resort island of Jamaica, marihuana is a \$1.1 billion industry. Just as a reference, every other export or industry put together doesn't equal this. They only make \$200 million off tourism. And bauxite—from which we draw the aluminum for our airplanes—is only \$230 million.

In Peru, oil is still barely ahead of narcotics, but this year the \$800 million drug industry in Peru will push ahead to a billion dollars, making oil the second product there.

The dimensions of the problem are absolutely staggering. Some of us have traveled on this committee to northern Burma, where we were literally threatened by drug warlords—an army of 600 people, attempting to interdict our helicopters and kill three Congressmen.

We felt hopeful that things had turned the corner in the Golden Triangle of Laos, Burma, and Thailand, because they had a drought for 2 years. They have now had a bumper crop. The Golden Triangle is now competing without the Golden Crescent of Afghanistan, North Pakistan, and Iran. Revolutions don't stand in the way of this trafficking. Warfare, and the crush by Soviet troops of Afghanistan, has not even dented the trade. As a matter of fact, as the Newsweek article points out, it has helped the trade.

To see Latin American governments, heads of state, pleading with visiting Congressmen to help do something about the demand side of the problem while they work on the supply side of the problem is one reason why this committee naturally gravitates to the southern areas of our country and the major metropolitan areas of Mr. Railsback's Chicago, or Mr. Zeferetti's New York area.

I am proud to have the committee here. I think this is going to be a constructive 2 days. I hope that we can focus—to use a Hollywood term, "the white hot arc light of public opinion," upon this disastrous problem, not only to save the next generation of young Americans, but to save the very stability of governments in the free world.

I am proud to have served on this committee for all of my tenure in the House, and I look forward to a positive response from the citizenry of southern California and from the press community in this city about what our real objectives are.

Thank you, Mr. Chairman.

Mr. ZEFERETTI. Thank you, Mr. Dornan. Mr. Railsback.

Mr. RAILSBACK. Mr. Chairman, very briefly I would like to give you my view. As I understand it, the mandate of this committee, is not—and I repeat—not to be a group of independent investigators trying to develop cases against particular individuals or for that matter, particular parts of the country. I want to make that very clear.

The charter we have, as I understand it, is to try to develop a rational, feasible, national drug policy. We really are here at the suggestion, frankly, of some in the entertainment industry. I want to make one comment about that. I was quoted in People magazine in a rather disparaging reference to Cathy Lee Crosby, and I want to publicly say for the record, that in my opinion Cathy Lee Crosby has been one individual who has dedicated herself to trying to find constructive solutions. I made one reference that "it was not going to be a Cathy Lee Crosby production." That reference was made because there were many, many other celebrities that wanted to appear and wanted to be helpful.

I personally feel very badly about this misconception that we are somehow going to try to single out one part of the country. Frankly, I agree with the chairman's remarks, that we are going to have

to go to Miami, to New York, to Chicago, where we have brown heroin problems.

But the reason we are here today, and I am going to reinforce what has been said: we are looking for help. Again, our mandate is to try to come up with a rational national policy. I am absolutely convinced that the Federal Government cannot even make a dent in the problem, nor for that matter, can a mayor of a city or a local police department. It is going to take effort on the part of all Americans.

We have to, I think, educate our fellow citizens as to the magnitude and scope of the problem. And that is why we are pleased to be here today. I look forward to hearing from the law enforcement officers and the city officials today. And I look forward to hearing those celebrities—that may even be at some slight risk of being condemned by some of their colleagues—who are going to have the courage to appear and testify tomorrow.

Thank you, Mr. Chairman.

Mr. ZEFERETTI. Thank you, Mr. Railsback.

Mr. Gilman.

Mr. GILMAN. Thank you, Mr. Chairman.

I want to commend the gentleman from New York, our chairman, Mr. Zeferetti, and the gentleman from California, Mr. Dornan, for arranging this hearing in this part of the country.

Certainly no State, and no country is unique in the drug problem. It is a worldwide problem, a problem that affects every part of our Nation, and affects almost every country in the world today.

The purpose of our being here is to evaluate and define the problem, to try to help in our effort to develop an effective national program, a national program that can coordinate our enforcement efforts, that can educate the public to the seriousness of the problem, to help eradicate the major drug trafficking that you have heard about already this morning.

I think it is unfortunate that there has been some misinterpretation and misunderstanding of the objectives of this committee. We are not a criminal investigating body, we are not here to prosecute or to persecute, but we are here seeking facts and seeking cooperation and seeking input, in trying to develop a more effective national program. And I hope that with the cooperation of our local officials, with the cooperation of the motion picture industry—which we hope would become a partner with us in our effort to attempt to properly publicize the need for eradicating this serious problem—it will develop as a result of this hearing.

This committee is not a new committee. It is a committee that has been in existence since 1976. We have gone to every part of the world in our effort to help stem the flow of narcotics here and abroad. We have gone into the drug producing areas, as Mr. Dornan has said. We have been in every international forum. We have been on our borders with our own agents, seeking out their problems, and we have attempted in the Congress to encourage legislation that will make our effort more effective.

I hope we will approach this hearing in California, the initial hearings in the 97th session, in that kind of a cooperative spirit, a spirit of trying to find ways that our Federal Government can be

useful in eradicating this problem, in trying to find a solution to the growing drug crisis.

Thank you, Mr. Chairman.

Mr. ZEFERETTI. Thank you, Mr. Gilman. Mr. DeNardis.

Mr. DENARDIS. Mr. Chairman, I want to thank you for the opportunity to participate in these hearings through which I believe we can learn a good deal more about the subject matter at hand, so that we can do our job in a more well informed manner.

I think that the information that will be made available to us this week, through personal contacts with professionals in the field, in all aspects of interdiction, enforcement, education and treatment, will be particularly valuable to new members of the committee, like myself. I am looking forward to learning from the people who really serve in the front lines, the forefront of this country's efforts to stem the tide of narcotics abuse, and especially drug trafficking, which is certainly the core of much of our crime problem.

I want to emphasize another aspect of these hearings that has not received very much attention, and which I think will come to light during the testimony today. That is, that drug abuse, or the enforcement of drug problems, is a classic problem in intergovernmental relations. Federal, State, and local authorities need to cooperate closely, need to have very effective interaction in order to carry out their respective enforcement responsibilities, and we are going to see today just how well that is working in this part of the country.

My particular interest in the entertainment industry—to look at a second aspect of this—is to find out how and if they can serve our cause by working with us to present a positive picture to our young and impressionable citizens in order to lessen the use of drugs. The enormous power of the entertainment industry should be devoted to changing and improving attitudes and opinions about drug use, and I say that if today the public image of the entertainment industry, insofar as drug abuse is concerned, is a negative one, we are, I believe, offering the industry an opportunity to change that perception, and to participate in what should be a nationwide endeavor to bring a halt to the abuse, trafficking, and glamour that surrounds the narcotics industry.

I invite their participation. I hope that some of them will have a change of mind and appear here tomorrow, or appear with us informally before our visit concludes this week. We invite them to do that. I look forward to working with them as well as all concerned citizens and groups in what I believe is truly the fight of the century in our Nation.

Thank you, Mr. Chairman.

Mr. ZEFERETTI. Thank you, Mr. DeNardis.

At this time, I would like to call to the witness table Hon. Tom Bradley, the mayor of the city of Los Angeles.

Mr. Mayor, before you begin, Just let me say thank you, thank you for taking the time out from your busy schedule to join with us today in our effort.

TESTIMONY OF HON. TOM BRADLEY, MAYOR OF LOS ANGELES

Mr. BRADLEY. Mr. Chairman, members of the committee, I am delighted to welcome you to Los Angeles for the purpose of these hearings, to address what I think is an important issue, one which affects not only this community but the entire Nation.

I have been pleased to hear from members of this committee that you came not to single out a single industry, nor a single group of people. You came rather to deal with the total ramification of the narcotics and drug abuse problem in this Nation, and it does affect all of us, every economic group, every age group, every racial and ethnic group is affected, is concerned.

So if we are to be effective in our efforts to deal with this blight on our society, we are going to have to deal with the total problem in all of its aspects.

Several weeks ago, in connection with the crime problem here in the city of Los Angeles, I called together a panel of criminologists and psychiatrists, to deal with what were called the root causes of crime, and to see if they could tell us, in their experience, what relevant issues we are to be addressing.

It was interesting to note that almost without exception they said that drug abuse and alcohol abuse were principal among the points that led to violent crime in our society. I think we must not overlook that factor. There have been some who have shown through statistical research that high incidence of crime is drug related. Some have even suggested that 60 percent of the major crime committed in our community is related to the use of drugs. Anyone who is an abuser, an addict, must find the resources to maintain that habit, and no one in an ordinary walk of life can make enough money to do so, so they must turn to crime as a means of securing that inordinate amount of money.

Drug abuse is a problem which knows no bounds in terms of income, and regrettably, it knows no bounds to age. We have learned, for example, that 20 percent of the junior high school students have reported usage of one or more drugs. Forty-three percent of our senior high school students have reported use of more than a single drug; 28 percent increase in incidence of arrests for narcotics have occurred on our campuses, high school after high school, across the city.

Seizures by law enforcement officers of narcotics such as cocaine, and marihuana, demonstrate the large popularity of these drugs. The one time so-called "rich man's drug," is rapidly becoming the drug of choice among all abusers, and economics is the only factor restricting the spread of use among new initiates. Seizure of cocaine has increased noticeably in Los Angeles, with no relief in sight.

The Los Angeles Police Department reports that seizures of PCP have increased since 1977 by 500 percent. One of the large facts about PCP is that it is the source of violence, uncontrollable violence, to the user or to the police officers who attempt to apprehend them, or to innocent victims who may be in the vicinity.

Marihuana continues to be that drug which is most used by all segments of the population and the State of California is becoming the top marihuana producer in the United States. In fact, they have told us that marihuana is the biggest cash crop in this State.

That is a large statistic, but you, the members of this committee, know it well, and you know it from your studies of the international problem.

It is obvious that we are living in a drug-oriented society, and it is necessary for us to make the public aware of the facts that any drug use can lead to drug abuse. Peer pressure on our children in school can lead to drug abuse, and the glamorizing of the narcotics use by the news accounts reported by the media involving entertainment celebrities, or sports figures who are heroes in the eyes of the average youngster, add to this problem.

I think we need to look to the solutions, to see what we can do to reverse this trend. These same heroes, I think, can be effective in turning these youngsters away from the use of drugs and narcotics, and I hope that through these hearings, we can emphasize that particular problem.

There are several things that I think must be done, can be done. We must initiate a strong prevention program, try to reach the youngsters at the earliest possible age. We must engage in what I would call interagency enforcement, if we are to be effective. No single agency, city, county, State, or Federal, can do it alone. It is going to take the combined efforts of us all if we are to be effective in the apprehension and the enforcement of narcotics trafficking.

The third element is that of treatment. The National Institute on Drug Abuse has done a crucial and important job. I know there is a concern about continued funding for their efforts. I would hope that this committee would give its attention to that particular problem.

I applaud the efforts of this committee. I wish you well in your efforts, because this is a problem which plagues this Nation. It saps our strength, it destroys our young people. And unless we can engage in an effective program of interdiction of the flow of narcotics in this country, and then to prevent its spread and use here locally in this community and every community across this Nation, I daresay that our society is going to be in trouble. So I think that your efforts, through these hearings, not just here, but across the Nation, can be very effective in this effort. I applaud you and thank you for coming to Los Angeles.

Mr. ZEFERETTI. Thank you, Mr. Mayor.

If I may, as a part of your testimony, you hit right on the target what the objectives of what this committee is trying to accomplish.

We think that your great city has the material and has the facilities to produce the kind of expertise and technical assistance that could provide us with that public awareness factor. We think that your great city has the talent that has the ability to reach out and have people listen to what they have to say. And it is in that vein and in that effort that we came out here looking for that kind of assistance—not in the area of making a motion picture, if I might, but in the area of using the technology and the facilities that they have inbred to produce the kind of possible identity and programs and the kinds of techniques that might be or might have an impact on especially our young people.

More importantly, out here you have the nucleus of some young people who have taken it upon themselves through some parental kind of groups that have sprung up—and not only here I might say

but throughout the country—but here they are very, very I would say, active, and very, very enthusiastically involved, and they have visited us in Washington. These young people are saying the same thing as their parents are saying—help us, create something, join with us so that we don't have this peer pressure, so that we can lend ourselves to society as a whole.

So I compliment you on your statement because you are hitting right at the core of what we were trying to do out here. And again it is our pleasure to be here. We just want to be able to do that kind of effective job. We want to be able to utilize at best those people that have the talent, those people that have the following, and I might add, and whether it be the entertainment industry, whether it be the sports industry, or whether it be industry in general that suffers today because of drug or alcohol related kind of problems, produces less productivity, that produces more problems and less public service for our citizens.

So it is really in that effort that we are here today, and we offer that hand to you, Mr. Mayor, also and saying to you how best can we help, you lend us your expertise, too, and we will respond to that.

Do my colleagues on the committee have anything?

Mr. RAILSBACK. I have no questions. I thank the mayor.

Mr. ZEFERETTI. Mr. Dornan.

Mr. DORNAN. Mr. Mayor, it is a particular honor to open up our 2 days of hearings with someone as distinguished as yourself. Is there any mayor in the United States that has served longer than your 8 years of tenure? It is nice to be able to ask you that after you just won with such a landslide victory to serve, God willing, 12 years. Are there any mayors serving longer than 8 years?

Mr. BRADLEY. Yes, many of my colleagues have served. I know of one man who served over 40 years as mayor.

Mr. DORNAN. I mean currently serving?

Mr. BRADLEY. Yes.

Mr. DORNAN. I know you will always take a leading role at the conventions of mayors across the United States. When you love people, you should love them even more when they are in trouble. And if you love a city, you love it more when it is in trouble. Anyone who knows you personally, knows how much you love our city of the Angels.

You have walked its streets as a rookie cop, rode its cars as a sergeant in the L.A. Police Department, and administered it as a police lieutenant. You have donated just about your entire adult life to public service in this great city, and yet we hear this city we love described as the leading capital city of rape on the entire planet. And then we hear that it is closing fastest on violent crimes, particularly those attributable—as you pointed out—to PCP. We know that we are called the cocaine capital of the United States, the marihuana capital, and sometimes we even alternate with the chairman's metropolitan area as to whether or not we are leading in heroin.

We love this city. What are we going to do to get a handle on organizing all of our populace to realize that there is no such thing as the recreational use of drugs, that drug abuse is not a victimless crime?

The police department is constantly besieged with this. It is killing people and families on our highways. Marihuana accounts for 15 percent of the death toll of fatal accidents; liquor 50 percent of the death toll. What are we going to do to stop the increase in violent crime, rape, burglary, and robbery, that is drug related?

Mr. BRADLEY. It is going to take the combined efforts of our law enforcement agencies, our schools, our institutions which are assigned the responsibility of teaching, training our young people. I think the most critical element is a kind of educational program that will involve those best able to reach the young people, and I know how influenced they are by their heroes, whether they be in the sports world or prominent in some other capacity. They have an enormous influence on these young people, and more and more we are seeing that kind of exercise of responsible behavior by celebrities in these fields, and they are coming forward and offering their help. I think that is going to continue.

The hearings that you are conducting, I think will focus on that need. And it is my hope that we can demonstrate the use of our resources here, and we do have them in great amounts, and I commit to you our efforts here in the city to join with this committee and with the Nation in tackling this problem. It is the only way we are going to do it, working at it together.

Mr. DORNAN. Mr. Mayor, wouldn't you say, given your own leadership role in trying to do something in a positive way, that Los Angeles and New York have a particular advantage over the rest of the country because the communications industry is basically centered in both these areas, from news to live television, to situation television, prime time shows. Between these two areas, and given our leading sports teams in these two areas, we really could set an example for the rest of the country by utilizing the talents of these men and women who are real models for our youth, and starting a virtual campaign—I resist saying war, because war has been overused in every field of public service since we are always warring on something. But this is war, a bloody war, with as high a death toll across the free world as most combat situations. But don't we have this advantage in New York and Los Angeles?

Mr. BRADLEY. That is true. In these two metropolitan areas I think we have more resources, more talent, more ability than anywhere in the country and we ought to use it. I think your message and ours ought to be let's call on them.

Mr. DORNAN. Thank you for your statements, Mr. Mayor.

Mr. ZEFERETTI. Mr. Gilman.

Mr. GILMAN. Thank you, Mr. Chairman.

Mr. Mayor, we welcome your thoughtful presentation. As you talked, I was curious as to whether or not you had taken advantage of some of these resources here and developed any program locally to bring in the communications industry, and some of the community leaders in an initiative to undertake an effective drug education and prevention program?

Mr. BRADLEY. We have made use of some of the sports figures who have been involved in some of our youth programs, and some of our efforts to inform and to educate our young people.

We have called upon the entertainment media to give us a hand in producing films.

Mr. GILMAN. Have they done that, mayor? Have they cooperated with you?

Mr. BRADLEY. So far, no one has come up with the ideal way of presenting this story. They have produced films that are used in the schools, but they are not very effective, because they simply are not yet sophisticated enough to reach the youngster with the kind of impact that we need.

Mr. GILMAN. You have called on the industry to do this sort of thing, mayor?

Mr. BRADLEY. Yes, we and the schools have done that.

Mr. GILMAN. You have met with them and attempted to work out some sort of a program?

Mr. BRADLEY. Yes.

Mr. GILMAN. And they still have not been able to develop any?

Mr. BRADLEY. They are trying. But they have not yet come up with the exact formula for it.

Mr. GILMAN. Does the city of Los Angeles have any agency or any commission that is devoted to drug abuse or drug eradication?

Mr. BRADLEY. No; it does not.

Mr. GILMAN. Is that a possibility?

Mr. BRADLEY. The county has such a program.

Mr. GILMAN. Is it possible that the municipality could develop that kind of a program?

Mr. BRADLEY. We work in concert with the county officials.

Mr. GILMAN. What sort of a program does the county have?

Mr. BRADLEY. They have a commission on narcotics abuse and use.

Mr. GILMAN. Do they have a year round program of drug education and drug eradication?

Mr. BRADLEY. Yes.

Mr. GILMAN. And you have assigned some people from the municipality to work on that commission?

Mr. BRADLEY. Our law enforcement agency, the police department, works very closely with the sheriff's department on these kinds of things.

Mr. GILMAN. What about the educational community? Are they involved in this effort?

Mr. BRADLEY. The educational community has its own program, and they are attempting in their own way, dealing with their youngsters everyday, to deal with these problems. They work with our law enforcement agencies on campus to ferret out those who are attempting to sell or distribute the drugs or narcotics on these campuses.

Mr. GILMAN. Besides that effort in the educational community and your county agency, is there any other group at work on narcotics education and abuse?

Mr. BRADLEY. Oh, yes. We have many. There is a group called WETIP, which takes anonymous calls on any kind of narcotic activity and then transmits that to the law enforcement agency. They have been funded by governmental agencies as well as by private contributions. They have been helpful.

Mr. GILMAN. And besides WETIP, and county and education?

Mr. BRADLEY. Off the top of my head I cannot think of the names of others, but there are others.

Mr. GILMAN. Do you think that you have fully explored the extent of your resources?

Mr. BRADLEY. No, we have not exhausted them.

Mr. GILMAN. I would hope that we can help you in developing even more of an effort, and I would hope that you can spend a little more time, and give our committee further thought about how the Federal Government could be of help to a municipality in that endeavor.

Mr. BRADLEY. Thank you.

Mr. GILMAN. Thank you, Mr. Mayor.

Mr. ZEFERETTI. Mr. DeNardis.

Mr. DeNARDIS. No questions.

Mr. ZEFERETTI. Thank you, Mr. Mayor.

Mr. BRADLEY. Thank you, Mr. Chairman.

Mr. ZEFERETTI. The attorney general of the State of California, Mr. George Deukmejian. Thank you, Mr. Attorney General, for appearing before us this morning. I know we have kept you waiting here a long time. We really appreciate it.

TESTIMONY OF GEORGE DEUKMEJIAN, ATTORNEY GENERAL OF THE STATE OF CALIFORNIA

Mr. DEUKMEJIAN. That is all right.

Mr. Chairman, and members of the committee, I would also like to state, as one of the State's constitutional officers, and as the chief law officer for the State of California, that I am delighted that this committee would come here to California, to southern California, to convene this most important session.

I personally used to serve in the State legislature. I am quite familiar with the value of the type of legislative proceedings that you are now undertaking in this area, and indeed, when I was a member of the State senate, I also headed a subcommittee similar to this in the area of narcotics trafficking. Then when I was fortunate enough to be elected attorney general, I have taken the results of much of the work that we did in the State senate, and have put it to use to the extent that we can within our department of justice.

I might tell you, those of you gentlemen who are from other States, that in this State the attorney general is also the head of the department of justice, and we have within the department of justice in California a State bureau of narcotic enforcement. I will be mentioning in my remarks some of the things that we are currently involved in, and especially our relationship with the Federal and local agencies.

I was pleased to hear at the outset comments from committee members about the significance of this hearing as it relates to the interrelationship between all these levels of government, and I think that probably can be one of the more valuable aspects of your entire hearing.

Narcotic trafficking with its related violent and street crime constitutes the underlying motivation for much of our criminal activity. It requires the full attention of all of us in government to work toward its ultimate elimination.

Californians continue to be victimized by the abuse of narcotics year after year. Despite vigorous efforts by law enforcement agen-

cies and expanded educational programs, the extent and complexity of the narcotic problem has grown in scope and magnitude.

In a era of limited fiscal resources, the law enforcement community is faced with many competing priorities. It is therefore incumbent upon Federal, State, and local law enforcement agencies to improve the coordination of information and enforcement efforts for the greatest impact.

Just this year, California and the four other Western States of Alaska, Hawaii, Washington, and Oregon, took steps to coordinate narcotic trafficking information and to promote its exchange among enforcement agencies at the State and local level. The Western States Information Network (WSIN), a federally funded organization which is part of our department of justice—and I serve as chairman of the board of WSIN—and it has established itself as a coordinating and clearinghouse for narcotic trafficking information in which all agencies can share.

Although WSIN has just become operational, this year it has supplied analysis and information in 14 substantial cases which would probably not have been made were it not for the coordinated effort presented by WSIN.

I regret that the future of WSIN is questionable. This is because the U.S. Department of Justice transferred \$6 million of the \$9.1 million funding for all regional narcotics information networks to the FBI for fiscal year 1981. However, no funding is planned for fiscal year 1982. Subsequently, a House Appropriations Subcommittee restored \$3.6 million to the program, so we right now have approximately \$6.7 million for next fiscal year. It is imperative that the funding be maintained at no lower than this level.

We respectfully urge you to examine the benefits of WSIN and other regional narcotic enforcement networks and if you conclude, as we have, that these networks are effective, urge the Department of Justice and your colleagues in Congress to support them.

In California we have established as one of our highest priorities the consolidation of the limited State and local narcotic enforcement resources we have, into multijurisdictional task forces. Our State bureau of narcotic enforcement together with local law enforcement agencies, address the narcotic problem without regard to individual jurisdictional boundaries. The coordinated task force approach has proven to be very successful.

The executive and legislative branches of government have clearly identified narcotic trafficking as a menace to our society and have brought some, but not enough resources to bear in providing a means of eradication of this problem. However, without the assistance of the courts, sizable gains cannot be made in diminishing the flow of narcotics.

In California, as in other States, the overapplication of the exclusionary rule has been a hindrance to the full application of the laws passed by our legislature.

Consider this example:

In the case of *California v. Hall*, police officers acting in good faith under a search warrant authorized by a magistrate, seized 48 balloons of heroin from the defendant Dorothy Hall. At the trial court level, the judge admitted the 48 balloons which were discov-

ered in the defendant's bra through a jail matron's search, authorized under the search warrant.

The court of appeal disagreed, saying that the magistrate issued the warrant on insufficient information and ruled the evidence could not be used against Hall.

The officers were acting in good faith under a search warrant. The fruits of their investigation were excluded though their execution of the warrant was faultless. A heroin dealer thus escaped punishment.

Our courts have also made very liberal use of probation. Approximately 32 percent of those convicted of selling narcotics are sentenced to State prison in California. The remaining nearly two-thirds are allowed some form of probation. Sometimes as a condition of probation there is county jail time, but even in other situations the individual is just released back into the community.

The narcotic problem is a national problem with international overtones, which clearly warrants the focus and attention of the Federal Government and the resources available to it.

The Federal Government could, and I think should, assume a more dedicated role in interdicting the importation of controlled substances into the United States. The efforts of the Coast Guard need to be increased, and the resources of other branches of the military could be authorized to assist in the "drug war."

As you gentlemen know, Senators Nunn and Chiles, and Representative Billy Lee Evans have introduced S. 441 and H.R. 1806 to allow for limited military assistance to civilian drug enforcement agencies. Reserve Air Force units can assist State and local law enforcement track suspected aircraft believed to be carrying narcotics into our State and our Nation.

Those who make our foreign policy need to be concerned about efforts of other governments to suppress the growing of plants which are processed into narcotics. Colombia, Turkey, and other countries who seek U.S. aid need to be more committed to eradicating such plants. However, we should repeal the Percy amendment that prohibits such countries from using effective herbicides to destroy marihuana crops. Again, Senators Chiles and Nunn and Representative Clay Shaw have introduced S. 644 and H.R. 2420, to remove the prohibition, but would require in that legislation that the Secretary of State notify the Secretary of Health and Human Services of any plans to use a herbicide, and the Secretary of HHS would monitor for health effects.

California, in the last decade, has experienced a change in illicit narcotics from that of an importer and consumer to that of a processor and exporter. The cultivation and manufacture of illicit narcotics in California is for the national market rather than local consumption. Federal assistance is necessary for California to help eradicate the growing of sinsemilla, a highly potent form of marihuana.

In the last 3 years, the cultivation of sinsemilla marihuana (a more potent variety) in California has spread from four northern counties to an additional 39 counties. We have a total of 58 counties in the State of California.

During the 1980 crop year, over 210,000 pounds of growing and processed marihuana were seized from 1,145 crop sites. This repre-

sented a 119-percent increase in crop sites inspected, and a 98-percent increase in plants seized over 1979. Additionally, 1,042 defendants were identified, arrested, or cited for their involvement in cultivation efforts. In most counties local efforts were supported by the State bureau of narcotic enforcement (BNE) and DEA.

BNE is currently working with sheriffs' departments that will be involved in the eradication effort to plan for the most effective delivery of services in the coming year.

BNE cannot provide funding for overtime, per diem or salaries for local enforcement personnel. Personnel costs constitute the largest part of the expenses associated with eradication.

The eradication of crops is basically manual labor which involves the harvesting and transportation of large amounts of contraband. An average size crop of approximately 130 plants will cost approximately \$3,000 to eradicate. While sheriffs' departments must bear the bulk of the responsibility and resource commitment to deal with the problem, they require some assistance. We are working with DEA to obtain financial assistance needed to eradicate the bulk of the 1981 crop. Some people in the press and other people have chided us a little bit—a little bit of teasing, a little bit of humor—about our spending a great deal of effort in trying to control the growing of marihuana and this more potent form of sinsemilla, here in California. Let me say that there are two real strong reasons why I think that that has to continue, our enforcement efforts. There are probably more than two, but I would like to mention two.

One is that we do call upon these governments in foreign countries, and ask them to help the problem that we have got in this country by sending out their law enforcement personnel, risking their lives at times, in order to eradicate the growing of these plants in their countries. And there have been many cases of deaths and injuries to those law enforcement agents in those other countries. And then they turn and look at us, and they say, look, you are growing it in your own country, in your own State—are you doing everything that you can to help to eradicate. Well let me just say, that is one main reason.

Another main reason is that I attended the night before last a large meeting to observe "Forgotten Victims Week" in California. I might also say that the President of the United States has declared this as "National Victims Rights Week" as well. And a mother of a young boy who was murdered had the courage to get up before several hundred people to tell about the impact of the murder of her son, the impact that it has had on her, her husband, their other children of that family. And she also had the courage to tell everybody who was in attendance that her son had been using marihuana. He died as a result of numerous stab wounds and she said that they had talked with their son about using marihuana, and he said, well, a little bit of marihuana, you know, it really is not going to hurt anything. And that was the attitude her son had. And I regret to say, it is undoubtedly the attitude that a lot of people have—sure, a lot of people that do use marihuana do not get murdered, I recognize that. But at the same time there are those types of tragedies wherein a young person as a result of getting

involved in the use and with others eventually wound up becoming the victim of a very vicious type of murder.

So I think that it is vital that we have full Federal support in our nationwide fight against the growing narcotic problem. A coordinated and integrated narcotic enforcement program, addressing the problem at all levels, is essential. In this time of grave fiscal constraints, government at all levels must work together to get the most impact for our tax dollars. Thank you very much.

Mr. ZEFERETTI. Thank you. Might I also note for the record that the two Congressmen that you mentioned, Congressman Billy Lee Evans and Congressman Clay Shaw, who introduced the paraquat and the *posse comitatis* legislation are both members of this committee, and have worked over the years and through the efforts of this committee have produced that kind of legislation. We are looking at reviewing all Federal drug-related criminal laws. And we will be recommending legislatively to the committees of jurisdiction at the proper time.

I would like to ask you, though, one or two questions.

The growing of the marihuana plant, which has increased here in California, what is the charge, what is the crime—is it a felony, a misdemeanor, how is it handled as far as the courts are concerned?

Mr. DEUKMEJIAN. It is a felony. But I regret to say to you that the judges who have thus far been deciding those cases, and sentencing, have sent very, very few people to prison. In our State, as in most States, a felony calls for a State prison sentence. Generally speaking the sentences have been rather light. Generally speaking they have been a fine or just a very short period of time in the county jail, and back out to the street.

Mr. ZEFERETTI. There is no mandatory type of structured sentence for any kind of drug-related crime?

Mr. DEUKMEJIAN. We have two types of crimes that do call for a mandatory State prison sentence, and that is in the sale of heroin, over a half-ounce, and in the sale of PCP. That PCP law, which was one that we sponsored, has just recently gone into effect, I believe January of this year, but only in those two situations. But in the case of the growing of sinsemilla, the treatment has been as I have indicated.

Mr. ZEFERETTI. Also, Mr. Attorney General, the Federal prosecutors complain an awful lot about the kind of bail jumping on drug offenses. Are you faced with the same kind of problems here? Are you getting that same kind of reaction?

Mr. DEUKMEJIAN. Well, we are faced with numerous cases of where individuals who have been charged with trafficking in narcotics, they make bail, because they all seem to have a great deal of cash, can come up with it awfully quickly. They make bail and very often are back out selling while they are out on bail. One of the things that we are pushing very hard for this year in our State is a reform of our bail laws, because in this State a judge cannot even consider the past record of the defendant who is before him, cannot consider whether this person will commit additional crimes while out on bail, or commit violent crimes. All he can consider, he or she, is whether this person will show up for trial on the date set for trial. We are trying now to get a constitutional amendment on

the ballot, and if we can do that, then at least the judge will have some discretion and can consider these other factors.

Mr. ZEFERETTI. Beyond that, we do not even have the authority to go in and find out where the money is coming from. That is another problem that we have on the Federal level.

We have seen some really increasing indications that organized crime is more and more taking over drug trafficking. Do you see evidence of that here in California? And if so, what kind of cooperation are you receiving from the Federal Government?

Mr. DEUKMEJIAN. In general, we have seen an increasing amount of activity of persons associated with organized crime in California. I could not say to you that we have seen an increasing amount of organized criminal activity in the narcotics field, in the sense—if you are talking in the sense of organized crime as the eastern syndicate type of organized crime groups. Now, a lot of the trafficking in narcotics is done in an organized fashion, but not necessarily tied to the traditional types of syndicated groups that we have often referred to as being part of organized crime. But there are a lot of entrepreneurs now in the whole drug trafficking area. And we have established in our department a special prosecutions unit, made up of teams of deputy attorney generals, as well as investigators, and one of the charges that I have given them—I should say not one, but the main charge I have given them is to prosecute cases involved with organized crime as well as with major narcotics trafficking. And we have been doing that, again, in cooperation with other law enforcement agencies.

If I may say, Mr. Chairman, the degree of cooperation between California law enforcement agencies and Federal law enforcement agencies in general is good. The only area that we would bring your attention to—we sometimes find that among the Federal agencies themselves, that sometimes there seems to be a great deal of competition, a great deal of rivalry, and sometimes they very jealously protect their jurisdictions and their turf, so to speak. To the extent that there can be an improved national policy with respect to this whole area of enforcement of our drug laws—and you know better than I do all the different Federal agencies that have some role to play—and to the extent that those agencies can be more coordinated, as I have tried to indicate in my statement, and at the same time work together on cases, both within themselves and with the State and local law enforcement agencies, the more I think we are going to benefit the public and the more wisely we are going to be using the very, very precious tax revenues that are available.

Mr. ZEFERETTI. I think, Mr. Attorney General, if you polled every member of this committee they would agree with you. Because over the years of our hearings, we have found that to be prevalent. And as a result of some of the recommendations we have made, we find a more cohesive kind of cooperative effort between DEA, Coast Guard, and Customs, which has really produced some good results. And it is in that vein that we want to go forward. But again, I think it is a question that each one of them self-sustain themselves to draw the priority in dollars through the appropriation processes that is necessary. So you are right, you are absolutely correct. And

it is up to us really to create that kind of Federal infusion of dollars that make it possible for them to get that priority.

Mr. RAILSBACK.

Mr. RAILSBACK. May I ask, Mr. Attorney General, can you give us some examples of your WSIN program, and how it has worked. I think you mentioned 14 actions.

Mr. DEUKMEJIAN. I do not have with me the facts of the actual cases that I have mentioned, 14 substantial ones. But basically it is a case of where we get an inquiry from a law enforcement agency in some State. It comes into our Western States Information Network. We serve as again the clearinghouse, the place to exchange the information. And by virtue of being able to provide significant information, it has helped in that regard. But beyond that, we do one other thing that is perhaps a little bit more unique. We have available people who are able to analyze cases and are able to plot out the facts, if you will, for the law enforcement agency, for the prosecutor, in such a manner that the prosecutor and the law enforcement people are better able to analyze what information they already have. And this takes people with some experience, and it takes people who have available to them virtually as much information as possible. But it is not just picking up bits of information here and there. It is how you analyze it, how you put it together, and our Western States Information Network is able to provide that service along with just passing information back and forth.

Mr. RAILSBACK. Could I ask, is it primarily located in California, or do you have agents in the other States? Is it really a California entity, or are you dispersed?

Mr. DEUKMEJIAN. No. There are representatives in all of the five Western States that serve as a part of the Western States Information Network.

Mr. RAILSBACK. But they are funded primarily through California, is that right?

Mr. DEUKMEJIAN. Yes.

Mr. RAILSBACK. By your department of justice?

Mr. DEUKMEJIAN. No. The funding comes from the U.S. Department of Justice budget. But the Western States Information Network is housed in our California Department of Justice. And so we are able to exercise control. And again, I sit as the chairman of the board that is made up of representatives of all the States.

Mr. RAILSBACK. Let me ask you this. I am very much concerned by the 32-percent-sentencing rate for those that are convicted of trafficking. And what I am wondering is do you have any kind of a breakdown as to what kind of traffickers are being released. Are they all marihuana traffickers? What are the distinctions in the convictions and the sentencing?

Mr. DEUKMEJIAN. I do not have an analysis of that available. I would be more than happy to ask our people to try to develop such an analysis for the committee.

Mr. RAILSBACK. Would you do that. We would appreciate that.

Mr. DEUKMEJIAN. Yes.

[In response to the information requested the following information is furnished:]

In regard to the additional information you requested, disposition information by drug is not readily available as state statutes rely on a scheduling system similar to the federal system for classification of drugs and offenses. We are, however, attempting to develop some sampling information in this area which may be of benefit to you.

Mr. RAILSBACK. But we are talking, are we not, about dealers and traffickers rather than users?

Mr. DEUKMEJIAN. That is right. Oh yes.

Mr. RAILSBACK. So only 32 percent of those convicted are actually confined?

Mr. DEUKMEJIAN. Sent to State prison. And as I said, the remainder receive some form of probation, sometimes with county jail time, sometimes not.

Mr. RAILSBACK. I might just mention, with respect to your concern about the exclusionary rule, it is something that has been a concern of many, many criminologists for a long time. It is something, Mr. Chairman, that as a member of the Judiciary Committee, I think we do have to seriously consider altering the rule since we have heard many complaints very similar to the one that you are making.

Thank you very much.

Mr. ZEFERETTI. Mr. Dornan.

Mr. DORNAN. Mr. Attorney General, contrary to some analysis of our hearings here, we have a surplus of intellectual riches, so we have to be very brief because there are so many distinguished witnesses coming after you. But your political base includes serving as a State senator before you became attorney general in a major port area of our State of California, the Long Beach area. We have the longest coastline in the United States, together with Texas and Florida. Therefore we are really hit hardest with sea importation of illegal drugs. There was an excellent article in the Los Angeles Times recently detailing what a desperate job some very dedicated Coast Guard pilot officer, had flying C-130's over the coast, trying to cover a massive section of the Pacific Ocean.

As you travel around the State, as our senior law enforcement officer, do you try to stimulate a teamwork effort with all the various agencies? You mentioned these competing jealousies. It has been the impression of every one of us on this committee that the only time there is real impact is when all jurisdictional levels come together to focus their attention. Could you just comment briefly on the sea problem?

Mr. DEUKMEJIAN. Yes. This adds to our problem, no question about it. There is a tremendous quantity, in fact tons of illegal narcotics that come into California through the use of boats, other vessels. And of course we have a tremendous amount coming in by aircraft also. So we get it both ways. It is our policy that we work these cases cooperatively. And I will tell you, we do it in our own self interest. Because we do not have enough people, we do not have enough resources to work these cases alone. And so what we try always to do is to take some agents of our Bureau of Narcotic Enforcement, some from the local sheriff or police department as the case may be, and from DEA, if they are able and willing to assist, and when Customs or the Coast Guard are involved, you know, we want always to work with all of them. And we think that if you can take a few people from each of these agencies, given that

it is a case that involves the trafficking from another country or coming in from out of State, that if you can take a few agents from each of these agencies to work a case, then we are going to not only coordinate and utilize all of our resources, and all of the information available, but we are going to really get far more impact, be far more effective for the dollars that are available.

Mr. DORNAN. In discussing this problem with our Ambassador and drug enforcement officials in Costa Rica, they said that the transporters, the pilots and some of the yacht owners, are romanticized figures—just as we romanticized rum runners during prohibition. They say in court they are really pilots who have nothing to do with the problem of using and purchasing; that they will cop a plea, turn State's evidence, and go back to flying. And I was shocked to find the aircraft pilots do not lose their licenses. Many of them are Vietnam veterans. Do you think it would be a positive step to come up with legislation to let them escape a jail sentence if they turn State's evidence, but mandate that they lose their pilot's license for a second period of time and for life if they are caught as a second offender running contraband back into this country. A lot of this activity involves gun running now in Central South America in addition to narcotics running.

Mr. DEUKMEJIAN. I would feel that prison sentences would be a far greater deterrent than losing their licenses. If I could make any little comparison, you know, a lot of people in California lose their licenses, their drivers licenses, when they get convicted of drunk driving, and we know that literally hundreds and thousands of them are out there driving without a license. They do not seem to mind taking that risk.

It would seem to me that these pilots are probably making a great deal of money and I do not think the loss of their license is going to stop them from continuing to engage in illegal activities when there is a lot of money to be made. Perhaps spending some time in prison might indeed dissuade them.

Mr. DORNAN. Maybe a combination of both. I was informed it is so profitable that sometimes a pilot will be given literally an expensive multiengine aircraft, like a DC-3, after the first or second trip as his reward. This is in addition to his financial reward.

Mr. DEUKMEJIAN. One of the things I know you have heard, and that is, it probably would help a great deal if we could seize more of these vehicles, boats, airplanes, that are used in the trafficking, to take, in effect to hit them in the pocketbook, to hit the traffickers as much as we can in the pocketbook. And I think that will be an even greater deterrent, the more we can do that. For example, I know you will hear from DEA, I think you will, that, for example, in the growing of this marihuana, the sinsemilla, and so on, we would like to be able perhaps to have laws that allow us to seize the land, to take the land. If they are going to use that illegally, then maybe there should be some remedies along those lines. And again, when you hit them in the pocketbook that way, that may be a more effective deterrent, because as I have said, some of our judges seem to treat them rather lightly when it comes to fines. You know, fines are just a part of doing business. That does not affect them very much.

Mr. DORNAN. Last year two South American drug traffickers apprehended in South America skipped \$1 million bail each. Maybe that will get across to the judges just how overwhelming the input of billions of dollars into this industry is affecting the court system.

Thank you very much, Mr. Attorney General, for a super statement.

Mr. ZEFERETTI. Mr. Gilman.

Mr. GILMAN. Thank you, Mr. Chairman. Mr. Attorney General, we certainly welcome some of your remarks in focusing attention on the need to do more by way of a coordinated effort here.

I was particularly interested in your seizure concerns. You may be interested, as part of your review of legislation that is pending, that I have introduced along with my colleagues a measure to allow the Drug Enforcement Administration to retain some of their seizure money so that they will not be hit with a budgetary limitation. And we hope we can engender some support for that sort of effort. At a time when we have budgetary constraints, we find that buy money is not too easily attainable in many of the jurisdictions. Which leads me to my first question.

How high a priority has California placed on the drug effort in the State budgeting?

Mr. DEUKMEJIAN. Well, I can tell you as it relates to our efforts, in our department, it has the highest priority that we can give it. And I think as an example I can tell you that in the last year we increased the number of arrests of drug dealers by 40 percent, arrests that were carried out by members of our State Bureau of Narcotic Enforcement. And we increased the quantity of seizures by 365 percent. So I can tell you that as far as the department of justice is concerned, it has the highest priority that we can possibly give it.

Mr. GILMAN. I recognize the emphasis you are placing on the effort within your own department. But how high a priority has the State legislature placed narcotics in the overall activity of the State?

Mr. DEUKMEJIAN. I do not think that it has placed it at a high enough priority. I had to really battle to get authorization to add 15 agents, narcotics agents. And I had to work almost 1½ years to convince the legislature and the Governor to authorize just the addition of 15. And I finally did it by saying we would finance it from funds already appropriated, not even asking for new money. So that is an example. It does not seem to get as high a priority as I think it deserves.

Mr. GILMAN. What is the budget for narcotics efforts in the State budget?

Mr. DEUKMEJIAN. I do not have a figure that I could break out for you on that. Again, I would be happy to get it and to provide it to the committee. But I do not have it at hand.

[The information requested follows:]

State funds currently set aside for narcotic enforcement activities are within the Attorney General's budget in which \$6.1 million are provided to fund our Bureau of Narcotic Enforcement with a staff of 115 special agents. Additionally, as mentioned in our previous correspondence, the State commits \$56 million annually to drug treatment, rehabilitation, and education programs.

Mr. GILMAN. What portion of your own budget is spent on narcotic efforts, approximately, in percentages?

Mr. DEUKMEJIAN. I will see if one of the members of my staff knows the percentage. But I am not sure he has it broken out.

Mr. GILMAN. All right. Just if you could give us a rough idea of what percentage of your total budget is spent on narcotics.

Mr. DEUKMEJIAN. About \$6 million out of our total of \$120 million budget.

Mr. GILMAN. And does your staff—can your staff person tell us how much is expended statewide for narcotics, besides the \$6 million that you spent. Is there any other funds that are spent?

Mr. DEUKMEJIAN. First I would like to identify—

Mr. GILMAN. Your staff is shaking his head, no.

Mr. DEUKMEJIAN. I would like to identify him as Mr. Del Pierce, assistant director of the division of law enforcement within the department of justice.

Mr. GILMAN. Thank you. Mr. Pierce, is there any other fund that is expended as far as you know, statewide, besides the \$6 million that the Attorney General has allocated in narcotics enforcement?

Mr. PIERCE. In addition to the \$6 million, the Western States Information Network is a separate budgeted item within our department. With the elimination of LEAA, our own State planning agency no longer has statewide money available to support narcotic enforcement efforts.

Mr. GILMAN. What are we talking about for total State budget roughly? The overall State budget for all activities?

Mr. DEUKMEJIAN. When you say State budget, you are not counting all local law enforcement?

Mr. PIERCE. No, I am talking about State government.

Mr. DEUKMEJIAN. I would say it is that figure, that \$6 million.

Mr. GILMAN. I am talking about total expenditure in the State.

Mr. DEUKMEJIAN. Total State budget? \$24.5 million.

Mr. GILMAN. So we are spending \$6 million out of \$24 million for narcotics efforts in the State of California, is that correct, in State efforts?

Mr. DEUKMEJIAN. In the enforcement area. Now, there are a lot of moneys spent in treatment and a lot of moneys spent in education. I do not have those figures.

Mr. GILMAN. When you say a lot of money, would it exceed your \$6 million budget or be less than that?

Mr. DEUKMEJIAN. Sir, I do not know. I have no idea of how much is allocated.

Mr. GILMAN. I would assume it would be somewhat less than your \$6 million estimate.

Mr. DEUKMEJIAN. I would say the treatment part, because we have such a severe problem that we spend many millions of dollars in drug abuse treatment programs. I would say that off the top of my head, I think probably more than \$6 million is spent in treatment. But education, I am sure it is not near that.

Mr. GILMAN. I was interested in your concern about the legislation pending in regard to paraquat, which I think will be approved. It has gone through the Foreign Affairs Committee favorably and is going through some of the other committees, be out on the House floor shortly. I assume it is going to be adopted.

With regard to some of the foreign aid area, you talk about the need for enforcement. We did put into the law last year provision

that allows our Nation to exert some economic penalties on those Nations that do not cooperate with our effort by way of foreign aid. And this year for the first time we are going to implement some legislation we adopted last year to permit our Nation to provide a portion of foreign aid funds, to provide a substitute crop, particularly in Peru, which provides about 50 percent of the world supply of cocaine. And we hope that that will be adopted and that it will be effective. And I appreciate your focusing some attention on that aspect.

Do you see any greater need for a greater cooperative effort between the Federal Government and State enforcement agencies in this area?

Mr. DEUKMEJIAN. Oh, yes. I think that there is still, as I have said—we have a good deal of cooperation. But I think it can be improved. I think there has to be even a much closer working relationship.

Mr. GILMAN. In what particular area do you see a need for greater cooperation? And I hope that you could be candid. That is what we are seeking. We are not seeking to criticize any of the agencies, but to try to be of help in bringing together some of the intergovernmental response.

Mr. DEUKMEJIAN. Well, basically, again, it is a case of the willingness, and having a policy to allow the Federal agencies to work jointly with us on cases. When we have information about a case, if we can call upon them, and ask for their assistance, assigning personnel, other resources to work with us jointly on cases, and vice versa. Sometimes the exchange of information, the policies that are involved in information that we get from the Federal agencies—I will give you kind of an illustration. There are certain policies by some of the departments that if they give information to a State agency, or even to a local agency, that they have to notify just about everybody else about the fact that they have given a piece of information to a particular local agency. That may or may not be useful in carrying out that investigation. In other words, sometimes if too much information is given to too many different people, then the investigator, the agency, that is conducting that investigation sometimes finds that they have lost effectiveness.

There are just some policies that have been laid down, and I do not think it is by the new administration—I do not know what they are doing yet in terms of looking at it—but there are some policies that we think can be modified for greater cooperation and more effective investigation and apprehension practices.

Mr. GILMAN. You are talking about Federal policies now?

Mr. PIERCE. Yes. And probably they have got some—they may have some suggestions on some of ours. All I am saying is that we will be more than happy if they are more than happy to sit down and be as open and cooperative as possible to work out some of the problems. But the people we deal with, you see—

Mr. GILMAN. Are you talking about the Drug Enforcement Administration now?

Mr. DEUKMEJIAN. Yes. And the people we deal with of course are following policies that are laid down by higherups in Washington. So they have—I mean the people we come in contact with at the regional area, they have to go and follow the policies that have

been established for their whole department. So sometimes they do not have all of the freedom to do the kind of things that perhaps we think would be advisable in a given instance. And I know it is difficult, but again if some of the policies could be altered so that there would be maybe more flexibility, more willingness on the part of the Federal agency to cooperate fully with the State and local agency, I think it would be very useful.

Mr. GILMAN. Have you taken the opportunity to try to iron out those problems with the Federal agency?

Mr. DEUKMEJIAN. Well, we have—yes, we have communicated. Again, that was primarily under the former administration. And now we are beginning to do so as we find who is now going to be in charge of some of these agencies at this time. And I personally happen to be in a good position, because, you know, since the President came from California, and most all of his top White House staff and of course the new Attorney General, all of these people that I know personally, and of course we are going to be in a position where at least as far as the executive branch is concerned we feel that we are going to be able to work with them very cooperatively, and be able to explain to them some of the problems that we have experienced up to this point.

Mr. GILMAN. Mr. Attorney General, if you find after exploring this you still are having some difficulty in working out your policy problems, we would welcome if you could submit to us any recommendation that you see as the need for a change in some of these policies in order to have a closer working relationship.

Thank you. Thank you, Mr. Chairman.

Mr. ZEFERETTI. Could I just ask one question. Are you talking about policies or are you talking about regulations? Are you talking about administrative policies or about a regulation?

Mr. DEUKMEJIAN. We are talking mostly about administrative regulations within an agency, within DEA, or within Customs, or within the FBI.

Mr. ZEFERETTI. I am trying to get the stage between the administrative regulation that might come forward rather than administrative policy that some administrator might want to put forth.

Mr. DEUKMEJIAN. I may not have the correct terminology. We are talking about the policies that their agents, that their directors in the regions and so on, have to follow. Whatever that is referred to at the Federal level I am not certain.

Mr. ZEFERETTI. Thank you. Mr. DeNardis.

Mr. DENARDIS. Mr. Chairman, I do not have any further questions. But I just want to emphasize—first I want to thank you for your testimony. I find it most helpful. I do want to emphasize this intergovernmental regulations aspect. Mr. Gilman has pursued some questions to you, and you have alluded to it in your testimony and responses to questions thus far. The drug enforcement is a classic problem in intergovernmental relations. And you did indicate the high degree of cooperation between State and local law enforcement officers. And in a general way you talked about collaborative efforts with the Feds. I am not going to ask you to be specific now, but I think we need to zero in on precisely how we can set up multijurisdictional teams that included the Feds. I think just occasional, maybe even frequent notification of activities is not

enough. There has to be coordination from the very outset in planning and carrying through. Now, maybe I have missed something this morning. Maybe that exists here in California. I am not hearing that.

Do you have any specific way you can suggest now or later that this might be done? I think this is crucial, absolutely crucial.

Mr. PIERCE. Well, sir, I would comment that we do participate in an ongoing basis in a number of task forces, multijurisdictional task forces, in which the Drug Enforcement Administration provides members, agents, officers, and in some instances funding. A task force exists here in Los Angeles. One exists in San Diego. And they participate in a task force that we manage in Imperial County, here in California. So that there is an ongoing cooperative effort, not a case-by-case related effort, but an ongoing cooperative venture between the Federal Government and State and local agencies here in California. It is present to a limited extent.

Mr. DENARDIS. It is present to a limited extent?

Mr. PIERCE. It is not present throughout the State. In other words, they have national priorities. We have State and local priorities in California. And sometimes the priorities are not in concert with each other.

Mr. DENARDIS. Would you characterize it as highly institutionalized?

Mr. PIERCE. I do not quite understand.

Mr. DENARDIS. Is it a meet and discuss what we have been doing kind of thing, or meet regularly to discuss new and budding efforts to coordinate activities, so that the right hand knows what the left hand is doing?

Mr. PIERCE. It is in the spirit of cooperation with all resources hoping to bring the most cost-effective means of suppressing the problem. It is certainly not an institutional meet and conference, but a cooperative spirit.

Mr. DENARDIS. Thank you. Thank you, Mr. Chairman.

Mr. ZEFERETTI. Thank you, gentlemen.

Before we call our next witness, for identification purposes, let me introduce on the lower level here Mr. Patrick Carpentier, the chief counsel of the committee, and Mr. Ross Starek, on your right, as the minority counsel for the committee.

Also I think a little bit of business we should do before we go further. I will entertain a motion to waive rule 70, page 8, which allows only some four TV cameras and some limited numbers of photographers, in order that we might give access to the entire press.

Mr. GILMAN. So move, Mr. Chairman.

Mr. ZEFERETTI. No objections heard. OK.

[Mr. Deukmejian's prepared statement follows:]

PREPARED STATEMENT OF GEORGE DEUKMEJIAN, ATTORNEY GENERAL OF THE

STATE OF CALIFORNIA

Narcotic trafficking with its related violent and street crime constitutes the underlying motivation for much of our criminal activity. It requires the full attention of all of us in government to work towards its ultimate elimination.

Californians continue to be victimized by the abuse of narcotics year after year. Despite vigorous efforts by law enforcement agencies and expanded educational programs, the extent and complexity of the narcotic problem has grown in scope and magnitude.

In an era of limited fiscal resources, the law enforcement community is faced with many competing priorities. It is therefore incumbent upon federal, state and local law enforcement agencies to improve the coordination of information and enforcement efforts for the greatest impact.

Just this year, California and the four other Western States of Alaska, Hawaii, Washington and Oregon, took steps to coordinate narcotic trafficking information and to promote its exchange among enforcement agencies at the state and local level. The Western States Information Network (WSIN), a federally funded organization which is part of our Department

of Justice, has established itself as a coordinating and clearinghouse for narcotic trafficking information in which all agencies can share.

Although WSIN has just become operational, it has supplied analysis and information in 14 substantial cases which would probably not have been made were it not for the coordinated effort presented by WSIN.

I regret that the future of WSIN is questionable. This is because the United States Department of Justice transferred 6 million of the 9.1 million funding for all regional narcotics information networks to the FBI for FY 1981. However, no funding is planned for FY 1982. Subsequently, a house appropriations subcommittee restored 3.6 million to the program, so we right now have approximately 6.7 million for next fiscal year. It is imperative that the funding be maintained at no lower than this level.

We respectfully urge you to examine the benefits of WSIN and other regional narcotic enforcement networks and if you conclude, as we have, that these networks are effective, urge the Department of Justice and your colleagues in Congress to support them.

In California we have established as one of our highest priorities the consolidation of the limited state and local narcotic enforcement resources we have, into multi-jurisdictional task forces. Our State Bureau of Narcotic Enforcement together with local law enforcement agencies.

address the narcotic problem without regard to individual jurisdictional boundaries. The coordinated task force approach has proven to be very successful.

The executive and legislative branches of government have clearly identified narcotic trafficking as a menace to our society and have brought some, but not enough resources to bear in providing a means of eradication of this problem. However, without the assistance of the courts, sizable gains cannot be made in diminishing the flow of narcotics.

In California, as in other states, the over-application of the exclusionary rule has been a hinderance to the full application of the laws passed by our Legislature.

Consider this example:

In the case of California v. Hall, police officers acting in good faith under a search warrant authorized by a magistrate, seized 48 balloons of heroin from the defendant Dorothy Hall. At the trial court level, the judge admitted the 48 balloons which were discovered in the defendant's bra through a jail matron's search, authorized under the warrant.

The Court of Appeal disagreed, saying that the magistrate issued the warrant on insufficient information and ruled the evidence could not be used against Hall.

The officers were acting in good faith under a search warrant. The fruits of their investigation were excluded

though their execution of the warrant was faultless. A heroin dealer thus escaped punishment.

Our courts have also made very liberal use of probation. Approximately 32 percent of those convicted of selling narcotics are sentenced to state prison in California.

The narcotic problem is a national problem with international overtones, which clearly warrants the focus and attention of the federal government and the resources available to it.

The federal government could, and I think should, assume a more dedicated role in interdicting the importation of controlled substances into the United States. The efforts of the Coast Guard need to be increased, and the resources of other branches of the military could be authorized to assist in the "drug war."

Reserve Air Force units can assist state and local law enforcement track suspected aircraft believed to be carrying narcotics.

Those who make our foreign policy need to be concerned about efforts of other governments to suppress the growing of plants which are processed into narcotics. Colombia, Turkey and other countries who seek United States aid need to be more committed to eradicating such plants. However, we should repeal the Percy amendment that prohibits

such countries from using effective chemical plant killers.

California, in the last decade, has experienced a change in illicit narcotics from that of an importer and consumer to that of a processor and exporter. The cultivation and manufacture of illicit narcotics in California is for the national market rather than local consumption. Federal assistance is necessary for California to eradicate the growing of Sinsemilla.

In the last three years the cultivation of Sinsemilla/Marijuana (a more potent variety) in California has spread from four northern counties to an additional 39 counties.

During the 1980 crop year, over 210,000 pounds of growing and processed marijuana were seized from 1,145 crop sites. This represented a 119 percent increase in crop sites inspected, and a 98 percent increase in plants seized over 1979. Additionally, 1,042 defendants were identified, arrested or cited for their involvement in cultivation efforts. In most counties local efforts were supported by the state Bureau of Narcotic Enforcement (BNE) and DEA.

BNE is currently working with sheriffs' departments that will be involved in the eradication effort to plan for the most effective delivery of services. BNE cannot provide funding for overtime, per diem or salaries for local enforcement personnel. Personnel costs constitute the

largest part of the expenses associated with eradication.

The eradication of crops is basically manual labor which involves the harvesting and transportation of large amounts of contraband. An average size crop of approximately 130 plants will cost approximately \$3,000 to eradicate. While sheriffs' departments must bear the bulk of the responsibility and resource commitment to deal with the problem, they require some assistance. We are working with DEA to obtain financial assistance needed to eradicate the bulk of the 1981 crop.

It is vital that we have full federal support in our nationwide fight against the growing narcotic problem. A coordinated and integrated narcotic enforcement program, addressing the problem at all levels, is essential.

In this time of grave fiscal constraints, government at all levels must work together.

STATE OF CALIFORNIA,
DEPARTMENT OF JUSTICE,
Sacramento, Calif., May 7, 1981.

Hon. LEO C. ZEFERETTI,
House of Representatives,
Washington, D.C.

DEAR CONGRESSMAN ZEFERETTI: Attorney General Deukmejian has asked me to thank you for allowing him to testify before your Committee during the hearings that were recently held in Los Angeles, and to provide you with the following supplemental information.

There may be some confusion regarding what was said about cooperation between the State and the Drug Enforcement Administration. Our California Department of Justice has enjoyed an especially high level of cooperation in both operational and administrative areas with the Drug Enforcement Administration personnel assigned to this region. I would like to add that since Mr. Deukmejian became Attorney General 2 years ago, the spirit of cooperation between the Drug Enforcement Administration and our Department has continued to grow and prosper. Our frustration with Federal enforcement efforts is centered on the coordination and prioritization of programs among the multitude of Federal agencies having responsibility.

While the majority of Attorney General Deukmejian's testimony was directed at narcotic enforcement programs, the State of California does administer an extensive program directed at the prevention, treatment, or rehabilitation of drug abuse. Since 1973, as a result of the Drug Abuse Treatment Act, which he coauthored, California has operated an effective program in drug education and public awareness, as well as the treatment and rehabilitation of drug abusers. Accordingly, the State has committed \$56 million annually to these drug programs, a portion of which is Federal funding. The prevention, treatment, and rehabilitation programs are administered at all levels of government through the California State Department of Alcohol and Drug Programs.

It is hoped that the hearings provided you with some insight into the narcotic problems facing the western United States.

Very truly yours,

MICHAEL FRANCHETTI,
Chief Deputy Attorney General.

The CHAIRMAN. We invited Robert K. Corbin, attorney general of Arizona, to appear today. However, other commitments prevented him from attending. A statement for the record was submitted by Mr. Corbin which will be included in the record without objection. [Mr. Corbin's prepared statement follows:]

PREPARED STATEMENT OF ROBERT K. CORBIN, ATTORNEY GENERAL OF THE

STATE OF ARIZONA



Attorney General
STATE CAPITOL
Phoenix, Arizona 85007

Robert K. Corbin

April 23, 1981

Mr. Brian Bennett
6151 West Century Boulevard
Suite 1018
Los Angeles, Cal. 90045

Re: Arizona's Narcotics Problem

Dear Brian:

In response to your phone call concerning a statement from me about Arizona's problems with the narcotics trafficking, the following is my statement on this matter.

Since Arizona is a border state with Mexico, we do have a very serious narcotics problem with narcotics being brought from Mexico into Arizona and through Arizona for distribution in other states of our country. Approximately 50% we feel is coming in by air while the remaining 50% (approximately) is coming by trucks, automobiles, and by foot or on mules. As you know, we have a very long border with Mexico, which makes it difficult to patrol for narcotics smuggling. Our state, counties and cities law enforcement officers, to my knowledge, have very few aircraft for surveillance purposes and what we do have are either single engine or an isolated twin engine. These aircraft are used for other purposes so there is very limited air surveillance by state, counties and local law enforcement agencies. It is also my understanding that the border patrol, customs, etc. also have limited aircraft for surveillance and their aircraft are also single engine and a very few twin engine. Contrary to federal, state, county and local law enforcement, the drug traffickers are flying twins, 4-engine and jet aircraft. So even if we spot one, we cannot catch them nor can we sometimes reach their altitude. It is also my understanding that the radar on the border has been pulled so that most of our border does not have radar to spot planes crossing into Arizona from Mexico. Even with radar, the drug traffickers were flying the mountain passes getting under radar so that they could not be picked up. Where there is a fence on the border there are holes big enough to drive trucks through it at regular intervals and it is also my understanding that the federal government has refused to repair these holes.

I would like to make a few suggestions as to how I personally feel we can stop some of the drug trafficking from Mexico into Arizona.

Mr. Brian Bennett
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My first suggestion is that the federal government give aid to Mexico to spray and destroy the marijuana crops. This, as you know, was done in the past, but it is my understanding that since the users of marijuana objected it was stopped. It would seem to me that if we are attempting to stop the smuggling of marijuana into our country that this would be one way to destroy the crop so that marijuana would not be available and if it was smuggled into our country it just might stop people from buying it since it had been sprayed. Second, the government could change the so-called posse comitatus doctrine so that the military could become involved in civil law enforcement, at least pertaining to narcotics trafficking. Our national guard has to fly so why can't they be used to fly on our borders to spot narcotics traffickers. Our guard flies jets and helicopters which would be of great assistance in curtailing narcotics trafficking over our borders with Mexico. Third, the federal statutes should be amended so that it is a mandatory 25 years in prison without possibility of parole when anyone is convicted of transporting, selling, or possession of marijuana, cocaine, heroin, etc. Fourth, the federal drug enforcement agencies such as customs, border patrol, DEA, etc. which investigate narcotics matters, should be given more manpower to do the investigations into drug trafficking and users. Fifth, there should be a unified effort by all federal agencies having narcotics jurisdiction. Jealousy among the agencies should be done away with as much as possible so that these agencies can work together and share information not only with other federal agencies but with state and local authorities and eliminate the problem as to which agency will get the glory of the arrest. Lastly, money should be appropriated for drug education in our grade schools so that the youth of our country can be told of the harmful effects of drugs. If you wait until high school, usually it is too late and also, due to the economy, etc. our school districts don't have the money to implement these programs in the schools. These programs should not pull any punches and "tell it like it is", as the kids say.

The above are some of my suggestions and I hope they are of help to your committee.

Very truly yours,

Bob Corbin

BOB CORBIN
Attorney General

BC:bc

Mr. ZEFERETTI. The next witness is Mr. George Halpin, the Regional Director of the Drug Enforcement Agency. Good morning, Mr. Halpin. Thank you very much for coming forward this morning.

TESTIMONY OF GEORGE HALPIN, REGIONAL DIRECTOR OF
THE DRUG ENFORCEMENT ADMINISTRATION

Mr. HALPIN. Good morning, gentlemen. Thank you for inviting me.

Mr. ZEFERETTI. You may submit your entire testimony, read it, any way you feel comfortable.

Mr. HALPIN. What I think I would like to do, Mr. Chairman, is submit my testimony. I would also like to read portions of it and stand by for questions from you and other members of the committee.

Mr. ZEFERETTI. The entire statement will be submitted and accepted. You may follow any procedure you like.

Mr. HALPIN. Thank you very much. Chairman Zeferetti and members of the Select Committee on Narcotics Abuse and Control: It is a pleasure to be here today to represent the Drug Enforcement Administration at this hearing. The committee's examination of the availability and abuse of drugs in the Los Angeles area and the methods and progress in controlling and dealing with this problem is most timely.

Unfortunately, our entire community is affected. Here in Los Angeles, the headlines highlight the more glamorous aspects of the drug abuse phenomenon. I see the uglier side of drug trafficking that has an impact on every strata of society. I realize that none of this is news to you, that you are all fairly well aware of the drug situation. What I propose to speak to this morning is the Federal enforcement perception of the dimensions of the drug trafficking and abuse problems.

I would like to begin by outlining first who the DEA is, what our role is. The DEA western regional office, which is located in Los Angeles, has overall responsibility for Federal drug enforcement efforts in eight States and the territory of Guam. The Los Angeles district office is one of 4 district offices and 15 resident offices in the region. The Los Angeles district office has primary jurisdiction for the following counties: Los Angeles, Ventura, Santa Barbara, San Luis Obispo, Kern, Orange, and San Bernardino. And the western portion of Riverside County.

For that enforcement effort, the DEA western region has 78 agents available. Our primary goal is to identify, investigate, and immobilize those class I and II heroin traffickers who operate at international and interstate levels. We also place considerable emphasis on developing investigations to implicate sources of supply. The development of significant drug-related financial and conspiracy investigations directed at upper-echelon violators is also a high priority. Secondary emphasis is directed toward class I and class II violators who are involved in the production and/or distribution of dangerous drugs, cocaine or cannabis. Another important element of our program is the regulation of the licit drug industry in order

to prevent diversion of controlled substances from the legitimate market.

Los Angeles has a reputation as a big consuming town, much as Miami does as a source town. This city is flooded with drugs—cocaine, PCP, and marihuana are everywhere, dangerous drugs are readily available, and the use of heroin is increasing.

This acceleration in heroin abuse is not attributed to the street addict who uses low-quality brown heroin, but rather to the more affluent elements who are finding it very fashionable to smoke heroin. The heroin preferred for smoking is "Persian Tan," a gram of which sells for about \$600 and ranges in purity from 70-100 percent. Mexican brown heroin has always been a problem in Los Angeles; however, this area has been experiencing a resurgence of Mexican heroin. For the time being, the price has remained stable, as has the street purity, which remains between 1 and 2 percent. Wholesale purity of Mexican heroin runs about 7 to 18 percent. But recent information supported by DEA investigations reflect Mexican heroin being offered in this region at Sacramento, Los Angeles, San Diego, and Fresno, in percentages exceeding 60 percent for the price of \$10,000 an ounce.

Several months ago, we were also contending with a problem caused by synthetic heroin, which at the time was erroneously called China White. There were an estimated 30-plus overdose deaths and injuries as a result of consumption of this substance, later identified as the methyl analog of fentanyl. As an analgesic, this synthetic substance is estimated to be 150 times as potent as morphine.

Dangerous drugs are an integral component of the abuse and enforcement picture. Phencyclidine (PCP) is abundant throughout the greater Los Angeles community. Cigarettes saturated with this hallucinogen can be purchased for about \$30 apiece. Liquid PCP sells for about \$150 an ounce. Analogs of PCP and of a PCP precursor, piperidine, are being seen in increasing numbers. There is also clandestine manufacture of methamphetamine in the area and in surrounding jurisdictions. LSD is also easily procurable in the Los Angeles area. Methaqualone, better known as Quaalude, is available, although not always abundant, and its use continues to increase.

During a major investigation involving 30 agents of the DEA Los Angeles district office and 20 Los Angeles County deputy sheriffs, over 3,000 hours were spent on surveillance during an 11-day period. On December 17, 1977, 19 search warrants were executed for various locations and vehicles resulting in the seizure of approximately 310 pounds of PCP, 700 pounds of PCC, 11 tons of the necessary chemicals to make methaqualone, a 12-station pill press. The chemicals, when converted to the finished illicit product, would have had a street value of \$300 million.

In addition to clandestine synthesis and/or tableting, as in the case of methaqualone, dangerous drugs also enter the market after being diverted from legitimate sources. The diversion of legitimately manufactured drugs is quite broad in California, but is more pronounced in Los Angeles than in San Francisco or San Diego. DEA investigations have revealed that, in some cases, Los Angeles

has been the supply center of diverted drugs for other parts of the United States.

The popularity of cocaine has not diminished and this drug is readily available throughout the area. Prices have been stable and the purity at the street level generally ranges from 20-40 percent although a number of seizures of very high purity—88-100 percent—have been made.

In many instances, the cocaine is carried directly to Los Angeles from South America, primarily Colombia, Peru, and Ecuador. To avoid detection, the more sophisticated cocaine smuggler has the cocaine shipped to Mexico from South America. Once the trafficker himself has arrived in Mexico from South America, he has a new ticket issued showing only travel in Mexico, thus, he hopes to look much less suspicious.

One of the most popular substances of abuse in the Los Angeles area is marihuana. Sources abound. Colombian, Jamaican, and Mexican marihuana are regularly encountered throughout the region. But the marihuana that is making the greatest impact across the State of California is homegrown. It is sinsemilla, which is Spanish for "without seeds." The domestic commercial growing of marihuana as an industry is a relatively new phenomenon, perhaps only 5 years old. Already, the homegrown variety accounts for an estimated 7 to 10 percent of the U.S. market. The rapid growth is attributed to several factors working together: Sinsemilla is extremely profitable, it is very potent, and effective deterrents to cultivation are virtually nonexistent.

Sinsemilla is cultivated primarily in northern California counties—and Oregon and Hawaii—in greenhouses, on land owned by the cultivators, and on publicly owned land, such as national parks and forests. Some cultivators have extensive elaborate operations, while others are backyard growers. The average yield of a single sinsemilla plant is a pound or more—1,500 hand-rolled joints of very high THC content marihuana. Sales at that level conservatively average about \$1,500 a pound. On an investment of \$3,000 or less, a sinsemilla grower can easily produce a crop worth \$100,000.

In response to this burgeoning problem, in 1977 and 1978 State and local officials conducted systematic eradication campaigns in northern California. In 1979, the four northern counties most affected—Mendocino, Humboldt, Lake, and Del Norte—formed a coalition with the State of California to request Federal assistance. DEA responded with funding, the provision of two aircraft and limited manpower under the aegis of a mobile task force directed by the State bureau of investigation and narcotic enforcement under California Attorney General George Deukmejian, this operation was aimed at the eradication of the sinsemilla fields, undercover penetration of the grower/violators and intelligence collection regarding all phases of cultivation and distribution. Operation sinsemilla was renewed in 1980 and 15 additional counties participated in the eradication effort.

The impact of operations of this type has been mixed. It has been estimated that the latest phase of the operation wiped out 20-40 percent of the marihuana crop. It appears that in response to the repeated eradication efforts there are fewer large-scale commercial fields of several hundred to several thousand plants. Instead, how-

ever, some cultivators are relocating to other counties while others have changed their method of operating to planting many small gardens and expanding the use of greenhouses.

At the present time, the greatest concern of the sinsemilla cultivator is not law enforcement initiatives, but of being ripped off by other violators. The growers utilize elaborate safeguards to protect their crops from poachers. There are little other deterrents. Few convicted cultivators have received serious fines or have been given meaningful sentences. If indeed convicted, most violators are given suspended sentences or probation.

The United States now produces some of the finest marihuana available. As long as there are consumers willing to pay the high price commanded by sinsemilla, the number of growers willing to risk what little judicial penalties are imposed will, no doubt, continue to increase.

DEA's enforcement priorities are directed toward Southwest Asian heroin, exploitation of the financial aspects of investigations to promote asset removal, clandestine laboratories manufacturing dangerous drugs, and the CENTAC program. The Los Angeles district office directs its enforcement efforts toward Mexican and other heroin; cocaine and marihuana transiting from Mexico; seizure and destruction of domestically grown marihuana, PCP, and other hallucinogens.

As I noted earlier, we approach these enforcement priorities with a variety of techniques. In many cases, the implementation of a mobile task force or a CENTAC may be warranted. In other instances, the institution of a special detail may better serve our needs.

DEA and U.S. Customs have each assigned one agent to the U.S. Coast Guard Station at Long Beach in a joint investigative effort targeted against the large-scale organizations which utilize stolen aircraft and vessels to smuggle large quantities of contraband into the United States. A DEA/FBI joint task force has been very successful in investigating organized crime and drug trafficking in the Los Angeles area. In addition, one of the enforcement groups operating from the DEA Los Angeles district office (LADO) specializes in the investigation of clandestine laboratories. Other DEA groups have combined their efforts with State and local officers to address specific problems. The prison gang task force operating from the LADO is comprised of one DEA agent and six State and local officers. There is also a specific group comprised of 11 DEA agents and 2 Los Angeles Police Department officers who direct their efforts specifically to Asian heroin. The airport group is staffed with 13 DEA special agents, 9 L.A.P.D. officers, 5 Los Angeles Sheriff Department members and 1 State BINE officer. The DEA relationship with all State and local agencies throughout California is excellent. Additionally, DEA has been actively involved in the Orange County detail, which has promoted many coordinated enforcement efforts.

The Los Angeles area is a microcosm of the entire United States. The economic and ethnic makeup of the population, the geographic location, and the international facilities available in this area mean that every drug used across our country is available and used here.

Thus, in Los Angeles we face a multitude of drug enforcement situations. The interagency, integrated multi-dimensional approaches we are using afford us the opportunity to go after the upper-echelon violator, the drugs trafficked, and the assets accrued as proceeds of illegal ventures.

Although we are often faced with frustrating challenges, we will endeavor to do our best to have an impact on this serious drug problem. On behalf of the DEA staff here in Los Angeles, we thank you and the Select Committee for your interest in our mission.

I would be pleased to answer any questions you may have at this time.

[Mr. Halpin's prepared statement follows.]

PREPARED STATEMENT OF GEORGE HALPIN, REGIONAL DIRECTOR, WESTERN REGIONAL
OFFICE, DRUG ENFORCEMENT ADMINISTRATION, U.S. DEPARTMENT OF JUSTICE

Chairman Zeferetti and Members of the Select Committee on Narcotics Abuse and Control: It is a pleasure to be here today to represent the Drug Enforcement Administration at this hearing. The Committee's examination of the availability and abuse of drugs in the Los Angeles area and the methods and progress in controlling and dealing with this problem is most timely.

Unfortunately, our entire community is affected. Here in Los Angeles, the headlines highlight the more glamorous aspects of the drug abuse phenomenon. But from my perspective as the DEA Western Regional Director, I see the uglier side of drug trafficking that has an impact on every strata of society. I realize that none of this is news to you, that you are all fairly well aware of the drug situation here. What I propose to speak to this morning is the Federal enforcement perception of the dimensions of the drug trafficking and abuse problems.

I would like to begin by outlining first who the DEA is, what our role is, what our goals are, and what our accomplishments have been. The DEA Western Regional Office, which is located in Los Angeles, has overall responsibility for Federal drug enforcement efforts in eight states and the territory of Guam. The Los Angeles District Office is one of four district offices and 15 resident offices in the

region. The Los Angeles District Office has primary jurisdiction for the following counties: Los Angeles, Ventura, Santa Barbara, San Luis Obispo, Kern, Orange and San Bernardino. In addition to the personnel working to support the entire region's efforts, there are 110 DEA employees in Los Angeles. Of these, 70 are special agents, 12 are compliance investigators and 5 are intelligence analysts. Additionally, some of these DEA Special Agents participate in several task force type efforts in which state and local officers join forces directly with DEA.

Our primary goal is to identify, investigate and immobilize those Class I and II heroin traffickers who operate at international and interstate levels. We also place considerable emphasis on developing investigations to implicate sources of supply. The development of significant drug-related financial and conspiracy investigations directed at upper-echelon violators is also a high priority. Secondary emphasis is directed toward Class I and II violators who are involved in the production and/or distribution of dangerous drugs, cocaine or cannabis. Another important element of our program is the regulation of the licit drug industry in order to prevent diversion of controlled substances from the legitimate market.

Los Angeles has a reputation as a big "consuming" town, much

as Miami does as a "source" town. This city is "flooded" with drugs -- cocaine, PCP and marihuana are everywhere, dangerous drugs are readily available, and the use of heroin is increasing.

This acceleration in heroin abuse is not attributed to the street addict who uses low-quality brown heroin, but rather to the more affluent elements who are finding it very fashionable to smoke heroin. The heroin preferred for smoking is "Persian Tan", a gram of which sells for about \$600 and ranges in purity from 70-100 percent. "Persian Tan", aka Southwest Asian heroin; and "China White", Southeast Asian heroin, are available on the street.

Interestingly, there is a new variety of heroin available -- "European White", which is actually Southwest Asian heroin that is processed in conversion laboratories in Italy. Mexican brown heroin has always been a problem in Los Angeles; however, this area has been experiencing a resurgence of Mexican heroin. For the time being, the price has remained stable, as has the street purity, which remains between 1 and 2 percent. Wholesale purity of Mexican heroin runs about 7.0 to 18 percent.

Several months ago, we were also contending with a problem caused by "synthetic heroin", which at the time was erroneously called "China White." There were an estimated 30 plus overdose deaths and injuries as a result of consumption of this substance, later identified as the methyl analog of fentanyl. As an analgesic, this synthetic substance is estimated to be 150 times as potent as morphine.

Dangerous drugs are an integral component of the abuse and enforcement picture. Phencyclidine (PCP) is abundant throughout the greater Los Angeles community. Cigarettes saturated with this hallucinogen can be purchased for about \$30 a piece. Liquid PCP sells for about \$150 an ounce. Analogs of PCP and of a PCP precursor, piperidine, are being seen in increasing numbers. There is also clandestine manufacture of methamphetamine in the area and in surrounding jurisdictions. LSD is also easily procurable in the Los Angeles area. The Los Angeles Sheriff's Department reports that they receive 10-15 LSD crime lab submissions per month. Additionally, the LASD crime lab reports that, in contrast to negligible "magic mushroom" exhibits a year ago, there are now approximately 8-10 psilocybin mushroom exhibits submitted monthly. These are primarily from the Western beach area. Methaqualone, better known as Quaalude, is available, although not always abundant, and its use continues to increase. In several major seizures, the purported

methaqualone later proved to be diazepam (Valium). The price per dosage unit of methaqualone is usually \$3 to \$5, and in some instances is as high as \$7 to \$8 per dosage unit.

During a major investigation involving 30 agents of the DEA Los Angeles District Office and 20 Los Angeles County Deputy Sheriffs, over 3,000 hours were spent on surveillance during an 11 day period. On December 17, 1977, 19 search warrants were executed for various locations and vehicles resulting in the seizure of approximately 310 pounds of PCP, 700 pounds of PCC, 11 tons of the necessary chemicals to make methaqualone, a twelve station pill press, and three vehicles. The chemicals, when converted to the finished illicit product, would have had a street value of \$300 million.

In addition to clandestine synthesis and/or tableting, as in the case of methaqualone, dangerous drugs also enter the market after being diverted from legitimate sources. The diversion of legitimately manufactured drugs is quite broad in California, but is more pronounced in Los Angeles than in San Francisco or San Diego. DEA investigations have revealed that, in some cases, Los Angeles has been the supply center of diverted drugs for other parts of the United States. We have been able to determine that this diversion

is highly organized and involves staggering quantities of drugs and money.

As the following chart shows, the "get rich quick" temptation is great.

<u>Legit. Wholesale (cost to pharmacist)</u>		<u>Illicit Retail</u>
Quaalude 300 mg	\$.17 per d.u.	\$9.00 retail
Preludin 75 mg	\$.32 per d.u.	\$8.00-\$10.00 per d.u.
Tuinal 3 gr.	\$.11 per d.u.	\$8.00 per d.u.
Ritalin 20 mg	\$.20 per d.u.	\$11.00 per d.u.
Biphedamine-20	\$.30 per d.u.	\$4.00-\$5.00 per d.u.
Dilaudid 4 mg	\$.22 per d.u.	\$25-\$35.00 per d.u.

Dilaudid 4 mg tablet, a Schedule II narcotic, is a drug of choice among heroin addicts. The total amount of diversion in dosage units is less than the controlled substances mentioned above. However, the price markup is astronomical.

The primary source of diversion is organized "Script Mills", which employ physicians whose sole function is to write controlled substance prescriptions for other than legitimate medical needs. DEA has developed information which substantiates direct links between the ownership of these clinics and at least 100 pharmacies which have operated in the Los Angeles area. When enforcement actions neutralize either a doctor or a pharmacy, they are quickly replaced.

The individual pharmacist who covers the diversion of controlled substances through false burglary claims is another form of diversion. Forged prescriptions and burglaries of retail pharmacies are two other common methods of diversion. Additionally, in the last year we have noted an increase in armed robberies of wholesale drug distributors.

The popularity of cocaine has not diminished and this drug is readily available throughout the area. Prices have been stable and the purity at the street level generally ranges from 20-40 percent although a number of seizures of very high purity (88-100 percent) have been made.

In many instances, the cocaine is carried directly to Los Angeles from South America, primarily Colombia and Peru. To avoid detection, the more sophisticated cocaine smuggler has the cocaine shipped to Mexico from South America. Once the trafficker himself has arrived in Mexico from South America, he has a new ticket issued showing only travel in Mexico, thus, he hopes to look much less suspicious.

One of the most popular substance of abuse in the Los Angeles area is marihuana. Sources abound. Colombian, Jamaican and Mexican marihuana are regularly encountered throughout the region. But the marihuana that is making the greatest

impact across the state of California is homegrown. It is sinsemilla, which is Spanish for without seeds. The domestic commercial growing of marihuana as an industry is a relatively new phenomenon, perhaps only five years old. Already, the homegrown variety accounts for an estimated 7-10 percent of the U. S. market. The rapid growth is attributed to several factors working together: sinsemilla is extremely profitable, it is very potent, and effective deterrents to cultivation are virtually non-existent.

Sinsemilla is cultivated primarily in northern California counties (and Oregon and Hawaii), in greenhouses, on land owned by the cultivators, and on publically-owned land, such as national forests. Some cultivators have extensive elaborate operations, while others are backyard growers. The average yield of a single sinsemilla plant is a pound or more -- 1,500 hand-rolled joints of very high THC content marihuana. Sales at that level conservatively average about \$1,500 a pound. On an investment of \$3,000 or less, a sinsemilla grower can easily produce a crop worth \$100,000.

In response to this burgeoning problem, in 1977 and 1978 State and local officials conducted systematic eradication campaigns in northern California. In 1979, the four northern counties most affected (Mendocino, Humboldt, Lake and Del Norte) formed a coalition with the State of California to

request Federal assistance. DEA responded with funding, the provision of two aircraft and limited manpower under the aegis of a mobile task force, "Operation Sinsemilla."

Directed by the State Bureau of Investigation and Narcotic Enforcement (BINE) under California Attorney General George Deukmejian, this operation was aimed at the eradication of the sinsemilla fields, undercover penetration of the grower/ violators and intelligence collection regarding all phases of cultivation and distribution. Operation Sinsemilla was renewed in 1980 and 15 additional counties participated in the eradication effort.

The impact of operations of this type has been mixed. It has been estimated that the latest phase of the operation wiped out 20-40 percent of the marihuana crop. It appears that in response to the repeated eradication efforts there are fewer large-scale commercial fields of several hundred to several thousand plants. Instead, however, some cultivators are relocating to other counties while others have changed their method of operating to planting many small gardens and expanding the use of greenhouses.

At the present time, the greatest concern of the sinsemilla cultivator is not law enforcement initiatives, but of being "ripped-off" by other violators. The growers utilize

elaborate safeguards to protect their crops from poachers. There are little other deterrents. Few convicted cultivators have received serious fines or have been given meaningful sentences. If indeed convicted, most violators are given suspended sentences or probation.

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As I noted earlier, we approach these enforcement priorities with a variety of techniques. In many cases, the implemen-

tation of a mobile task force or a Centac may be warranted. In other instances, the institution of a special detail may better serve our needs. For example, because the utilization of air cargo is a prominent mode of shipping drugs to the United States from foreign sources, DEA has placed specially-trained personnel at the Los Angeles International Airport. These special agents work in conjunction with U. S. Customs Patrol and Inspection Units. Investigative efforts have successfully been directed against Southeast Asian heroin trafficking organizations and against cocaine smuggling operations.

DEA and U. S. Customs have each assigned one agent to the U.S. Coast Guard station at Longbeach in a joint investigative effort targeted against the large-scale organizations which utilize stolen aircraft and vessels to smuggle large quantities of contraband into the United States. A DEA/FBI joint task force has been very successful in investigating organized crime and drug trafficking in the Los Angeles area. In addition, one of the enforcement groups operating from the DEA Los Angeles District Office (LADO) specializes in the investigation of clandestine laboratories. Other DEA groups have combined their efforts with State and local officers to address specific problems. The Prison Gang Task Force operating from the LADO is comprised of one DEA agent and six State and local officers. There is also a specific

group comprised of eleven DEA agents and two Los Angeles Police Department officers who direct their efforts specifically to Asian heroin. The Airport group which I mentioned earlier is staffed with 13 DEA special agents, nine LAPD officers, five Los Angeles Sheriff Department members and one State BINE officer. The DEA relationship with all State and local agencies throughout California is excellent. Additionally, DEA has been actively involved in the Orange County Detail, which has promoted many coordinated enforcement efforts.

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illegal ventures.

Although we are often faced with frustrating challenges, we will endeavor to do our best to have an impact on this serious drug problem. On behalf of the DEA staff here in Los Angeles, we thank you and the Select Committee for your interest in our mission. Gentlemen, this concludes my formal remarks; I would be pleased to answer any questions you may have.

Mr. ZEFERETTI. Thank you, Mr. Halpin. Mr. Halpin, were you sitting out there when the attorney general was testifying?

Mr. HALPIN. Yes, sir, I was.

Mr. ZEFERETTI. Did you hear his comments about the policies of the agency and the lack of cooperation as a result of policies. Would you like to comment on that, please?

Mr. HALPIN. Yes; I would.

I am not real sure where the attorney general was speaking from, because it was a little bit surprising. I think with regard to one of the things he mentioned, he was referring to the Privacy Act, which requires disclosure. And I think when he mentioned something to the effect that when information is exchanged with his agency, that it requires several things be done, he is referring to the Privacy Act, which is a fact, the law. As regard to DEA and his State narcotic agency, particularly WSIN, when WSIN opened up its operation in Sacramento, Calif., the Drug Enforcement Administration immediately assigned an analyst to the complete disposal of the attorney general in his operation of WSIN. He works for all intents and purposes at the WSIN facility to help them in any way that he can. We have participated—I know of no time upon being requested by BINE for assistance that we have failed to give it to them. So I am not real sure I know exactly what he is talking about.

Mr. ZEFERETTI. I think he went a little further down the road than just the Privacy Act and the transferring of information. I think he also mentioned assistance in personnel and that kind of an interception kind of activity that might be useful—because of budgetary constraints or whatever it might be, he did not have people around, and he needed assistance. I think that is part of the testimony, anyway, that he was relating to.

Mr. HALPIN. Mr. Chairman, again, I was hoping maybe some specific things would come. He did indicate that he would be happy to do some followup on the matter. Very honestly, I am a little bit at a loss. I do not know specifically what he is driving at. I know in

several of his offices we work very closely. His San Francisco office is larger. We probably work less in San Francisco. Yet in Sacramento, we work more. In Fresno, we work together in almost every investigation that is accomplished.

Mr. RAILSBACK. If the chairman would yield. I have the feeling that he was talking about inter-Federal governmental cooperation. In other words, I thought he meant problems between the Custom's and the DEA. He did not single them out, though.

Mr. HALPIN. Congressman, he did mention that there appeared to him to be some competition between the Federal agencies. I have worked extensively as a manager in New York and Chicago, San Diego, Washington, D.C., and here. I say without reservation, cooperation at the Federal, State and local level here, and I think it will be supported by people following me here, is second to none. I have been here 4 years, previously as deputy regional director, most recently as regional director. I know of not one time when there has been a major issue which was not immediately resolved. And I know of not very many which I would consider major issues. We work in task forces. We meet monthly in a program at the working level. And we meet quite often at my level.

Mr. GILMAN. Would the gentleman yield.

Mr. ZEFERETTI. Just let me touch on this one area. When you say you meet, are you talking that meetings go on between the various Federal agencies? Are you talking about meetings that occur with the State agency along with the three responsible agencies that the Federal Government has?

Mr. HALPIN. We met both, both at Federal, and both Federal, State, and local.

Mr. GILMAN. If you are meeting so frequently, meeting together, how is it that this issue has not come up before? Apparently it was bothering the attorney general.

Mr. HALPIN. Congressman, as I previously stated, it came somewhat as a surprise to me. I just cannot comment on something that I am unaware of.

Mr. GILMAN. I would hope you would pursue it further and see if we could get to the bottom of what the problem is.

Mr. HALPIN. I would be very happy to.

Mr. GILMAN. Thank you.

Mr. ZEFERETTI. Mr. Halpin, is there a strike force organization or operation going on right now? If there is, who participates in it?

Mr. HALPIN. Yes, there is, in answer to your question. Jim Henderson is the attorney in charge. You are speaking of the organized crime strike force. DEA, FBI, Secret Service, Department of Labor, IRS. I believe that is it.

Mr. ZEFERETTI. Have they concluded anything? Have you come out with any kind of record, any kind of activity as far as lending itself to that kind of strike force?

Mr. HALPIN. Yes, sir, we have. Our DEA, FBI task force operation has channeled most of its investigations through that unit.

Mr. ZEFERETTI. Mr. RAILSBACK.

Mr. RAILSBACK. Could I ask if you had an opportunity to make some recommendations which would help the drug enforcement—whether it be manpower, equipment, or some kind of an intelligence system—what in the Los Angeles area would you recommend

that you need? In other words, I know that you are trying to deal with class I and class II heroin cases, and you have given them your highest priority. I realize that you have a secondary priority with other dangerous drugs. What I am wondering is are we really equipped, are we still understaffed, and do you need more people? Where are your deficiencies, and where could we be helpful to you?

Mr. HALPIN. As I—

Mr. RAILSBACK. Forget that Dave Stockman may be looking over your shoulder. In other words, we will take care of that. We are the legislators. Tell us what you really need.

Mr. HALPIN. I appreciate the opportunity. As I testified previously, sitting here in Los Angeles with the Mexican brown heroin border 100 miles away, with Honolulu being the touchdown point for Southeast Asian heroin, with growing a better brand of marijuana up in northern California than is produced in other parts of the world, with the birthplace of the clandestine LSD, methamphetamine and PCP at peak levels, I sometimes feel as General Custer must have as he crossed the mountain to the Little Bighorn. We are overwhelmed by drug abuse in this area.

Now, obviously the key to that answer, and I would be negligent if I did not say it, is first of all we need some more people. I feel that the western region gets its appropriate share of what resources are available within DEA. But, in reality, more people is not necessarily going to do a lot of good, when the court system is not able to handle what we are bringing to them now. The U.S. attorney here is short-handed in prosecutors. The strike force attorney, which you mentioned previously, has lost positions. We are literally standing in line, in many instances, to get on with the judicial processes of the investigations that we are presently handling. Many things bother us as we go through.

The attorney general touched on something that I would like to touch on. Sitting also in California is probably one of the greatest resources available. We have a tremendous amount of Navy facilities, Marine, Air Force facilities within the region that are doing things. What I would suggest they do, what has been suggested they do, would not hamper anything that they are doing. All we are asking that they be able to commit some of their sophisticated equipment when they are doing their routine assignments to assist the Coast Guard, perhaps, in the pinpointing of ships and aircraft that should be looked at.

Mr. RAILSBACK. So what you are really saying is that maybe some of the legislation pending right now may be very relevant and very helpful to your effort in this particular area?

Mr. HALPIN. Absolutely. Which includes many things that have been touched upon. The bail/bond issue is ludicrous. We have people in this environment that we have brought into court, that jump million dollar bonds, that we can predict with a reasonable amount of certainty that we will not see this gentleman again, at least without a long search.

Mr. RAILSBACK. Do you agree generally with the comment made by the attorney general, that a relatively small percentage of traffickers and dealers who are convicted ever spend any time in jail or prison. Thirty-two percent he said was the figure of, I gather,

convicted dealers or traffickers who spend any time in jail. Do you have that problem?

Mr. HALPIN. Congressman Railsback, I am happy to report that I do not see that big a problem with the Federal judicial system. I do see some inconsistent sentencing, which I am sure we will see forever. I have seen things that I thought an individual was given probation when his record would reflect he should not. But I can honestly state that I do not think we are only getting 32 percent of our people that we bring into the system, into the penal program.

Mr. RAILSBACK. What kind of a backlog do you have? You mentioned a backlog.

Mr. HALPIN. I am not real sure exactly what the backlog is. Again, I could—

Mr. RAILSBACK. Could you check that and provide that to us?

Mr. HALPIN. I would be more than happy to.

Mr. GILMAN. Would the gentleman yield. In providing that information, could you give us the number of cases that are backlogged, and the amount of time they are backlogged within the Department of Justice for prosecution.

Mr. HALPIN. All right. I would like to state for the record, Congressman, that was not a criticism of the Central District of California. It is a fact.

[The information requested, follows:]

The Federal courts in Los Angeles do not have a backlog of drug cases.

Mr. HALPIN. We recognize that it exists in other jurisdictions. And what we are trying to do is focus attention—if there is a need for additional personnel, let us get to the bottom of that problem.

Mr. GILMAN. Thank you.

Mr. ZEFERETTI. Mr. Dornan.

Mr. DORNAN. Thank you, Mr. Chairman. Mr. Halpin, could we touch very clearly on where you could use assistance from the U.S. Air Force, U.S. Marine Corps, El Toro Air Force Base, and Gun Fighter City down there at Miramar, the Naval air station? I flew the Southern California area as an Air Force fighter pilot for 3 years. Many times we would go up, a flight of four, split up into two elements, and hunt down one another. We would scramble over the salt sea against naval aircraft. We would go out to sea and coordinate looking for Navy ships who were doing friendly exercises. Are you saying that all of these resources could be used in a very real way to scramble against, and hunt down some of these aircraft and ships that are importing drugs into this Nation? We could get the same quality of training, if not better, because it is a real exercise and not a mock exercise. This could be done without infringing upon the civil rights of any of the citizens of the United States, with just a minimal rewrite of some of our laws, keeping in mind constitutional protections for innocent people.

Mr. HALPIN. Basically, Congressman, that is exactly what I am saying. I do not want to create the impression that I know anything about flying nor do I know anything about sophistication of radar and the electronic technology that goes with it. What I have in mind specifically is that I am aware that the Coast Guard radar is substandard, for instance, to the trafficker radar that we have seen in the vessels that they have intercepted, that we have worked with them. That the elaborate electronic machinery that is

available on some of these vessels, we do not have the same capability. I am suggesting that the Navy, through its technology, does have this capability, and I am assuming the Air Force does.

I am also suggesting that these units do fly missions such as you have just described, and in doing so, what is wrong, how does it infringe upon a citizen's right if they say, we have a target over here, do not know what it is, Coast Guard, but this is the latitude, this is the longitude, you might want to look at it. And that is what I have in mind.

Mr. DORNAN. I think it is an obvious and super suggestion. Could you describe please the intergovernmental task force that you have at the Los Angeles International Airport? I know that you participate, and the Los Angeles Police Department participates. I hope the Los Angeles sheriffs participate. I am surprised they turned down our invitation to appear here today. I am more than surprised. I am trying to get an answer. Also are there any State jurisdictions that participate with you in this task force?

Mr. HALPIN. Yes. The task force consists of the L.A. Police Department, the DEA, the Los Angeles Sheriff's Office, and BINE. It is a little bit unusual. We went into the thing with the agreement that not one of us is going to be supervisor of the others, that we were all mature and professional law enforcement. I think policy administration officials would have told us it will not work, you have to have a general, and you cannot have all generals. Very honestly I am happy to report to my knowledge we have been extremely successful in our operation at L.A. I consider it one of the better units. We have not had confrontation to my knowledge of any kind. They work all kinds of cases. It simply is whatever will benefit the investigation to the utmost.

Mr. DORNAN. All right. Would you again indicate—I think you have done this already but I want to hear it again—how we might help this type of coordination of all the major airport terminals and port facilities across the country? Are you writing a prospectus of how this has worked at Los Angeles Airport?

Mr. HALPIN. No, I have not. One of the major problems in all airports, certainly within our region, in the past, has been the obtaining of space at the airport compound. It has been quite a large problem. Space is at a premium at your major airport complexes. And obtaining it is extremely difficult. L.A., for instance, is jammed in. We almost have desks on desks. That is the only way we can be close to responding. That is our major problem. We certainly could use additional communication facilities at some of them. Some of them are not hooked up to our teletype system. This would all be of great advantage to our airport operations. I think you gentlemen are aware, for the most part, the airport operations throughout the United States have been very successful.

Mr. DORNAN. Yes. My office is at the airport, because that is the center of my congressional district. If I could just take 1 second, if the chairman would allow me, to footnote something as our distinguished ranking minority members did on People magazine. Your task force invited a member of my staff to come over and see how you operated. By sheer coincidence he arrived 10 minutes after the arrest of a well known television personality. And I thought it was very poor taste for this highly successful national magazine that I

receive in my home, to infer, when they knew otherwise, that somehow or other I, through my staffer, had targeted a Hollywood personality through your task force. My office member was not present. And it was at your invitation that we came over and observed the operation, as it is natural to invite the Congressman whose office is at the L.A. Airport. If there is any way we can work with you in the future, we are going to pursue a line of questions later with the Customs officials because of some destructive suggestions which will really cripple the Customs operation at the L.A. Airport and other airports. I hope this is one thing this committee can help to prevent. Thank you very much for your testimony.

Mr. ZEFERETTI. Mr. Halpin, you have mentioned a class I and II violator. Can you tell me the difference between a class I and II violator? I do not quite understand what that means.

Mr. HALPIN. Well, very simply, in general terms, it is the significance of the trafficker. The I and II, I do not happen to have right at my hand right now, but it deals in amount, percentage of drugs of which they deal in, in purity and amount, and it also deals in such things as whether the man is primarily in charge of financing the operation, did he put the money forward, did he in fact operate the courier, do they in fact have distribution authority in the general area that they work in.

Mr. ZEFERETTI. Do the courts pick it up that way as a class I violator, with a heavier kind of charge or whatever it might be?

Mr. HALPIN. Normally what we have done in that area, class I and class II, as you have indicated, are numbers. Generally what is done is the U.S. attorney will take time to expand upon and elaborate, just as I did, as to what role the individual has played, if possible the amount of money that he has made; for instance, in one case, we were able to show \$30 million. This impressed the sentencing judge. So we do do that, particularly in the central district of California.

Mr. ZEFERETTI. Thank you, Mr. Halpin. Mr. Gilman.

Mr. GILMAN. Thank you, Mr. Chairman. Mr. Halpin, how long have you been with the Drug Enforcement Administration?

Mr. HALPIN. I have been 23 years with it and its predecessor agencies.

Mr. GILMAN. We certainly welcome your expertise and your analysis of the problem out here.

You mentioned that you are meeting quite regularly with some of the other heads of agencies, State and Federal and local enforcement. Do any of these meetings concern themselves with long range strategy planning?

Mr. HALPIN. Yes, sir.

Mr. GILMAN. Or are they mostly concerned about the immediate critical problems?

Mr. HALPIN. In answer to your question, yes, sir, they do. The task force committee, or as we call it the Narcotics Intelligence Network, which is formed in Los Angeles, for instance, consists of DEA, the Los Angeles sheriffs, BINE, Police Department of Los Angeles. Now, the executive committee, which consists of the commander of the narcotic unit, the agent in charge of the district office, people of the same magnitude as me, meet and bring to the executive committee targeted individuals, where the DEA, for in-

stance, or the Los Angeles Police Department or the sheriff, in many instances all of them will come in and say this is somebody that we know that is operating within the Los Angeles greater area, this is everything we know about him. We will go through the photographs, charts, pedigree, history. Then there is a decision rendered as to what is the target that the task force will work on. And all the people will get together then. We house that at the Los Angeles District Office of DEA, and proceed to work that target collectively.

Mr. GILMAN. Mr. Halpin, what do you call this working group?

Mr. HALPIN. It is the NIN task force.

Mr. GILMAN. How frequently does it meet?

Mr. HALPIN. Monthly.

Mr. GILMAN. You are describing to us the planning of an operation of a seizure. What about some of the long-range planning for strategy for the whole region. How do your long-range plans fit into a national strategy? Do you have occasion to sit and make some long-range plans? For example, what are we going to do over the next 3 or 4 years to try to limit the amount of trafficking, to try to eradicate some of the production, and to attempt to be more effective along the border areas, and that sort of thing. What sort of long-range planning do you do? Do you have an opportunity to do any of that? Or is most of your time devoted to meeting the immediate critical problem? We have spotted this major trafficker, and now we are going to go about eliminating this trafficker or that trafficker. Do you have an opportunity to engage in long-range strategy planning?

Mr. HALPIN. Yes, sir, we do in some degree.

Mr. GILMAN. To what degree, and with whom?

Mr. HALPIN. Primarily we do it with the various agencies. We have a group that meets with Coast Guard, Customs, DEA, on maritime and aircraft smuggling. From that we may form and do form a unit to collect intelligence to feed it in. We may go from that to a request to headquarters for long-term planning, funding a mobile task force, of which headquarters will provide the funding. Just recently we started one with IRS, DEA, Customs, U.S. Attorney's Office, involving a major group here. In that area we do. We also obviously listen to the great white father in Washington, D.C., who gives us some direction, and we participate in submitting into him a situation as we see it, as it relates to the national program.

Mr. GILMAN. When was the last you took part in a national program conference of trying to develop a national program?

Mr. HALPIN. It would have been the SAO/SWA program.

Mr. GILMAN. When was that?

Mr. HALPIN. About 1½ years ago.

Mr. GILMAN. Have you developed any master plan for this region, on how best to fight narcotics in this area? Is there some master plan?

Mr. HALPIN. I have a work plan that I put forth once a year.

Mr. GILMAN. Is that work plan developed with the cooperation of local enforcement people, or is that something that you have developed with Washington and attempt to implement here in your own region?

Mr. HALPIN. Certainly local input is sought.

Mr. GILMAN. To develop that plan?

Mr. HALPIN. Primarily in the intelligence area, Congressman.

Mr. GILMAN. Is that plan a 1-year plan?

Mr. HALPIN. It is a 1-year plan.

Mr. GILMAN. Is that part of a national planning effort?

Mr. HALPIN. No; it is primarily the western region plan.

Mr. GILMAN. It is your own plan. Have you seen any national plan at all, where your own unit fits into some national strategy?

Mr. HALPIN. I am not sure I understand fully the question.

Mr. GILMAN. Well, what I am seeking is, has there been any effort within the agency to try to develop some sort of a national program where your region would fit into that national program for a long-range program, not just an immediate effort.

Mr. HALPIN. Certainly there has. Clandestine laboratories, of which we have had storefront operations throughout the United States. Brown heroin, we recently met with the regions involved in brown heroin, to discuss what we might be able to do. That plan was submitted to Mr. Bensinger and came back out.

Mr. GILMAN. When you say we met, who is the we?

Mr. HALPIN. The "we" in that instance was the regional directors of Mexico City, Dallas, Chicago, and myself.

Mr. GILMAN. And out of that came some sort of a regional program?

Mr. HALPIN. There came out a program submitted for headquarters to consider a major program for brown heroin.

Mr. GILMAN. Was there a major program then adopted for brown heroin?

Mr. HALPIN. We are in a phase of continuing to collect information about brown heroin. We just recently submitted our plan to DEA headquarters and continue to collect information and to monitor brown heroin seizures throughout the United States and report monthly on availability.

Mr. GILMAN. How often are you consulted with national planning? You said you met 1½ years ago. Then you have had this regional meeting on brown heroin. How often are you consulted with national strategy?

Mr. HALPIN. Quite regularly. Regional directors meet with Mr. Bensinger probably quarterly. We discuss many things, among them would be national policy.

Mr. GILMAN. You mention that Guam is part of your jurisdiction. When our committee was last in Guam, they were having some problem with incarceration, because of very limited prison facilities, and as a result some of the local jurisdictions were reluctant to convict and imprison. Are you still confronted with that sort of a problem in Guam?

Mr. HALPIN. Unfortunately the prison system has not changed much, Congressman. However, many of the people, we think, probably have been transferred to island prisons here, in the United States. I am happy to report that heroin availability is down tremendously in Guam. We are seeing a lot more marihuana. But the Southeast Asian heroin price has escalated, and availability seems to have decreased quite a bit.

Mr. GILMAN. How much of your personnel is devoted to the Mariana Group?

Mr. HALPIN. We have four agents.

Mr. GILMAN. They are out there permanently?

Mr. HALPIN. Yes, sir.

Mr. GILMAN. Is that still a major point of distribution or transit point?

Mr. HALPIN. It has not appeared to be. But it certainly, as you are well aware, has all the reason to be. I think primarily because—you will have to recognize I think when you went out there, we have not been in operation out there too long. It is a small island, as you are well aware, and our presence is well known out there. It is not something we can hide, what our occupation is out there. We have been very successful. As a result of that there seems to be less availability of drugs. But I do feel, and I have written a paper to headquarters, advising them I do not think we should move people out of there, because I think once we did, we would see it pop right back up.

Mr. GILMAN. Do you have any other offshore jurisdiction?

Mr. HALPIN. Honolulu, Hawaii.

Mr. GILMAN. Has that been a major problem?

Mr. HALPIN. Honolulu has been a problem in the fact that it is a touchdown point primarily for almost all aircraft coming into the United States from Southeast Asia. There is, no doubt, that that is the first point of Customs contact, of search. And there has been seizures made out there of Southeast Asian heroin. There has even been Southwest Asian heroin seized out there. We maintain an office of approximately 11, 12 agents there that are busy. We work a lot with the locals in Honolulu. I think our arrests were up last year almost 300 percent.

Mr. GILMAN. You mentioned in part of your testimony that there is a growing incidence of brown heroin. How much of an increase of Mexican brown heroin have you seen in the past year? Approximately what percentage of an increase?

Mr. HALPIN. I do not know that. I think the thing that alarmed me most of all—if we do have that again we could make that available for you—was the purity for a good period of time following the eradication program had stayed down quite low. Over the last 2 or 3 months I have seen Sacramento reporting the purchase of a quarter ounce of 76-percent purity last month, San Diego reporting purchase of an ounce of 60-percent purity. These are things we had not seen for some time.

[The information referred to in the previous paragraph follows:]

The quality of street-level brown heroin has risen slightly from the 1 percent to 2 percent range to the 2 percent to 3 percent range.

Mr. GILMAN. That is an indication of a great amount coming in?

Mr. HALPIN. It is an indication to me that the purity is back up in Mexico. They are crossing it at a higher level. In the past, I think, with the eradication, the scarcity of opium base available for conversion, enabled them to do a lot of the adulterating on the other side of the border, and what we were seeing come across was 1, 2, 3, and 5 percent. Now that I am seeing the higher purity, it gives me some grave concern in that area.

Mr. GILMAN. You have seized funds over the past year as part of your narcotics effort. How much in dollars have you seized in this regional office?

Mr. HALPIN. Again, I would have to—

Mr. GILMAN. Approximately.

Mr. HALPIN. I would rather give it to you. I just did not bring that with me. I would hate to guess it and be that far off. Our asset seizures this year are quite up. We recently seized just last month as I recall over \$3 million. I would rather have the opportunity to get you the exact figures.

Mr. GILMAN. Mr. Chairman, with your permission I would like to ask that Mr. Halpin have an opportunity to submit that information and be made part of the record at this point.

Mr. ZEFERETTI. Absolutely, without objection.

[The information follows:]

California asset seizure data:
Fiscal year 1980—Los Angeles D/O-5,237,051; Western Region 12,330,847.
Fiscal year 1981 (through March 1981)—Los Angeles D/O-1,500,000; Western Region 10,430,526.

Mr. GILMAN. Just one other question. How many upper echelon violators has the agency been able to prosecute and convict over the past 5 years?

Mr. HALPIN. Again, I would rather submit that to you than come off the top of my head with it. I can tell you that the western region last year, for the fiscal year, led the other four regions in the arrest of class I's and II's.

[The information requested follows:]

Class I and II arrests for California:

CLASS I AND II ARRESTS FOR CALENDAR YEAR 1980		
	Class I	Class II
Western region	290	190
Los Angeles D/O	72	42

Mr. GILMAN. When you say class I's and II's, you are talking about the major traffickers?

Mr. HALPIN. Yes, sir, I am.

Mr. GILMAN. You led the entire Nation in that effort?

Mr. HALPIN. I led the other four regions, not collectively, but independently.

Mr. GILMAN. And again, if you would submit that information to us when you submit the additional information, Mr. Chairman, I ask that be made part of the record. Thank you, Mr. Halpin. Thank you, Mr. Chairman.

Mr. ZEFERETTI. Thank you, Mr. Halpin, you have been most helpful.

Our next witness is Deputy Commissioner George Corcoran and Regional Commissioner Bergesen.

Good morning, gentlemen. Thank you for waiting patiently in the back of the room.

You can proceed as you see fit.

TESTIMONY OF ALBERT G. BERGESEN, REGIONAL COMMISSIONER, LOS ANGELES, CALIF., U.S. CUSTOMS SERVICE, ACCOMPANIED BY MARVIN MILNER, REGIONAL DIRECTOR OF PATROL

Mr. BERGESEN. Thank you, Mr. Chairman. Mr. George Corcoran, the Assistant Commissioner for Border Operations from Customs Headquarters, Washington, D.C., injured his back yesterday, and could not make this hearing. I have been designated to be his spokesman.

Mr. ZEFERETTI. Would you identify yourself.

Mr. BERGESEN. Albert G. Bergesen, Regional Commissioner of Customs in Los Angeles. This is Mr. Marvin Milner, the regional director for patrol on my staff. He is with me because I have been advised the committee wishes to ask him some specific questions. I would like to begin by reading a statement at the request of Customs Acting Commissioner, Washington, D.C.

Mr. Chairman, members of the committee, I appreciate the opportunity to present the viewpoint of the U.S. Customs Service in this discussion on drug trafficking in this country.

Customs responsibility under the law extends to nearly 100,000 miles of border and more than 300 ports of entry, so our strategy and tactics must take into consideration both the general problem and its most specific details.

Generally speaking, almost all narcotics and drugs are produced outside the United States and must be imported covertly as contraband in a variety of ways and a variety of places.

Drugs come secreted in shipments of commercial cargo, hidden on commercial ships and planes, carried by airline personnel, ships' crews, and hired couriers, in "mother ships" that off-load in international waters to coastal runners, in extremely sophisticated private aircraft, in baggage, taped to the torsos of tourists, and almost any other method you can conceive of.

Customs devotes fully one third of its entire resources in response to this onslaught. That includes 4,500 inspectors, 1,200 patrol officers, 600 special agents, nearly 100 drug detector dogs, aircraft, boats, computers, and an impressive array of technology. Individually and collectively, they are brought to bear on the many aspects of the situation.

We also work in very close cooperation with the Drug Enforcement Administration, the Coast Guard, the Federal Aviation Administration, State and local authorities, and a half dozen other enforcement organizations in maintaining a defensive perimeter around this country.

Last year, we managed to seize about \$3½ billion worth of drugs and narcotics. We have already matched that total this year. Still, it isn't nearly enough, witness the fact that the problem continues to increase.

It isn't only a question of resources. It's also a question of good intelligence, proper planning, and effective management. And at a time of national economic retrenchment, it is more important and necessary than ever that we manage and deploy our resources efficiently.

It is also necessary to remember that the drug threat is shifting and dynamic. And so must be our efforts to cope with it. If we have

learned anything, it is that to be effective at all we must be adaptable, constantly moving our resources to where the threat is the greatest.

That is precisely how we deal with cocaine, for example. And the specific tactics are composed of almost equal elements of all that I have mentioned.

If cocaine is a particular problem in Southern California, any solution to it, in our view, should go to the beginning of the chain of events that brings it here.

Cocaine begins the journey to southern California in the Andes Mountains of South America, where it is grown, and Colombia, where it is processed. It is then shipped or flown north through the Caribbean to Florida, the Gulf of Mexico, and the Southeastern Coast of the United States. In many instances it is then flown to distributors in southern California.

There is considerable cocaine coming directly to this area by air from Colombia via Mexico and some carried by commercial airline passengers and crew members but the vast majority takes the Caribbean route to Florida and the gulf. And that is where we are concentrating our forces.

On the border, in the airport, at the harbor, the line inspector is the first point of contact for persons, vehicles, baggage, or cargo entering the country. And the Customs inspector is a capable sentinel. A good many of our seizures are made "cold" as a result of an inspector's expertise and sixth sense.

Inspectors also have allies. There are nearly 100 Customs canine enforcement teams, officer and specially trained animals, which are able to detect narcotics in the most difficult hiding places in much less time.

And we have formed so-called special enforcement teams, composed of inspectors, patrol officers, canine enforcement teams, and special agents, to concentrate on cocaine in commercial cargo and airline baggage.

These teams, using intelligence profiles and shipping documentation as a data base, have made some of our biggest cocaine seizures.

We have devised an air operation in Miami complete with a radar network, communications and command system, and specially equipped planes to detect, pursue, and intercept smuggler aircraft. By the same token, this approach has netted some success.

We have done the same thing on the sea in concert with the Coast Guard.

And in the knowledge that money is the mainspring of the whole smuggling operation, we have launched one of our major offensives against the financial base of the drug trafficking.

Drug money is illegal revenue and it is rarely reported to Customs and the Internal Revenue Service by people carrying this illicit currency or negotiable instruments into or out of the country. If, in each instance, the amount is more than \$5,000 and is not reported, then there is a violation of the Currency and Foreign Transactions Reporting Act, sometimes also known as the Foreign Bank Secrecy Act. And the Customs Service is responsible for enforcing that law.

In Florida, we have established Operation Greenback, which is conducted by a Treasury Department Task Force made up of cus-

toms and IRS special agents, other Treasury officers, and DEA agents.

Under the direction of the U.S. Attorney's Office, the Task Force is aimed at multibillion dollar illicit financial transactions in Florida to identify and prosecute major violators of the currency law.

To date, 31 major targets, including banks and other businesses and potentially more than 100 defendants, have been identified for their part in the handling and laundering of illegally transported drug money which has been flowing through at least five banks.

Eight cases are in the indictment stage; more than 15 arrests have been made; about \$10 million worth of cocaine and \$4 million in currency have been seized; and one criminal organization has been tied to more than \$500 million in such funds.

For the first time, Federal agents conducted raid and search operations on banking institutions in south Florida. Several banks employees are unindicted coconspirators.

All of this effort is predicated on the theory that the best place to meet the cocaine threat is where it is the greatest. And cocaine stopped in Florida never gets to California.

But what of the unfortunately large amount that reaches southern California anyway?

Customs posture in California is very much as it is in Florida, but thinner because the direct threat is thinner.

There are special enforcement teams, dog teams, air units, and a major currency operation. Last year, we seized 322 pounds of cocaine in the Los Angeles region, worth about \$70 million on the street. So far this year, it is 75 pounds.

In Los Angeles, we have established a task force at the airport designed to identify individuals and organizations involved in currency trafficking. Besides that, our special agents are members of five other Federal drug and crime task forces on the West Coast.

Most of you are already aware of the cocaine cowboys in Miami, who are Colombian nationals making south Florida resemble the Chicago of the 1920's and 1930's. Our intelligence indicates large numbers of Colombians are moving into the Los Angeles area and now represent the second largest colony outside Miami.

We have fairly good indications that the cocaine threat has shifted, the pattern has changed and is now centered in the Caribbean.

That is the end of the statement. I would be glad to answer any questions.

Mr. ZEFERETTI. Thank you, Mr. Bergesen.

Mr. Milner, would you like to make a statement?

Mr. BERGESEN. No, he will not make a statement.

Mr. ZEFERETTI. Mr. Bergesen, you mention in your statement the overseeing of the cargo vessels that come into the harbor, and the investigations. There is a law on the books that presents—it doesn't prevent, but it gives the right to the master of the vessel not to report to Customs until 24 hours after docking. Would you like to comment on that? It seems to me that would lend itself to pretty much cleaning out any kind of interception of narcotics, if in fact there were some there.

Mr. BERGESEN. Yes. I would fully agree with your statement. Unfortunately, it is very, very true. The regulation is that the

master can report within 24 hours of the time that the vessel comes to rest, which means comes to dock. Such notification can be made by telephone. Certainly within 24 or 6, 10- or 12-hour period they can certainly get rid of the load, not only sweep but vacuum and then ask for clearance, and the chance of finding anything would be negligible if not impossible. So this is a fact.

What we are going to do about it I suppose would be the next question. I don't know. It is a very difficult task, particularly in southern California. We are talking about approximately 300,000 yachts and boats in the southern California area alone. It would be most difficult for us to control that many boats and yachts and segregate those which might come in from foreign ports, not reporting or carrying contraband. It would be a very difficult task indeed. What we are trying to do is to concentrate on getting as much information that we can from the local authorities, as much intelligence as we can get from DEA, or other organizations, and then work on that on a selective threat basis. The volume of boats is so great that the cost of checking them all would be unmanageable and too costly. We must continue on relying on information and intelligence and be selective. We are now studying this problem with a view toward better control.

Mr. ZEFERETTI. Well, if you can transfer along that intelligence information to us, maybe there is a way of changing that kind of jurisdictional hazard that you have.

Mr. BERGESSEN. Be happy to do that.

Mr. ZEFERETTI. Beyond that, what kind of losses in personnel and in equipment are you anticipating within the next few months?

Mr. BERGESSEN. Well, we are not exempt from the economic retrenchment, of course, which is a necessity in these times. In this region we will be losing approximately 78 personnel between now and middle September, 1981. The reduced personnel would be in several occupational groups.

Mr. ZEFERETTI. Seventy-eight personnel?

Mr. BERGESSEN. Yes, 78 personnel, out of a total of about 1,409 on board.

Mr. ZEFERETTI. Is that 78 along with attrition type of losses that you have? So it would reduce your force even greater?

Mr. BERGESSEN. No. It would include the attrition. Certainly it would be hurtful, as would be a loss of equipment.

Mr. ZEFERETTI. Along with personnel, there is a loss of air equipment?

Mr. BERGESSEN. Yes. There will be a loss of aircraft. At the moment we have in this region two air bases—one in Tucson, Ariz. and one in San Diego, Calif., both strategically located to cover maximally the border between the United States and Mexico. At the moment we have 19 aircraft. We will be reduced to 12 aircraft, 6 in each location. Our total reduction would be seven aircraft.

Mr. ZEFERETTI. And you are going to be losing some beyond that to the Miami region, too, aren't you?

Mr. BERGESSEN. No. We will keep the 12. Of the seven, we are losing, some might be going to Miami. And you must keep in mind, some of our aircraft are rather old and could well be surplused.

Mr. ZEFERETTI. So you are talking about the loss of more than 50 percent of your strength, really, as far as your air surveillance is concerned?

Mr. BERGESSEN. No, actually, on a percentage basis, we are losing about 29 percent of personnel, and about 37 percent of aircraft.

Mr. ZEFERETTI. So at a time when we see an increase in trafficking, we find ourselves with the loss of the kind of manpower and equipment to fight that very same problem?

Mr. BERGESSEN. That is correct.

Mr. ZEFERETTI. Let me touch on one other thing.

As Mr. Halpin indicated, do you meet with the other agencies and create some kind of cooperative effort in this whole effort?

Mr. BERGESSEN. Yes. I agree with George Halpin. We work very closely together. We have a number of task forces with which Customs works, very closely. In Imperial County, San Diego, we work very closely with the Bureau of Narcotics at the State level. We meet on a regular basis with DEA, and the Coast Guard, and jointly plan operations. In fact, I have a full-time person stationed with the Coast Guard, in their intelligence center. Further, we have installed a Telex machine, communication system, right in with the Coast Guard.

They have the same availability of intelligence information that we have. And we work very closely together—I don't think there is a place in the United States or any city that has any finer cooperation than we have with local, State, and Federal law enforcement officials. We do an outstanding job in this essential area.

Mr. ZEFERETTI. The Attorney General's statement sort of created a little bit of confusion. We are just trying to clear that end of it up.

If I might, in Mr. Corcoran's statement, he has a paragraph there, on page 5, and I quote, "Eight cases are in the indictment stage. More than 15 arrests have been made. About \$10 million worth of cocaine and \$4 million in currency have been seized. And one criminal organization has been tied to more than \$500 million in such funds." What are we referring to? What kind of criminal organization?

Mr. BERGESSEN. I will have to say I don't know, but I will find out. It is out of my area. I will definitely find out for you and advise your office.

Mr. ZEFERETTI. Mr. Railsback.

Mr. RAILSBACK. Thank you, Mr. Chairman.

I wonder if you could estimate what percentage of all of the contraband coming in is seized? There have been various estimates. I am just curious what you think may be getting through. Do you have any estimate?

Mr. BERGESSEN. I would hesitate to even make a judgment on that. I don't think I could even come close. Oftentimes we estimate this on the basis of the price of narcotics as it goes up on the street, as probably one of the best indications of how much we are seizing contraband coming in; 10 percent, 8 percent—I would not wish to say as it would be quite inaccurate.

Mr. RAILSBACK. To give you an example, I recall that we had hearings in New Orleans, which, as you know, also has a very serious problem. And I think the feeling there was that there was

much more contraband entering than was ever being apprehended. I guess what you are saying is that that is probably true here.

Mr. BERGESEN. I am saying that is true in spades.

Mr. RAILSBACK. Then let me ask you the same question that I asked the preceding witness.

Mr. BERGESEN. Yes, sir.

Mr. RAILSBACK. If you could waive a magic wand, and if you could really have what you felt you needed to successfully combat what is apparently a pervasive problem, what would you want to have? And then I want you, if you can, to characterize the condition of your equipment and your aircraft.

Mr. BERGESEN. Well, the first thing I would like to say is I think it goes without saying that the place to attack the narcotics problem is at the source of the narcotic itself. Of course, that is primarily international. And as for this country, primarily the northern California and Honolulu areas, the sinsemilla situation.

Mr. RAILSBACK. I understand that.

Mr. BERGESEN. You are talking about suppose we are working on narcotics, what would I want to have in the way of resources?

Mr. RAILSBACK. Yes.

Mr. BERGESEN. Well—resources, people, radar equipment, planes, vehicles, money, and so forth, all are needed.

Mr. RAILSBACK. What equipment do you need, what aircraft and so forth?

Mr. BERGESEN. Well, there are some nice aircraft I would like to get ahold of, like the S-3A from the Navy Department, which has everything that we in the Customs Service need for our purposes in combating air smuggling our law enforcement communications equipment is in dire need of upgrade, and of course replacement vehicles are always needed as our constant use wears cars out very quickly. Manpower is always a problem in an enforcement agency and ultimately more stringent reporting requirements, such as no 24-hour grace period prior to reporting to Customs would be beneficial to our needs.

Mr. RAILSBACK. That is very helpful to us. We are not experts on the various types of aircraft.

Mr. BERGESEN. Certainly more lookdown radar would be helpful for us, rather than using some of the old radar systems we now have.

Mr. GILMAN. Would the gentleman yield?

Mr. RAILSBACK. Yes.

Mr. GILMAN. You seize a number of aircraft throughout the year.

Mr. BERGESEN. Yes, we do.

Mr. GILMAN. A goodly number of them are in storage. Do you make use of any of the seized aircraft?

Mr. BERGESEN. Yes, we certainly do. The fact of the matter is every time we seize an aircraft we inspect it carefully to ascertain if it can be utilized in our fleet. In the last 6 months we seized four aircraft coming in from Mexico to this area and we will certainly look them over carefully for Customs usage. The finest pilots I think in the United States, equal to the Air Force, most of them from the Air Force or from the Navy, or Marines, carefully look over the aircraft with the expert opinion of our maintenance personnel. One of the favorite planes that a smuggler uses is the 210,

206, 310 Cessnas. And if they are suitable, and in good shape, we certainly like to do our very best to keep those aircraft. We have a number of aircraft in our fleet that are seized by us.

Mr. RAILSBACK. Would you then continue down your litany, or your list of other things you need.

Mr. BERGESEN. Yes. We need investigative authority returned to us to follow up on narcotics seized on the border, airport, or seaport by our investigative forces. We are doing quite well. We certainly need more sophisticated aircraft. We need some more jets to respond to the smuggling aircraft. You know, you get a blip on the radar, and you have to have fast aircraft to respond to the threat. We certainly need that. We certainly could use more manpower and equipment as Mr. Halpin of DEA said.

However, I do want to say that we are doing the very best we can with what we have.

Mr. RAILSBACK. What is the condition of your aircraft?

Mr. BERGESEN. If the reduction occurs I will have nine fixed wing aircraft and three rotorcraft remaining. Only one of the remaining aircraft will be a sensor intercepter. The average age of the remaining rotorcraft (helicopter) is 20 years, with the oldest being 1962 and the newest being 1972. The average age of the fixed wing aircraft is 10 years, with the oldest being 1962 and the newest being 1979. Due to age and utilization, the average down time for both categories of aircraft is 25 percent. This figure will increase to approximately 35 percent and possibly as high as 45 percent as the remaining aircraft are used in an attempt to maintain present levels of productivity.

Mr. RAILSBACK. Do you have firsthand knowledge of intelligence that leads you to believe that the traffickers have much more sophisticated or better equipment than what the U.S. Government has?

Mr. BERGESEN. I would say without question that they are ahead of us in this area.

Mr. RAILSBACK. How do you know that?

Mr. BERGESEN. Well, last year we seized about 191 aircraft, a lot of them sophisticated aircraft. The aircraft, the DC-6, DC-7, used for bulk marihuana, a tonnage basis, good aircraft, 270, 300 knots.

Mr. RAILSBACK. I have one last question.

What about personnel? Do you think you are adequately staffed or, is there a shortage?

Mr. BERGESEN. No, I do not. I do not think we are adequately staffed, particularly in the enforcement arena. We certainly need more personnel. We hope that maybe in the near term, that situation will change and we will get more funds and more people and other resources. We need them desperately to keep up and hopefully ahead of the smuggling operations.

Mr. RAILSBACK. Where do you think based on your experience most of the entries are made?

Mr. BERGESEN. Of narcotics? Most of the entries that are coming in are hard narcotics, would be at the Los Angeles Airport. In the past year, 1980, we seized about 448 pounds of cocaine, which is considerable. You figure the cost around \$250,000 for a pound, you are talking about millions of dollars. On the border it would be mostly marihuana, and occasionally heroin. We do not get too

much heroin at the airport. We had a 2-pound seizure there 2 or 3 weeks ago. Normally it is cocaine seizures that we see at the airport; in considerable volume.

Mr. RAILSBACK. Thank you very much.

Mr. ZEFERETTI. Mr. Dornan.

Mr. DORNAN. Mr. Bergesen, could you go back over the six airplanes? You mentioned the one Cessna Citation you have. It apparently has a radar unit adapted to it that was the runner-up in an Air Force competition in my district, near the airport there.

Mr. BERGESEN. That is right.

Mr. DORNAN. Is that your only advanced aircraft with any type of modern radar system?

Mr. BERGESEN. We have a Citation 2, that is advanced more than the Citation 1 and of course the S-2D and the Mohawk.

Mr. DORNAN. Would that be in North Island, San Diego?

Mr. BERGESEN. The Citation II is in Miami, Fla.

Mr. DORNAN. Whatever happened to Robert Vesco's confiscated Learjet?

Mr. BERGESEN. We had that for a while here in San Diego. The cost of operation, as I am sure you know being a pilot—was prohibitive. The specifics of the air-frame would not permit us to put in a FLIR or put in a radar operation in that aircraft. So we unloaded it.

Mr. DORNAN. You said a FLIR, forward looking infrared radar, where you see planes at night?

Mr. BERGESEN. That is correct. It is like a television screen, where you see the complete outline of the aircraft in front of you. These planes often run without lights, which is an illegal navigational hazard.

Mr. DORNAN. Which, by the way, creates a tremendous flying safety hazard for airliners?

Mr. BERGESEN. Tremendous.

Mr. DORNAN. With 6,000 or 7,000 aircraft coming into this country illegally, without proper airflight plans, sooner or later we will have a midair collision.

Mr. BERGESEN. A very serious possibility.

Mr. DORNAN. The S-3 is built right here in Burbank at Lockheed. That is the Viking.

Mr. BERGESEN. Yes, and cost \$14 million per aircraft.

Mr. DORNAN. But your best helicopter would probably be a Bell Jet Ranger?

Mr. BERGESEN. I would think so.

Mr. DORNAN. Or Hughes 500?

Mr. BERGESEN. Hughes has an excellent helicopter.

Mr. DORNAN. Wouldn't a mix of the S-3's, and not the expensive Learjet, but the bottom line of private executive jets, the Cessna Citation, be ideal?

Mr. BERGESEN. Yes.

Mr. RAILSBACK. Would the gentleman yield? Aren't there any helicopters manufactured in Illinois? [Laughter.]

Mr. BERGESEN. I am meeting next week with Hughes Helicopter.

Mr. DORNAN. On the 500?

Mr. BERGESEN. On the helicopters, yes. They are going to make a presentation on their Helos.

Mr. DORNAN. Probably with the 500.

Mr. BERGESEN. Probably.

Mr. DORNAN. I think most Americans must be unaware of the esprit de corps of your pilots. I only learned in my first term in Congress that they actually wear gold wings with the U.S. Treasury Department seal in the center.

Mr. BERGESEN. That is right.

Mr. DORNAN. And these Customs pilots feel, although they are desperately undermanned, that they are really performing a service.

Mr. BERGESEN. Absolutely.

Mr. DORNAN. May I come from the wild blue yonder, stopping these drugs coming into our country, down to the Customs officer right there, who is the first person that foreigners come in contact with. He is the first person that an American sees coming back into the country, as I did the night before last from El Salvador. They have to be public relations people.

Mr. BERGESEN. They are well trained in courtesy and inspectional techniques.

Mr. DORNAN. They are next to the seal of our country, the American flag. They want to be polite.

Mr. BERGESEN. That is right, and they are.

Mr. DORNAN. I understand there is a red-green system that is going to be introduced. Would you explain that.

Mr. BERGESEN. The red/green system is a procedure utilized in several European countries in which citizens with no merchandise to declare for importation may bypass any sort of Customs examination upon entering the country. While it is considered successful in Europe, it is not feasible for the United States in that we are the marketplace of the world for drugs.

Even though Customs has the right to "spot check" those arriving citizens who utilize the "green" line, enforcement would be reduced proportionately in the limited number of examinations which could be accomplished under such a system. To the best of our knowledge, no nation with a smuggling problem utilizes a red/green system.

Customs does not feel the need to institute such a system except for the pressures placed on us by congressional groups, who in turn appear to be under pressure from the public sector to expedite the flow of passengers and cargo into the United States.

The Customs Service is testing several types of inspections systems which should expedite the flow of commerce, yet leave us with a fairly adequate enforcement posture.

When you come in, let's say at Heathrow, London, you first go through immigration. They stamp your arrival. Then you walk out. You pick up your bags and you walk through. If you have nothing to declare, you go through the green dual alleyway. If you have something to declare, you go through the red. Now, that is totally unacceptable to us in the Customs Service, for several reasons. And I would like to explain, if I may.

Right today, we have a Newcastle breakout in southern California.

Mr. DORNAN. A Newcastle breakout? What is that?

Mr. BERGESEN. That is a disease brought in by parrots, parakeets, birds, fowl, which if it affects the poultry of this country it could be very devastating indeed. In fact, in 1971, right in the southern California Riverside area, we had a very, very serious outbreak of Newcastle disease, which cost \$50 million, and it killed hundreds of thousands of chickens.

Mr. DORNAN. It would be equivalent to hoof and mouth disease for livestock?

Mr. BERGESEN. Somewhat, it would be devastating. You mention hoof and mouth disease. This is one of several reasons why we are against the red and green system, because we would not even have an opportunity to look at the travelers handbags. The handbag is a favorite place to bring in fruit, and other small articles, even narcotics. If we don't look at the handbag, it would not only cause an increase with our narcotic problems but could account for the introduction of disease.

Mr. DORNAN. Mr. Bergesen, this is such an asinine, harebrain suggestion, I want you to tell us where it came from. Someone who is going to try to cheat is a liar to begin with, particularly if he is a drug smuggler. If he finds out that if he declares zero he can just walk through a green line, what you are going to have in the red line are a lot of nervous Americans trying to make a bargain on a camera from Japan, or some clothing from somewhere. They are trying to, like real estate appraisers, come in with a low bargain. What are you entitled to bring in duty-free now?

Mr. BERGESEN. \$300.

Mr. DORNAN. So maybe they have \$400 worth of goods. And they have made a fair appraisal of \$299, and they are standing in line, sweating it out, feeling like criminals, expecting to go to Leavenworth. And here are drug smugglers putting down zero, and going unimpeded through a green line. Where did this asinine idea come from?

Mr. BERGESEN. It was established in Europe.

Mr. DORNAN. Well, does it have its proponents in this Government?

Mr. BERGESEN. Yes; we have proponents in this Government for a red/green system. We have a number of organizations, particularly tourist and airline associations, groups who want to maximize, expedite the passengers coming back without considering the dangers involved. Certainly as you suggest, if I am going to be a smuggler, I am going to be delighted to go through the green lane. My odds are fantastically good I will not be caught, even with a spot check.

Mr. DORNAN. I don't want to infringe on the time of my colleagues. Could you briefly explain the new collapsing region system, where we are going to be combined with Houston, Tex.? Is that what I understand is going to happen—when we should be concentrating more on precision in more efficient districts?

Mr. BERGESEN. As you know, the Congress, is proposing in an appropriations bill that the Customs Service reduce from nine to six regions by 1983. They did not designate what regions. I don't believe that the regions to be eliminated have been finally decided, however, they have talked about Baltimore, New Orleans, and Los Angeles. And certainly being in Los Angeles, I cannot accede to

that. We are second to New York in almost every index you compare with—number of entries, number of foreign passengers, number of containers, duties collected, foreign air cargo, and so on. The Customs Service has agreed to a reduction to six regions as being more efficient, economical, and effective.

Mr. DORNAN. So these are not streamlining suggestions from within the Customs department or Treasury, but from outside?

Mr. BERGESEN. From the Congress. Congress has a bill that we should reduce from nine to six regions. And then also reduce districts, and also reduce some ports of entry. But I believe that the determination has not been finalized that it is going to be Los Angeles, New Orleans, or Baltimore which will be eliminated.

Mr. DORNAN. I defer to Mr. Gilman.

Mr. GILMAN. Thank you, Mr. Chairman. Thank you for yielding, Mr. Dornan.

Mr. Bergesen, your region now is limited to just the immediate area?

Mr. BERGESEN. No. We start at San Luis Obispo, which is about midway up the State of California and from there south to the Mexican border at San Ysidro-Tijuana. We cover Clark County, Nev., which is really the Las Vegas area and the entire State of Arizona.

Mr. GILMAN. Do you have offshore responsibility?

Mr. BERGESEN. Yes, we do.

Mr. GILMAN. To what areas?

Mr. BERGESEN. The entire Pacific Ocean coast from San Luis Obispo to the Mexican border.

Mr. GILMAN. Does it include the Marianas?

Mr. BERGESEN. No. That comes under the San Francisco region. They also have Honolulu and Alaska.

Mr. GILMAN. Your total personnel for your region is 1,400?

Mr. BERGESEN. 1,409. We will go down to about 1,383 when we get through with the planned reductions.

Mr. GILMAN. How many of those are administrative?

Mr. BERGESEN. Administrative? It depends—you are talking about the regional office itself?

Mr. GILMAN. In the whole area. What do you call this region?

Mr. BERGESEN. The Los Angeles region, Los Angeles, Calif. Region No. 7.

Mr. GILMAN. How many are administrative in region 7?

Mr. BERGESEN. Well, I will have to qualify that. In the districts we have an administrative officer, district directors, supervisors.

Mr. GILMAN. How many? What percentage roughly?

Mr. BERGESEN. I will take a rough guess. I will get that for you. I would say in the area of 15, 20 percent.

Mr. GILMAN. Are the remainder then out on the front line?

Mr. BERGESEN. On the front line, inspectors, patrol officers, and import specialists. One that seems not to be mentioned too often is our import specialists, our classification and value people, who are really the ones that collect the money, well over \$1 billion in this region that we collect annually. They do a fine job.

Mr. GILMAN. Taking out the specialists and administrative people, how many do you have left for front-line duty?

Mr. BERGESEN. For enforcement purposes? We have about 265 patrol officers, 600 inspectors, 110 import specialists.

Mr. GILMAN. 265.

Mr. BERGESEN. Patrol officers, yes.

Mr. GILMAN. You are talking about how large an area now? How many ports and how many border areas?

Mr. BERGESEN. About nine ports, the whole border of Arizona and California with Mexico.

Mr. GILMAN. How many airports?

Mr. BERGESEN. We really have the one big one at Los Angeles. We have Lindberg, we have Calexico, we have Nogales, Tucson. We have LAX, Los Angeles, and Phoenix. And then we have Brown Field. Those are the major ones.

Mr. GILMAN. Seven airports, and nine ports. And how much border area?

Mr. BERGESEN. We have about 700 miles of border which is impossible to completely patrol.

Mr. GILMAN. That is spreading yourself very thin?

Mr. BERGESEN. Very thin indeed.

Mr. GILMAN. You talked about 12 aircraft. Is that for region 7?

Mr. BERGESEN. Those will be our total aircraft.

Mr. GILMAN. Nationwide? Region 7?

Mr. BERGESEN. Yes, sir, region 7.

Mr. GILMAN. How many are operational out of the 12 today?

Mr. BERGESEN. They are all operational.

Mr. GILMAN. That is unusual, isn't it?

Mr. BERGESEN. Very unusual. We run about 25 percent downtime in our aircraft. As they are getting older and older, it may run up to 35 or 40 percent downtime.

Mr. GILMAN. In the 12 aircraft—do you include the seized aircraft as part of the 12?

Mr. BERGESEN. Yes, sir.

Mr. GILMAN. What percentage of tourists coming into the country do you find are carrying narcotics that you have found within, say, the last year? What percentage?

Mr. BERGESEN. Well, that is a hard question. I think we can answer the question this way. When we have a reason to suspect a tourist we send them to secondary—roughly we send about 20 percent to a secondary examination, of that amount approximately 5 percent are found to be carrying contraband.

Mr. GILMAN. Where you suspect they may be carrying something. Twenty percent of all people entering?

Mr. BERGESEN. Go to secondary. And then we have a further examination, which we would call a search. This would be a pat-down, body search or cavity search. That happens in a small percentage of cases. I would say maybe eight-tenths of 1 percent, of those sent to secondary. Not to exceed 1 percent. However, the reaction is good. I would say that of the 20 percent we probably hit about 5 percent of seizures as a result.

Mr. DORNAN. Would the gentleman yield? The gentleman from New York will recall when we were struggling for the modest funds that operate this committee, that the week before in New York City a drug smuggler had balloons in his stomach with

enough heroin in them, the illegal street value, of which could subsidize this committee for 10 years.

Mr. GILMAN. \$800,000, as I recall, just in one stomach.

Mr. DORNAN. How do you approach that point of examining somebody that may have swallowed balloons filled with heroin or cocaine that he will regurgitate, or has hidden in other body cavities?

Mr. BERGESEN. We have had on the border operation a number of pedestrians or passengers coming in with swallowed balloons with narcotics. We have had a few of them burst. We have saved a number of lives by prompt medical action. The risk that they take is sizable, as the stomach acid will burn through the rubber, and then once that happens, unless you can get him immediately to a doctor for a stomach pump, they are gone.

Mr. DORNAN. It is a massive overdose.

Mr. BERGESEN. Yes it is, and death usually results.

Mr. GILMAN. Roughly, how many tourists are you examining each year in region 7?

Mr. BERGESEN. At the airport, LAX, we are running about 2,800,000.

Mr. GILMAN. Just in LAX?

Mr. BERGESEN. LAX alone. We are second to Kennedy Airport in New York. Really—I say second. Miami is second considering the citizens going back and forth to the islands.

Mr. GILMAN. How many personnel do you have, inspecting personnel at LAX?

Mr. BERGESEN. We are running about 170 inspectors.

Mr. GILMAN. And that is an around-the-clock operation?

Mr. BERGESEN. Yes, basically. However, there are certain hours of the day when A/C arrivals taper off. Conversely, there are preferred hours in which most airlines want Customs clearance.

Mr. GILMAN. You are spread very thin over this whole region.

Mr. BERGESEN. That is correct.

Mr. GILMAN. Have you made recommendations for additional personnel and additional equipment?

Mr. BERGESEN. Many times.

Mr. GILMAN. And has your main office in Washington made those recommendations to the appropriate committee?

Mr. BERGESEN. I am sure they have. It is in our budget request. The question you discussed previously with Mr. Halpin, do we get involved in national planning—I must say that we get deeply involved in national planning.

Mr. GILMAN. When was the last time you were part of a national planning effort?

Mr. BERGESEN. Last week.

Mr. GILMAN. Who did you meet with?

Mr. BERGESEN. With the Acting Commissioner of Customs, all the regional commissioners of Customs and the Assistant Commissioner in Washington, D.C.

Mr. GILMAN. That was a national strategy session?

Mr. BERGESEN. Exactly.

Mr. GILMAN. Did you come up with a long-range recommendation?

Mr. BERGESEN. Yes. That particular session was on our need to reduce personnel to meet our budget cuts, on where we are going to cut, to meet an approximate 600 people reduction for the year 1981. We split up into task forces. It was a wonderful demonstration of good, sound, and constructive management. We all agreed what we are going to do and where. The good thing was there was no protecting each regional commissioner's turf.

Mr. GILMAN. Is this frequently done?

Mr. BERGESEN. Frequently. We are called into Washington at least quarterly. In fact, I have been back there twice in the last 6 weeks.

Mr. GILMAN. When is the last time you met with other agencies, interagency planning?

Mr. BERGESEN. Last week.

Mr. GILMAN. Where was that?

Mr. BERGESEN. In Los Angeles.

Mr. GILMAN. Was that part of a long-range planning effort?

Mr. BERGESEN. No, that was a part of meeting all the heads of the law enforcement—LAPD, Customs, DEA, Coast Guard, et cetera to discuss our common problems and need for coordination.

Mr. GILMAN. Was the State attorney general included in that?

Mr. BERGESEN. I believe so.

Mr. GILMAN. You haven't heard this criticism from the attorney general before today?

Mr. BERGESEN. I have not heard it before.

Mr. GILMAN. I guess my time is running out. I thank you,

Mr. BERGESEN. Thank you, Mr. Chairman.

Mr. ZEFERETTI. Mr. DeNardis.

Mr. DENARDIS. Mr. Chairman, I want to pose a question or two to Mr. Bergesen and then a question or two to Mr. Milner, if I may.

First I want to say for the record, to Congressman Dornan and to Congressman Railsback, with all due respect to them, even though they are more senior members, this most junior member of the committee wants to indicate that in his modest district in Connecticut, the finest helicopter made in the world is made by Sikorsky Aircraft.

Mr. DORNAN. That is the spirit.

Mr. BERGESEN. We will make a note of that.

Mr. DENARDIS. I am learning.

Apropos of the dialog that you had with Congressman Dornan, about the red-green system, let me ask you, one, are you familiar with Operation Intercept?

Mr. BERGESEN. Yes, I am.

Mr. DENARDIS. Would you tell us a little bit about it. Is it in your opinion effective? And would it be possible and practical in your opinion to institute a similar operation with some modification, of course?

Mr. BERGESEN. I am very familiar with Operation Intercept. It was a concentrated effort on the Mexican border to thoroughly search every person, package, and conveyance entering the United States.

Operation Intercept was an extremely effective enforcement strategy. During a high point in narcotics smuggling activity this operation had a dramatic deterrent affect on smuggling operations.

This is borne out by the fact that shortly after the operation began, seizures fell off significantly and narcotics availability at the street level was at an alltime low.

With the pressure to expedite Customs clearances, and dwindling human resources, it would be impossible for Customs to have another Operation Intercept. However, for short periods of time based upon available intelligence, we do have concentrated enforcement efforts in this region and at various locations throughout the United States.

I would say that while it proved a point, we would not plan a similar operation at this time, or in the near future. We don't think we need to have that. We would rather go on the basis of selected task forces, selected attacks on wherever the threat might be. We would not have another intercept, to the best of my knowledge. We don't think it is valuable in today's environment.

Mr. DENARDIS. You don't see the wisdom of doing it again in modified, scaled-down version?

Mr. BERGESEN. No. The other negative effect of the operation was that while we closed the gap of the San Ysidro, Tijuana, port of entry, we closed it totally, shut it. Certainly the smugglers, with all of their great ingenuity, are going to find a way to come around the port and come in and outside of the port or other areas, 3 miles, 6 miles, east or west. We found that out. We would not have another intercept.

Mr. DENARDIS. I want to ask you a question in connection with the testimony by Mr. Corcoran concerning the chain of events, that is, the journey of cocaine to this country.

Mr. BERGESEN. Yes.

Mr. DENARDIS. Could you provide the members with a profile, generalized profile on cocaine smugglers, and smuggling vessels, nationalities, flags under which the vessels commonly sail, that kind of thing, just to get a general idea?

Mr. BERGESEN. Profiles are an enforcement tool and to discuss them in specifics in a hearing open to the public would compromise our enforcement efforts of today. In general, the cocaine courier frequenting this region falls into one of two basic categories. The first is a white female, 21-26 years of age, unaccompanied, and arriving directly or indirectly from a source country. The second is a white male, 30-37 years of age, abroad for business purposes, and arriving indirectly from a source country.

Smuggling vessels are of two basic types. Vessels utilized by the local coastwise smuggler are in the 24-foot to 36-foot class—motor or sail. Vessels utilized by large, well organized smugglers are categorized as mother ships. These are general cargo vessels of 100 feet to 300 feet in length and are usually equipped with sophisticated electronics gear. Flags flown are: one, no flag displayed; two, Panama; three, Colombia; four, Honduras; and five, Venezuela.

Within this region, the majority of cocaine seizures have been made from the person and baggage of arriving passengers on commercial air flights. The next area is air cargo, followed by vessel cargo, motor vehicle and aircraft.

Yes, other narcotic seizures such as heroin, marihuana, amphetamines, and barbiturates occur more frequently in the land border

environment and are predominately associated with pedestrians, private motor vehicles, and private aircraft.

Mr. DENARDIS. How about by sea?

Mr. BERGESSEN. By sea, mostly through cargo or ship. But most of it comes by passenger, carried or through suitcases. That is the main way it comes in.

Mr. DENARDIS. What you have been describing here today, and the testimony which has preceded, at least with respect to cocaine—this is what I am getting at, what I am hearing—is that the biggest obstacle to the increased use of cocaine is not the threat of prosecution, unfortunately, but price and availability, and that to meet the growing demand and to take advantage of obviously rising profits we have new smuggling, new refining, new distribution networks that are being formed, that are sounding to me to be very sophisticated.

Mr. BERGESSEN. Without exception. No question about that. Very sophisticated.

Mr. DENARDIS. Let me just switch and conclude my questioning by taking advantage of Mr. Milner's presence, who is the chief of patrol for this region.

Could you talk a little bit about what a controlled delivery is? Could you then also talk about your activities at Los Angeles International Airport, in terms of the Customs patrol offices that are authorized, the number—your actual strength at this time, the areas of responsibility—their areas of responsibility, duty tours, the kinds of things that would be useful for us to know in terms of the workaday operations, in light of Mr. Bergesen's comments about the huge influx daily into the airport.

Mr. MILNER. A controlled delivery is basically the supervised transportation of contraband, normally narcotics, after the seizure is made, the purpose being to get to the ultimate consignee or someone higher than a courier, if there is a professional courier carrying the drugs. It is also utilized because after the initial seizure Customs can then geographically move their warrantless search authority along with the contraband, and utilize it at the next point of interdiction or contact with a suspect. This is carried out in conjunction also with DEA, due to their role in the drug enforcement area. The controlled delivery is one of the responsibilities of the Customs patrol officers in this region.

Mr. DENARDIS. Is the operation adequate?

Mr. MILNER. It depends. It would depend mainly on the complexity of a controlled delivery, because the more complex, the more personnel it would eat up. The best way to say if it is adequate would be to say right now we have 12 patrol officers assigned to the Los Angeles International Airport.

Mr. DENARDIS. Your actual strength at this time is 12?

Mr. MILNER. Yes.

Mr. DENARDIS. And that represents what portion of authorized positions?

Mr. MILNER. We have 265 sworn officers within the patrol division of this region. So 12 would be whatever percentage that represents.

Mr. DENARDIS. Are you up to full staff complement in terms of CPO's? You say there are 12. Are you authorized more? You have 12 on board.

Mr. MILNER. The official established ceiling is 16.

Mr. DENARDIS. Sixteen is the ceiling. So you are down 4.

Mr. MILNER. We are down 4 from the established ceiling at that port.

Mr. DENARDIS. Considering, then, time lost by vacations, sick leave, that kind of thing, in addition to lost hours for men who may have to go to court to testify, what is your daily actual strength per tour of duty?

Mr. MILNER. Three men.

Mr. DENARDIS. Three men?

Mr. MILNER. Yes, sir.

Mr. DENARDIS. It seems to me to be woefully inadequate.

Mr. MILNER. I think those men would agree with you.

Mr. DENARDIS. Have you made specific recommendations about what staff levels would be necessary?

Mr. MILNER. Yes, sir. And in keeping with that, I am recommending, as staff officer, to Mr. Bergesen, certain redeployment of personnel to accommodate an increase in the Los Angeles area—with this ongoing need to deploy our forces to the greatest area of productivity.

Mr. DENARDIS. How has your suggestion about redeployment been received?

Mr. MILNER. Very favorably.

Mr. DENARDIS. Mr. Chairman, I have no further questions at this time.

Mr. ZEFERETTI. Thank you.

Mr. BERGESSEN. Mr. DeNardis, may I make a further comment on this statement?

Mr. DENARDIS. Surely.

Mr. BERGESSEN. We are going to be reduced about 30 patrol officers in this region. The only way that we are going to beef up, and it should be beefed up at the Los Angeles Airport, with patrol officers, is to reassign personnel. We are attempting to do just that. So what we are going to have to do is to do the best that we can to be flexible, to reassign our people wherever the threat is the greatest, and certainly it is at the airport in Los Angeles.

Mr. ZEFERETTI. If you would, even if you reassigned them, how much is it going to increase your coverage? You are talking about three men. At best, if you reassign them, with the losses you are going to incur, you are still going to have three men patrolling that particular area.

Mr. BERGESSEN. No. What I am saying is we are going to have to reassign from other areas, other districts to Los Angeles, such as Nogales. We would reassign some Customs patrol officers from there into the Los Angeles Airport. It is going to hurt the losing district. We are going to put them where the greatest threat is, which is Los Angeles at the present time.

Mr. ZEFERETTI. Do you have a formal academy for these Customs people, and how much training is there involved?

Mr. BERGESSEN. Yes. We have a very, very fine school in Glynnco, Ga.

Mr. ZEFERETTI. Is there anybody in the academy at the present time?

Mr. BERGESEN. Yes. We have inspectors there almost continuously. We have a group of inspectors there right now training. We have an excellent training academy. And CPO's as well go back to the academy.

Mr. GILMAN. Mr. Chairman, if I might, one more question.

Mr. Bergesen, how do you control your small marine craft that come in?

Mr. BERGESEN. That is a very difficult problem. As we said previously, we were talking about 300,000 small craft in this area. We are talking about many, many marinas.

Mr. GILMAN. That is done through a voluntary system, isn't it? If I have a craft, I am supposed to report to you when I arrive in port?

Mr. BERGESEN. That is exactly right.

Mr. GILMAN. If they don't report, that is it?

Mr. BERGESEN. That is it. They are supposed to know the law—24-hour reporting. If they don't, we have no way that I can conceive of, other than through information and intelligence to ascertain if they have not reported.

Mr. GILMAN. Do you have any recommendation for tightening that process up?

Mr. BERGESEN. Well, I thought I had a recommendation. And I researched it, and found out that it wasn't such a great recommendation. I was thinking of designating ports of entry wherein private boats and yachts would have to go into as the first port of entry. And I understand we have experimented with that in Miami, and it didn't work.

Mr. GILMAN. I would welcome if you had anything.

Mr. BERGESEN. We are working on it.

Mr. GILMAN. We realize this is a major loophole and a major problem, with all of the small craft growing in numbers each and every year, and the amount of trafficking across open water increasing—that this could be a major source of importation.

Mr. BERGESEN. It certainly could. We are working on that and hope to have a system developed soon to combat effective small craft smuggling.

Mr. GILMAN. We tightened up legislation treating the mother ship and the smaller craft last year. I understand that has been quite helpful. But we certainly would welcome some thinking on how better to utilize our enforcement apparatus with the small craft.

Mr. BERGESEN. Why don't we submit to you something in that regard?

Mr. GILMAN. We would welcome that. Thank you.

Mr. DORNAN. Mr. Chairman, just one question.

If you were a drug smuggler, Mr. Bergesen, wouldn't you say that the prognosis for the future in this area is pretty bright for smuggling?

Mr. BERGESEN. I think it is more bright than dull.

Mr. ZEFERETTI. Thank you, gentleman. Thank you very much. The committee will stand adjourned until approximately 1:30.

[Whereupon, at 12:40 p.m., the Select Committee adjourned to 1:30 p.m. of the same day.]

AFTERNOON SESSION

Mr. ZEFERETTI. Rear Admiral Manning, welcome. Thank you for taking the time out to come.

You can proceed, Admiral, in any fashion you wish. Your entire testimony will be made part of the record.

Proceed as you wish.

TESTIMONY OF ALFRED P. MANNING, REAR ADMIRAL, COMMANDER, 11TH COAST GUARD DISTRICT, U.S. COAST GUARD

Admiral MANNING. Thank you.

Good afternoon, Mr. Chairman; gentlemen.

I am Rear Adm. Alfred P. Manning, commander of the 11th Coast Guard District. It is my privilege to appear as spokesman for my service.

I have submitted a prepared statement about the Coast Guard's general responsibilities and efforts in the enforcement of narcotics laws here on the west coast. I intend to focus now upon the narrower venue of southern California.

The flow of narcotics into the west coast market is a large one because the size of the market served is large. The problems of interdicting that flow are many and complex.

Last year, this committee heard Rear Adm. Ben Stabile, Commander of the 7th Coast Guard District, testify about operations in the Southeastern United States. He discussed the presence of choke points, a series of passes from the Caribbean Sea to the Atlantic, through which seaborne drug traffic must pass on its way from Central and South America to the markets of the east coast. The choke points give focus to the smuggling routes and narrow the field for interdiction.

There are no choke points in the Pacific, and their absence enormously complicates our job. That task is complicated further by the concentration of small craft in southern California. There are over 300,000 pleasure craft alone, not counting commercial craft. In consequence, the smuggler has the option of approaching California from any point of the compass, and can readily blend in with the other legitimate traffic. Our drug interdiction effort has grown but remains inadequate. The cost of achieving an effective level of effort will come high.

In its fundamentals, interdicting drugs at sea does not differ from the techniques of naval blockade. There are three essential ingredients: Surveillance; command, control, communications, and intelligence; and response platforms.

Surveillance is the ability to detect, report and track vessels moving toward the United States from areas where narcotics are staged for shipment north. In consideration of the area which surveillance should cover, I must tell you that my resources are inadequate. I have no fixed-wing search aircraft permanently assigned; although I get my fair share of the hours available from the Sacramento-based HC-130's, that fair share is not enough. Furthermore, the HC-130's are limited in their effectiveness by an unsuitable electronics system.

I have helicopters at San Diego and at Los Angeles which are designed primarily for medium- and short-range SAR. They are poor surveillance aircraft, though we do use them as such. We also deploy the HH-52's with our larger cutters to create a highly effective ship-helo team.

Fortunately, I have received some assistance from the U.S. Navy in the form of aircraft support and radar data. USN ships also report vessels of interest to us.

The U.S. Customs Service provides many of its aircraft hours to support our joint operations, and the Drug Enforcement Administration does, also, within the limits of their aircrafts' capabilities.

Command, control, communications and intelligence is what puts everything together—the analysis of intelligence, development of plans of action, and directing the forces in contact with the enemy.

We look primarily to others for intelligence, with heavy reliance upon DEA, Customs and local law enforcement agencies. We are tied to EPIC, the intelligence center operated by DEA; and, thanks to Customs, also to the Treasury law enforcement information system. The correlation of that information represents a monumental task.

We use Coast Guard reservists extensively in the analysis phase, and use them in a role directly related to the skills required for mobilization. The reserve unit concerned consists of people who are either law enforcement officers in their civilian lives or have had active-duty experience in military intelligence.

The Coast Guard must be part of a team if we are to achieve success. I am particularly proud of our team here in southern California. On the Federal side, Customs, DEA, and the Coast Guard are evolving the machinery through which to work closely together. I have mentioned surveillance support, but that is only one part.

I have both a Customs officer and a DEA agent on my staff. Their initial task has been to identify areas where we can and must mesh. As coordination is improved, the emphasis is shifting to joint planning and joint operations. We have formalized the relationships by memoranda of understanding with each of those services. The Federal team is also improving cooperation with local law enforcement agencies. Most recently, we have been working on better coordination with the Los Angeles Police Department and have gotten good results.

Our most troubling weakness is secure communications, the ability to protect vital information and avoid revealing the location of a transmitting ship or aircraft. Interagency communications links also require significant improvement.

Response platforms are the third leg of the interdiction tool, and they are too few for the task at hand. My resources are limited to one medium endurance cutter and eight 82-foot patrol boats. In addition, Commander, Pacific area provides additional ship days from other districts as they are available.

A logical question is, "How many larger ships do I need?" That, of course, derives from the employment strategy used. The best solution is to establish a barrier line running from the coast at the United States-Mexican border to a point roughly 700 miles or more offshore. Assuming adequate aerial surveillance and helicopter-

equipped ships, this strategy requires a minimum of two medium or high endurance cutters deployed at all times. The strategy also assumes correction of the communications shortfalls and good correlation of all intelligence.

In the absence of needed resources, we seek to get the most return from what we have. We cannot implement a barrier at this time and must rely heavily upon intelligence and good fortune to place us in the right spot at the right time. Statistics reflect the weakness of this approach.

Some aspects of the drug war should be kept in mind.

First, the enemy has his own surveillance, warning, and intelligence system. This has required us to make a massive internal effort to refocus the attention of Coast Guardsmen on the importance of operational security. We have had to re-educate our people and change our physical plant to control access to sensitive spaces.

Second, we will, unless we are extremely careful, antagonize the boating community. The key to minimizing disruption of lawful pursuits lies in training—and that training is critically important. We must avoid repetitive boardings of the same boat and limit them to vessels whose profile signals a reasonable possibility of success. First-rate command and control is essential here.

Third, there is a marked correlation between the techniques of drug interdiction and the Coast Guard's wartime missions as one of the Armed Forces. As we improve our law enforcement effectiveness, the Nation receives a return on its investment through the improvement of its forces in being in our coastal waters.

Mr. Chairman, thank you for the opportunity to make this presentation. I am ready to respond to such questions as you may care to put.

[Admiral Manning's prepared statement follows.]

PREPARED STATEMENT OF ALFRED P. MANNING, REAR ADMIRAL, COMMANDER, 11TH COAST GUARD
DISTRICT, U. S. COAST GUARD

The Coast Guard is the nation's primary maritime law enforcement agency and is involved in many types of law enforcement such as Port Safety and Security, Marine Environmental Protection, Commercial Vessel Safety and Recreational Boating Safety. These programs are primarily the enforcement of regulations vice criminal law enforcement and are concerned with safety and education.

The Enforcement of Laws and Treaties (ELT) program is the offshore law enforcement program. Included in ELT is the Enforcement of the Fisheries Conservation and Management Act (FCMA), general criminal law enforcement, the protection of offshore assets, and drug law enforcement. While asset protection and general criminal law enforcement occupy staff hours, the amount of time that patrol units engage in such activities is estimated at less than 5%. In southern California there are no foreign fisheries and domestic enforcement is handled dockside by the National Marine Fisheries Service and the California Department of Fish and Game. All criminal law enforcement activities of the Coast Guard have several elements in common. Each requires considerable involvement with other law enforcement agencies at the federal, state and local level; is in an adversary role with potential and actual violators; potentially involves the use of force; and places Coast Guard forces within the marginal seas of the United States in areas vital to National Security.

In our look at the Coast Guard's interdiction of narcotics and other dangerous drugs on the West Coast and particularly in Southern California we must also look at the threat. The National Narcotics Intelligence Consumers Committee (NNICC) estimates that the retail value of drugs supplied to the illicit U. S. market increased from a range of \$42,150 - \$57,430 million in 1978 to a range of \$54,760-\$72,990 million in 1979. By far the bulk of these illicit drugs is imported into the United States. This illicit trade is made up of heroin, cocaine, marijuana, hashish, and other dangerous drugs however, the Coast Guard is most involved in interdicting the bulk drugs of marijuana and hashish.

NNICC has estimated that 60% of the marijuana is being transported by sea from the source countries. Most of this sea borne trade comes from Colombia. The traditional routes from Colombia are on the East Coast through the Yucatan, Windward, and Mona passages. However, in recent months there appears to be shift towards the West Coast. This may be due to the increased Coast Guard activity after the Cuban refugee operation; on-going Coast Guard-DEA-Customs enforcement operations; the current glut of marijuana in the Southeast; mandatory sentencing under Florida State law for smuggling; and 21 USC 955a, which makes it illegal to be transporting controlled substances on the high seas. Whatever the reason is, the smugglers are now attempting voyages on the West Coast of three times the length of the East Coast voyage.

We have had reports that marijuana is being loaded to smugglers from small vessels or by air drops along the Colombian coast. This information is sparse since very little intelligence emanates from this area. There are reports that Costa Rica has become a trans-shipment point for marijuana and cocaine. Mexico has also been known as a trans-shipment area, though in recent months we have seized Mexican marijuana at sea indicating it is also a shipper of marijuana by sea.

On the West Coast, the smugglers use all types of vessels. These include motor vessels, fishing vessels, and sailing vessels. Motor vessels include everything from freighters acting as motherships to small inflatable boats used to transport contraband to isolated beaches. Suspect fishing vessels are most commonly in the range of 30 to 79 feet and sailing vessels are typically from 30 to 60 feet. Nearly half of the vessels that we suspect of smuggling into Southern California are sailing vessels and these vessels blend very nicely into the over 300,000 pleasure craft that ply these waters. Most of these vessels are used for legitimate purposes when not smuggling.

Smugglers have also used barges to smuggle contraband. One enterprising group used barges that had the characteristics of a submersible - that is, it had a cargo compartment and a ballast compartment. The barge could be put in wet storage and be easily scuttled if necessary to avoid detection and capture.

The smugglers are becoming increasingly sophisticated in their operations. Most of their vessels have extensive electronic equipment aboard of high quality and generally superior to Coast Guard equipment. For long-range operations a smuggler may have satellite navigators and a proliferation of high quality radios. They are supported by shoreside command posts including mobile command posts in motor homes paralleling their movements along the coast.

We expect the smuggler to be using counter-surveillance. We have no doubt that Coast Guard vessel movements in and out of port are carefully monitored; that our communications are monitored for content and direction finding; and that smugglers are using aircraft to locate Coast Guard vessels at sea. With their extensive counter-surveillance and command organization they can guide their vessels through or around the Coast Guard fleet.

Within the Pacific Area are five Coast Guard Districts. They are the Eleventh District which covers Southern California and the waters off the coast of Mexico; the Twelfth District covers Northern California; the Thirteenth District includes

the waters off Oregon, Washington, and Canada; the Fourteenth District takes in Hawaii and the Western Pacific; and finally the Seventeenth District covers Alaska.

As the smuggler moves from the source or trans shipment countries to an offloading spot along the West Coast of Mexico, the United States and Canada, he will transit from the Eleventh District to the Twelfth and finally the Thirteenth District.

The Coast Guard attempts to surveil the areas where the smuggler maybe transitting. We have examined the tracklines of seized vessels to determine the most probable routes. We attempt to cover those areas, but have also received information that the smugglers are extending their transits well out to sea beyond those routes.

Maritime Surveillance is best accomplished by aircraft. For surveillance well offshore, long range fixed-wing aircraft are needed such as the C-130's from Coast Guard Air Station, Sacramento. Unfortunately, there are only four C-130's at Sacramento and they perform a variety of functions. During CY 1980, Sacramento flew 974 hours for law enforcement (ELT). Of these hours 39% (379.5 hrs) were off Southern California, and 57% (551.3 hrs) off of Northern California. The C-130's are hampered by the lack of adequate electronics. The aircraft has a weather radar and is not very effective for surveillance; and it lacks secure communications capability. The C-130 is most effective when teamed with a Navy E-2 aircraft. The E-2 aircraft locate the targets and vectors the C-130 in to make a positive identification. Unfortunately, this combination has not been available as often as we would like due to certain resource limitations.

For inshore surveillance the Eleventh District has three HH-3F Medium Range Search and Rescue Helicopters at San Diego, and three HH-52A Short Range Helicopters at Los Angeles. In the Twelfth District there are 3 HH-52A Helicopters

at San Francisco and 2 HH-52A helicopters at Arcata.

Helicopter Law Enforcement Hours

Eleventh District	ELT Drugs	ELT Fisheries	ELT Other
CGAS San Diego(HH-3F)	107	83	5
CGAS Los Angeles(HH-52A)	232	43	7
Total	339	126	12
Twelfth District			
CGAS San Francisco(HH-52A)	105	13	9
CGAS Arcata(HH-52A)	12	51	110
Total	117	64	119

In Southern California we are fortunate in that we get extensive surveillance assistance from Customs. They will routinely launch their aircraft for urgent cases and in conjunction with pre-scheduled operations. Customs flights are generally limited to coastal areas since their aircraft do not have adequate offshore navigational equipment.

Surveillance provides considerable information as to what vessels may be moving and in what direction, but unfortunately, it is not constantly available. Surveillance also means very little if there are no vessels to interdict the traffic. On the West Coast, including Hawaii, we have eight 378' Hamilton Class High Endurance Cutters. Most of their time is spent patrolling the Fishery Conservation Zone off Alaska. The six 378' cutters on the west coast spent 596 hours on dedicated smuggling patrols off Southern California and 198 hours off Northern California during FY 1980. There is one additional high endurance cutter, which is the CGC Campbell of World War II fame. This 44 year old 327' vessel, unlike the Hamilton Class, is not capable of carrying helicopters. All of the high endurance cutters are capable of sustained operations at sea. The utilization of high endurance cutters is shown below.

Law Enforcement Utilization Data for the 378' High Endurance Cutter Assigned to the West Coast FY 80

Employment Category	Resource Hours		
	12th & 13th	14th	PACAREA Total
ELT Fish	8378	2600	10978
ELT Drugs	2707	0	2707
ELT Other	838	228	1066
Total Hours All Categories	11923	2828	14751

Also capable of offshore operations are three 210 foot Cutters of the RELIANCE Class, one 213 foot fleet tug and two converted 180 foot buoy tenders. Of these, one 210' cutter is located in the Eleventh District and the converted buoy tender is in the Twelfth District. The other 210 foot cutters are located well to the north in the Thirteenth and Seventeenth Coast Guard Districts.

The bulk of the inshore interdiction effort is handled by 95' and 82' patrol boats and to a lesser extent by 41' utility boats from coastal stations. In the Eleventh District there are eight 82' patrol boats plus one rotating spare. The Twelfth District has three 95' patrol boats and five 82' patrol boats. These patrol boats spend the lion's share of their time on law enforcement and provide the "cop on the beat" for the maritime regions. A breakdown on the utilization of medium endurance cutters, patrol boats, and utility boats in law enforcement is shown below.

Law Enforcement Utilization Data for the Medium Endurance Cutters, Patrol Boats & Utility Boats Assigned to 11th & 12th Districts, FY 80

Employment Category	Resource Hours			
	WMEC	95'	82'	Utility Boats
ELT FISH	0	8	119	16
ELT DRUGS	2062	654	14,361	459
ELT OTHER	160	376	2,558	639
Total Hours All Categories	2,222	1,038	17,038	1,114

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The above table for the Eleventh and Twelfth Districts is shown in comparison to the nationwide total below. The Eleventh District hours include hours off the Mexican Coast and the Twelfth District hours are off Northern California. Operations off Canada come under the Thirteenth District.

Law Enforcement Utilization Data for Medium Endurance Cutters, Patrol Boats and Utility Boats Comparing Resource Hours for the 11th & 12th Districts and the Coast Guard Totals, FY 80

Employment Category	Resource Hours - Cutters/Boats (less HEC's)	
	11th & 12 District Combined Totals	Coast Guard Totals
ELT FISH	143	32,544
ELT DRUGS	17,536	99,597
ELT OTHER	3,733	53,488
Total Hours All Categories	21,412	185,629

One of the major factors in the successful interdiction of drugs is the gathering of information and processing it into useful intelligence. Information gathered by surveillance flights gives a snap shot of what is there now. We need predictive intelligence and must currently rely on the rudimentary systems in place.

The Coast Guard has four officers and two enlisted Special Agents at the multi-agency El Paso Intelligence Center (EPIC) located at El Paso, Texas. EPIC information so far this fiscal year has not resulted directly in a seizure. However, 43 percent of all vessels seized were of record in EPIC and EPIC has provided strategic intelligence on trafficking routes and vessel profiles which have impacted on the seizures made.

Of the two vessels seized in the Eleventh District this fiscal year one was documented in EPIC. The vessel had changed its name since being placed on lookout, but did meet an EPIC profile which was a fishing vessel outside an active fishing area.

Intelligence from DEA sources in South America and Mexico concerning West Coast trafficking is extremely sparse almost to the point of non-existence. Without good intelligence as to when shipments of contraband are being made it is difficult to estimate when smugglers will be off our coast and susceptible to interdiction.

In an attempt to overcome the problems of scarce resources and to enhance cooperation, DEA, Customs, and the Coast Guard hold meetings at both the executive and working levels. These meetings with Customs and DEA are on a trilateral and bilateral basis. The intelligence staff meets with Customs and DEA in the preparation of any major enforcement effort. The assignment of a Customs Liaison Officer and DEA Liaison Special Agent to Coast Guard Intelligence has resulted in cooperation and coordination taking place on a daily basis. A few months ago the Coast Guard sponsored a meeting at EPIC for the agencies involved with drug interdiction on the West Coast to enhance cooperation among them. We feel this has been successful.

Besides the extensive cooperation through the co-location of DEA, Customs, and Coast Guard personnel at the Coast Guard District office, the Coast Guard and DEA cooperate in other ways. This has been especially noteworthy in a joint project to share information concerning vessels in Northern Mexico and we are beginning to jointly plan operations. These operations involve the Customs Service marine and air units in interdiction.

There is no overall operational plan for the interagency coordination of aircraft capabilities. However, during a specific interdiction operation there is significant interagency coordination where Customs aircraft and Navy aircraft are specially included and given assignments.

Generally the use of Customs aircraft is coordinated on a case by case basis. The aircraft are provided on an as available basis and normally used in a surveillance and interdiction modes.

The Customs Service also cooperates in the training of Coast Guard personnel by providing instructors at the Eleventh District Maritime Law Enforcement School and during cross-training sessions. They specifically instruct in search procedures and the limitations of Customs searches under guidelines imposed by the 9th Judicial Circuit.

Boarding party personnel receive training in a variety of ways. The Coast Guard conducts a five week Maritime Law Enforcement School in Yorktown, Virginia which is very much like a police academy. The Eleventh District provides a shorter version of the school which includes an intensive one week academic program held in conjunction with Long Beach City College, along with specialized weapons training and boating safety inspection training. The academic instruction includes evidence handling and interrogation procedures. All of this is capped by an operational exercise for the patrol boats which is practical training and an evaluation during a simulated boarding.

All boarding parties involved in high seas boardings carry firearms. Harbor boarding parties are being armed as quickly as their personnel are being trained.

The law has just recently changed and Coast Guard reservists are now authorized to perform law enforcement on drills. We use Coast Guard reservists routinely and primarily in the port safety and security programs where they conduct boardings. In addition we have a 36 person reserve Intelligence Unit which directly supports the Intelligence and Law Enforcement Branch.

While we may lack adequate resources for surveillance, interdiction and intelligence, P.L. 96-350(H.R. 2538) has put some teeth in the interdiction effort. Prior to the enactment of the Biaggi-Gilman Bill, the problem wasn't convicting those who were prosecuted but was being able to prosecute at all. In 1979, 37% of those arrested were aliens seized on the high seas who were subsequently deported. Thirteen percent were not prosecuted due to the difficulties of convicting under the then existing law. Of those prosecuted, over 97% were convicted.

Under the new law we have had significantly fewer deportations and fewer incidents where prosecution was declined.

We do expect some changes in smugglers patterns since they will now have a greater incentive in avoiding capture. Since the law was passed it appears that the level of violence against Coast Guard personnel has increased on the East Coast.

One significant deterrent to the implementation of the P. L. 96-350 on the West Coast is the lack of knowledge of the new law and maritime law generally on the part of the judicial system. This includes U. S. attorneys, defense attorneys, and judges. A Coast Guard lawyer recently had to be detailed to the U.S. attorneys in San Diego and Los Angeles to educate them in maritime law and P. L. 96-350.

Mr. ZEFERETTI. Thank you very much, Admiral.

You sort of answered one of the questions, and that was in relationship to the activities between the agencies and the cooperation. We had some confusion here this morning by virtue of the Attorney General giving some kind of doubt as to whether or not the agencies were cooperating in the best way. You seem to belabor that by virtue of saying you get along with each other. As a matter of fact, you even have on your own staff a DEA agent and a Customs officer.

Would you want to comment on anything that the Attorney General may have said?

Admiral MANNING. Well, I read his statement. I wasn't here when he talked. He is looking at it perhaps in another perspective, a statewide perspective. From my experience here in southern California, since I got here last June, our efforts to coordinate our activities, and to communicate with one another, have been improving steadily. They were already established and have been growing since I got here. Quite honestly, I am pretty happy with the way things are going.

Mr. ZEFERETTI. Admiral, you mentioned training. Do all the members of the Coast Guard get that boarding-party kind of thing, so that they don't circumvent the law by doing something that they shouldn't be doing while they are going through the process?

Admiral MANNING. We have a pretty extensive training program. We actually have a 1-week course which we run in conjunction with Long Beach City College. We try as much as possible to insure that everybody who is likely to be a boarding officer has had this training in arrest procedures, chain of custody of evidence and things like this. Self-protection; judgmental shooting is also included, along with small-arms training, marksmanship, and things like that. Also, there are actual drills that are carried out, where we have some of our people board Coast Guard auxiliary boats. These are private yachts, and we go through a regular boarding and arrest procedure.

Mr. ZEFERETTI. Do they all carry firearms?

Admiral MANNING. Our boarding parties carry firearms; yes.

Mr. ZEFERETTI. And in order to preserve that chain of evidence, are they instructed in the proper search procedures and what the individual rights are?

Admiral MANNING. Yes, they are.

Mr. ZEFERETTI. Admiral, one other question: Do you make use of the Coast Guard Reserve at all?

Admiral MANNING. Very much so. We have one whole unit—it is a law enforcement and intelligence unit—in this district, the members of which are either active law enforcement officers in their civilian lives, or who have had experience while on active duty in intelligence types of operations. These reservists are now authorized to function as law enforcement officers when in an active training-for-duty status or a drill status. So we do use them for intelligence analysis, for investigations and whatever else we might need them for. They are quite sharp.

Mr. ZEFERETTI. You made mention in your testimony that you at times have utilized the Navy as an auxiliary or as an assist.

Admiral MANNING. Yes. We have a few things going with the Navy. We have a program going with the Navy vessels that are operating in the area, where my intelligence people will go down and brief a vessel that is going to be operating in the area where we think he might spot somebody. We will give him some profiles to be looking for and a reporting procedure to get back to us.

We also had an opportunity to use a reserve naval air squadron, E-2 squadron, flying the E-2B aircraft, which is a highly capable airplane. The E-2, when deployed with a C-130, and a surface unit, makes a very powerful team.

Now, we only get them on weekends normally, because they drill on weekends. Just recently, we have had a communication from the Chief of Naval Operations, within the last couple of weeks, which has reaffirmed in unequivocal terms, I think, the Navy's support, the regular Navy's support of our operations. So we are looking to get some active-duty E-2 time also in the near future.

Mr. ZEFERETTI. Thank you, Admiral.

Mr. RAILSBACK?

Mr. RAILSBACK. Admiral, are you familiar with the so-called *posse comitatis* law?

Admiral MANNING. Yes; I am.

Mr. RAILSBACK. I think that many of us are wondering what the effect might be if that statute were to be repealed or modified. Do you think that it would or could lead to some additional support for the Coast Guard. Would you care to comment about that?

Admiral MANNING. I had heard something was going on in this regard.

Mr. RAILSBACK. I will ask you to explain for the record what *posse comitatis* is.

Admiral MANNING. Well, as I understand, *posse comitatis* is a law enacted back in the middle of the 1800's, just shortly after the Civil War, which precludes the Army, in particular—in fact, I think the Army is the only service mentioned in the law as originally written—precludes the use of the Army to enforce law on civilians, American civilians. And just taking it literally like that, I really don't see where it is a major problem. I think it is a matter of interpretations that have been applied to it.

Mr. RAILSBACK. Do you believe that the Navy and/or the Army could perform a valuable function, and are they needed, if you were able to use some of their capability?

Admiral MANNING. Well, they are the only people that have the total capability that is required to get real serious about this. If you really want to shut out any kind of introduction of controlled substances into the country, in large amounts, it is by aircraft or ships; they are the only people that have it.

Mr. RAILSBACK. I am going to yield to my colleague. But first, there is, as I understand it, a bill pending that would repeal the *posse comitatis* statute. Many people have suggested that should Congress do that, there could be a real meaningful campaign. If it were properly supervised, it would be able to provide among others, the Coast Guard, or the Customs, a great deal of help. I am going to yield to Mr. Gilman.

Mr. GILMAN. I thank the gentleman for yielding.

Admiral, just to clarify something, you said that *posse comitatis* applies only to the Army. Really there is no restriction on the Navy or the Coast Guard at the present time utilizing all of their forces in some interdiction effort. Is that correct?

Admiral MANNING. Well, as I understand it, the idea of not using the Navy is a DOD policy decision more so than a law per se.

Mr. GILMAN. Yes. But they do do it for interdicting unlawful fishing.

Admiral MANNING. Reading the Fisheries Conservation and Management Act, there is specific language in there that says the Navy can be used, as I recall. I understand what you are getting at. I really feel basically if we could get the surveillance capability that is available to the Navy now, through its E-2 aircraft and other platforms, from the AWACS aircraft that the Air Force have, tremendously capable aircraft—

Mr. GILMAN. As far as you know, there is no statutory restriction that prevents them from doing that?

Admiral MANNING. Not as far as I know.

Mr. GILMAN. I thank the gentleman for yielding.

Mr. RAILSBACK. I think the admiral is right. I think it is a policy. And it is an inhibiting policy, inhibiting in the sense that they are really not regarding the law as permitting or providing any kind of a necessary authorization to do what many of us think they ought to be able to do.

Let me ask you about the aircraft that you have. What exactly do you have, and what are your shortcomings?

Admiral MANNING. We really don't have much out here in the Pacific, on the west coast.

In this district, in the 11th Coast Guard District, we have no fixed-wing aircraft at all. We have two air stations, one which has three H-3 helicopters, the other three H-52 helicopters. For fixed-wing support we rely on our air station in Sacramento, which also provides air cover for the rest of the west coast fisheries, and drug enforcement. We have about 39 percent of their hours that they fly in what we call ELT.

Mr. RAILSBACK. So you are very limited.

Admiral MANNING. Very much so.

Mr. RAILSBACK. What about the new law that was signed in September of 1980 which made it a crime to illegally possess or distribute drugs on the high seas, and then listed different options where the law could be effective? How has that new law worked, and what has been your experience with it thus far?

Admiral MANNING. I hope it is going to work real well. We have a case cooking right now that is based on that. We actually had one case down south in San Diego that was dismissed on another basis, but that applied that new law. It was dismissed based on a decision made up in the ninth circuit here a couple of years ago, called the *Piner* decision, which says we cannot board pleasure boats at night, or something like that, without probable cause. But the other is a fishing boat, the one we have going now, boarded in daylight hours. We hope it will prove to work out.

Mr. RAILSBACK. I think I have used up my time. But just to make it crystal-clear, I take it from your testimony that you would either favor a repeal of *posse comitatis*, or you would favor a grant of authority by statute which would permit the Navy and the Army and the services to be a little bit more helpful in drug-law enforcement.

Admiral MANNING. I would favor whatever is needed to be done for us to be able to utilize the surveillance capabilities that they have. I am not really prepared to speak to using them in actuality—

Mr. RAILSBACK. Interdicting—but at least surveillance?

Admiral MANNING. They have so much capability that we have not.

Mr. ZEFERETTI. Would you yield to me?

Admiral, was there ever any recommendation made to the Secretary of the Navy or to DOD, or to anybody, alerting them of this need, and alerting them to how this could be best utilized, whether it be the west coast or down south, regardless of where it may be? Has there ever been that kind of recommendation made?

Admiral MANNING. I am pretty sure there has been at the headquarters level. There has been communication between the Commandant and the Chief of Naval Operations, and I presume that the representations have been made to the Secretary of the Navy.

As I say, very recently, within the last couple of weeks, we did get a message that came from the CNO, which clarified the degree to which the fleets can employ their surveillance capability in support of our drug interdiction efforts. And now what you find, of course, is that you are in competition with their military requirements. It is kind of on a not-to-interfere basis. We work around their scheduling for their operational needs. But still this will be a big help to us.

Mr. ZEFERETTI. You just singled out the AWACS system. Talking about radar surveillance, you probably would eliminate a heck of a lot of work and a heck of a lot of physical effort if you had one of those AWACS planes just at your disposal.

Admiral MANNING. One of the Defense Department research organizations did a study that showed that your surface response force needs are inversely exponentially proportional to the effectiveness of your surveillance. The better surveillance you have, the less expensive hardware you need out on the water.

Mr. ZEFERETTI. Thank you, Admiral.

Mr. Gilman?

Mr. GILMAN. Thank you, Mr. Chairman.

Admiral, I am very much interested in what you had to say about the Navy having the ability under present law. It seems to me there is an Executive order for intelligence that allows all the executive agencies to cooperate. Are you familiar with that Executive order? Wouldn't that also include the Navy?

Admiral MANNING. I am not familiar with it, personally. But I would assume that it would; yes. But I am not personally familiar with that Executive order.

Mr. GILMAN. Have you made a request of the Navy to assist in the intelligence activities, in radar capabilities, and that sort of thing?

Admiral MANNING. Oh, yes.

Mr. GILMAN. Are you getting any resistance from that?

Admiral MANNING. We have been getting cooperation on a not-to-interfere basis with their regular military operations. We haven't been getting much of the regular active-duty E-2 time, because there is still a question on the degree to which they could provide this type of surveillance information, intelligence information, on civilians. But that has been clarified by this recent message which kind of takes off all of the wraps.

Mr. GILMAN. Which says they can go ahead and do that?

Admiral MANNING. And should; yes.

Mr. GILMAN. I assume now you should have the basis then for complete cooperation by the Navy.

Admiral MANNING. We have had discussions with them, and I am looking forward to a lot more E-2 time.

Mr. GILMAN. Then, if they can provide E-2 time, and can provide all of the cooperation you need, would that then preclude the necessity for the additional equipment that you are talking about?

Admiral MANNING. No, not at all, because you still need those response forces. I think I qualified my statement that if I had two helicopter-capable cutters, a medium and high-endurance cutter, and their surveillance capability, and the good communications, that I could make that barrier work.

Mr. GILMAN. Well, can't the Navy provide those arms for you?

Admiral MANNING. Essentially you have got to have the ships out there constantly, and you have got to have your surveillance capability up there virtually constantly. I don't think they are in a position really to do that, to be honest with you. I don't think they have enough aircraft hours available to them to dedicate to that kind of an operation.

Mr. GILMAN. The Navy doesn't have enough aircraft?

Admiral MANNING. Not for that. I think it would really tie them down. These guys are almost all in training for deployment.

Mr. GILMAN. You mentioned the correlation between your law enforcement duties and your training for hostilities. Wouldn't that apply to the Navy as well, the same correlation?

Admiral MANNING. To some extent. I would not want to speak for them on this, as to just how valuable it is for them as a training ploy. To some extent, it clearly has to be. But there are types of surface units that they are working with that are quite

different from ours in terms of types of communications that are being used and the employment of different weapons systems.

Mr. GILMAN. I would hope that you could more fully explore that. Would that be at your level, or would that come at Washington?

Admiral MANNING. No, we are doing that locally here right now.

Mr. GILMAN. If you then fully explore the cooperation with the Navy, and if you were then to run into some obstacles, could you let our committee know if there needs to be some more verbiage in the Executive order or something by way of legislation? It would seem to me that we really don't need the *posse comitatis* legislation if the authority is there already for the Navy to utilize all of its forces, and the Executive order says they should help in drug intelligence-gathering activities.

Admiral MANNING. In my view, if we keep this to intelligence and surveillance, which is what we feel we need, I think that the law—

Mr. GILMAN. You think you have the ability?

Admiral MANNING. I really think so; yes.

Mr. GILMAN. With regard to your present aircraft inventory, how many do you have available now?

Admiral MANNING. I have six helicopters here, three in San Diego, and three in Los Angeles.

Mr. GILMAN. What is your region called?

Admiral MANNING. It is the 11th Coast Guard District. It goes from just about San Luis Obispo, just north of Point Concepcion, to the Mexican border. It also goes inland, includes Arizona, southern Utah, and southern Nevada, and the waters halfway to Hawaii, and down to Guatemala.

Mr. GILMAN. Down to Guatemala?

Admiral MANNING. Yes. That is a lot of water.

Mr. GILMAN. Now, what do you include by way of aircraft for that? You said six choppers.

Admiral MANNING. Six choppers. And then whatever I can get out of Sacramento that belongs to the Commander of the 12th Coast Guard District. He has four C-130's there. We get them part of the time.

Mr. GILMAN. Any other aircraft?

Admiral MANNING. That is it. Except what we get out of the Navy. And Customs has aircraft that they will fly for us, and DEA, too.

Mr. GILMAN. You said the 130's really are not the best kind of surveillance equipment.

Admiral MANNING. They have the legs. But the electronic sensors on them are just inadequate. It is a weather radar. It is not really a search radar. They just cannot pick up small targets.

Mr. GILMAN. Have you made a request for search radar?

Admiral MANNING. We have sent some letters to the Commandant.

Mr. GILMAN. Has the Commandant made the request?

Admiral MANNING. I don't know if he has or not. I think it has been submitted a couple of times and has not survived.

Mr. GILMAN. You can put that in any aircraft?

Admiral MANNING. You can put it on a C-130 very easily. That is a big airplane.

Mr. GILMAN. Is it a very expensive piece of equipment?

Admiral MANNING. It is a very expensive piece of equipment. It would run probably in the \$300,000-a-copy range.

Mr. GILMAN. How many would you need of those?

Admiral MANNING. I think we have about 40 C-130's, roughly.

Mr. GILMAN. You would need them for all of them?

Admiral MANNING. I would say so, if I were making the decision.

Mr. GILMAN. At least you could use one in this area?

Admiral MANNING. I sure could.

Mr. GILMAN. Are there any other critical needs that you think could be supplied without too much difficulty?

Admiral MANNING. The other thing I think is the secure communications.

Mr. GILMAN. What would be needed?

Admiral MANNING. Well, we need an ability to be able to transmit information which is covered, so it cannot be intercepted.

Mr. GILMAN. Is that a scrambler-type of thing?

Admiral MANNING. As soon as you come up with the scrambler, everybody knows the Coast Guard is there.

Mr. GILMAN. What sort of equipment do you need?

Admiral MANNING. We are talking about something in the order of digital burst communications capability, where the transmission is over within the matter of a few thousandths of a second, and there is no chance to intercept it.

Mr. GILMAN. Has a request been made for that kind of equipment?

Admiral MANNING. Yes.

Mr. GILMAN. We are not talking about very expensive equipment, are we?

Admiral MANNING. Well, some of the digital equipment would probably go in the order of, these days, \$15,000 to \$25,000 a copy.

Mr. GILMAN. And how many of those would you need in your district?

Admiral MANNING. I would say for what I have right now, I would need about 2 dozen to 30, roughly.

Mr. GILMAN. Any other equipment needs that would help you in pursuing your duties in this area?

Admiral MANNING. Well, the biggest thing as far as I am concerned is enough fixed-wing aircraft to be able to get them up whenever you need them.

Mr. GILMAN. What does that mean? How many?

Admiral MANNING. I would have to guess on this one, to be honest with you, because I don't really schedule the C-130's up there. Just on the basis of how easy they are to get, there would probably have to be twice as many fixed-wing aircraft with that kind of capability.

Mr. GILMAN. You are using four C-130's part time now?

Admiral MANNING. You can figure one of the planes will be down for maintenance.

Mr. GILMAN. What would be your minimum need to help give you a proper capability?

Admiral MANNING. Well, I would say probably, long-range fixed-wing aircraft, in the order of six to eight for this area, the lower west coast, not Alaska.

Mr. GILMAN. Six to eight additional aircraft?

Admiral MANNING. Total.

Mr. GILMAN. Do you have access to the aircraft that are seized by DEA?

Admiral MANNING. We could. But there are a couple of problems, the worst of which is that we are operating well offshore. The navigational capabilities of most of those aircraft are completely inadequate for long over-water searches and surveillance activities.

Mr. GILMAN. Have you utilized any seized aircraft?

Admiral MANNING. We have not in this area used any. Whether they have in the Southeast, I don't know.

Mr. GILMAN. Thank you, Admiral.

Admiral MANNING. Thank you, Mr. Gilman.

Mr. ZEFERETTI. Admiral, one other question. You said you were here just a short time, I believe you said 4 months.

Admiral MANNING. It is almost a year now.

Mr. ZEFERETTI. Where were you before?

Admiral MANNING. In Washington, D.C., Chief of Research and Development.

Mr. ZEFERETTI. I am trying to determine whether or not the shortages are not only here but in other coastal areas, also. When you talk about you need six airplanes to do a job properly, what are we talking about overall for the entire Coast Guard, itself?

Admiral MANNING. Well, I suspect that Admiral Costello back in Coast Guard headquarters could answer that. He is the Chief of Operations back there. I would say they probably have a pretty good study tucked away someplace.

Mr. ZEFERETTI. Because I didn't see anything in relationship to that in the appropriations submission by the Coast Guard. And I would suggest that maybe that is the place to do it and get people like us to make sure that we help along those lines, and make it possible. It is only when we have the numbers and the figures that make some sense out of it, so we can argue about it in an intelligent way, and show them why the need is so necessary.

Admiral MANNING. I don't know how far any kind of request for additional fixed-wing capability, for aerial surveillance capability, may have gone. We have looked at different things. We have looked at satellites, for example, to see whether we could use those, and basically again, a satellite is a snapshot picture of what is in existence at a given time. You really need something that has a real-time dynamic presentation, that tells you what is going on.

One of the things that you find, for a mother ship operation, is that she will come up the coast well offshore. We see them coming 300 to 500 miles further offshore, well beyond reach of our smaller vessels and anything but our long-range aircraft, and then ducking in, so small boats can come out and offload and transship in to the coast, or something like that.

Once you detect a rendezvous taking place, you really have a good case on your hands now, because you have constructive presence; he can be boarded no matter how far out he is. And you have really all the justification in the world. You have a good case. It is

very hard to see that happening unless you could be out on the water all the time—in the air, looking at the surface all the time.

Mr. ZEFERETTI. The reason I mentioned it, also, is the subcommittee chairman of the Coast Guard is on our Committee as an ex officio member. So you have an avenue of communication that is wide open. And I would suggest that wherever the powers may be that write up the appropriations, you make some contact. I think it would be worthwhile.

Pat, did you have a question?

Mr. CARPENTIER. Yes, Mr. Chairman.

Admiral, as I understand it, you are seeking for expanding the Navy's role principally in a surveillance, to assist your surface vessels. Is there any intent to extend the Navy's role to where they can, in the absence of any Coast Guard vessels, where it is clear there is an indication of a targeted vessel, to be intercepted by a naval craft?

Admiral MANNING. I know of no intent or effort to get anything like that done. It has been discussed from time to time. I think there is a general feeling, and I think I am safe in saying that this is the Commandant's position, that we are dealing quite frequently with foreign-flag vessels when we get into this. The concept of the Coast Guard as a recognized maritime law enforcement agency is stopping and boarding a ship, is a lot different from the concept of a naval vessel, a warship, stopping and boarding a vessel from another country. It seems to be less of an irritant to people than the other way. I think that the Navy feels that way, too. So I would say basically that I don't know that they have sought it. I am pretty sure the Commandant feels that we can do the job if we have the surveillance.

Mr. CARPENTIER. But you are unaware of any statutory prohibition that would prevent the Navy?

Admiral MANNING. Now, I have said basically what I feel personally, from having read up on *posse comitatis* and the history of it, and things like that, that it didn't appear as though the Navy was included in *posse comitatis*, but that the Department of Defense has looked at observing the spirit of *posse comitatis* by incorporating all of their Armed Forces into it, including the Navy. So that was a policy decision based on what they felt would be the spirit of this statute. But if that were not the case, then I guess the Navy probably could. I wouldn't want to say that. I am not a lawyer.

Mr. CARPENTIER. Thank you, Mr. Chairman.

Mr. ZEFERETTI. Thank you, Admiral. Thank you very much.

The next witness is Capt. Bob Blanchard, the commanding officer of the Narcotics Division of the Los Angeles Police Department.

Captain Blanchard, you can proceed in any manner you feel comfortable with. Your entire statement will be put into the record.

TESTIMONY OF CAPT. ROBERT BLANCHARD, COMMANDING OFFICER, NARCOTICS DIVISION, LOS ANGELES POLICE DEPARTMENT

Captain BLANCHARD. Thank you, Mr. Chairman.

I did supply the coordinator with some additional information that we thought might be of interest to this committee. The more I

sit here, the more I feel anxious to comment on—but I know that time is restricted. So I will open by stating that the heroin, cocaine, marihuana, phencyclidine—PCP, barbiturates, and amphetamines continue to be used and abused throughout the Los Angeles area. Statistical information gathered during 1980 reflects that some of these drugs are being abused at an alarmingly increasing rate, while others are being used less frequently.

Cocaine remains an extremely popular drug of abuse in Los Angeles with free-basing and smoking of the substance, which compound user health hazards, becoming more prevalent. Seizures of cocaine by the Los Angeles Police Department in 1980 increased a noticeable 41 percent over 1979.

It appears that the success of cocaine is due in part to the attitude that it is a harmless pleasure drug.

Phencyclidine, which was recently placed on the international control list, continues to be a problem. Seizures for 1980 increased an astounding 153 percent. This is a clear indication of the magnitude of the problem.

Extremely potent marihuana was even more prevalent in 1980 than in previous years. Sinsemilla, a product of California, is one of the most potent forms of marihuana in the world with a tetrahydrocannabinol—THC—content of 12 to 16 percent. Medical studies of marihuana have revealed that the drug is more harmful than previously believed. Therefore, the more powerful sinsemilla and Colombian varieties of marihuana are proportionately more dangerous to users.

There is a marked increase in the use of drugs by our youth which can be directly attributed to the exposure of young people to drug paraphernalia and a drug-oriented culture.

The direct correlation between narcotics use and escalating crime rates has been positively established. We have become victims of our own society.

Only through a concerted effort by law enforcement, the legislature and the judicial community, with total public awareness and support, can the narcotics problem be suppressed.

One of the most serious problems facing law enforcement today in the war on drugs is the lack of adequate communications security. Under current law any person can purchase a relatively inexpensive monitoring device and intercept radio communications of law enforcement. To the narcotics trafficker, the expenditure of several hundred dollars is a minimal and wise investment to thwart investigators and protect multi-million-dollar deals.

Most narcotic investigations are multijurisdictional in scope and beyond the resources of any single agency. To this end, additional resources are necessary to impact the drug problem. Special equipment and vehicles, such as airplanes, boats, off-road vehicles, electronics, optics, and automated information systems, must be made available to local agencies to properly combat narcotics trafficking.

Additional task forces in specific areas, such as air and marine smuggling, would greatly enhance enforcement efforts. Los Angeles is fortunate to the extent that the interagency cooperation is excellent; however, more multiagency effort is essential.

I would like to comment on an observation by the chairman regarding the difficulty of securing funds for this committee. I

think all of us are aware of the money that is involved in drug trafficking. For instance, in the Los Angeles Airport recently there was approximately \$3.2 million abandoned there, and never claimed, to my knowledge. Our dog was sniffing and hit on this case large enough to hold \$3.2 million. The reason he hit on it was we suspected it had either been used previously to secret narcotics, or the handlers of the money had also handled narcotics. But that was abandoned. So projecting that, that would probably finance this committee for 5 years.

Mr. ZEFERETTI. If I can interrupt—what do you do with that kind of money when you find it like that? What happens to it?

Captain BLANCHARD. Congressman, we don't do anything with it. We turn it over to either IRS or DEA, and then it is—

Mr. ZEFERETTI. You just turn it over. You just hold it for a while and then turn it over?

Captain BLANCHARD. Yes, sir. We notify both IRS, DEA, and State franchise tax. In this case, I don't know who the ultimate holder was.

And I think one of the emphases here today, that I have picked up on, is the cooperative effort that is necessary to combat the drug trafficking. Not being exposed to other areas of the country, and the cooperative efforts there, I can say that in this particular area we are extremely pleased with the cooperation of the Federal Government—Drug Enforcement Administration, U.S. Customs, IRS—the U.S. Coast Guard has been extremely helpful since Admiral Manning has been here. And we also cooperate with other local agencies, and State narcotics people.

Well, I will leave that open for questions.

[Captain Blanchard's prepared statement follows:]

PREPARED STATEMENT OF CAPTAIN ROBERT BLANCHARD, COMMANDING OFFICER, NARCOTICSDIVISION, LOS ANGELES POLICE DEPARTMENT

This testimony provides an overview of international and national narcotics trafficking as well as highlights of state and local narcotics problems confronting the Los Angeles Police Department today. Comparative analyses of annual narcotics seizures are provided in addition to arrest statistics to support the overview.

Because of recent developments in international affairs, intergovernmental control over the flow of illicit drugs is less than adequate. However, recent treaties with several countries, such as Mexico and Turkey, which provide for the extradition of drug traffickers, may prove to be an important tool in prosecuting international smugglers and lessening the impact of drug importation to this and other cities.

Heroin, cocaine, marijuana, phencyclidine (PCP), barbiturates, and amphetamines continue to be used and abused throughout the Los Angeles area. Statistical information gathered during 1980 reflects that some of these drugs are being abused at an alarmingly increasing rate, while others are being used less frequently.

Cocaine remains an extremely popular drug of abuse in Los Angeles with freebasing and smoking of the substance, which compound user health hazards, becoming more prevalent. Seizures of cocaine by the Los Angeles Police Department in 1980 increased a noticeable 41 percent over 1979.

It appears that the success of cocaine is due in part to the attitude that it is a harmless pleasure drug.

Phencyclidine (PCP), which was recently placed on the international control list, continues to be a problem. Seizures for 1980 increased an astounding 153 percent. This is a clear indication of the magnitude of the problem.

Extremely potent marijuana was even more prevalent in 1980 than in previous years. Sinsemilla, a product of California, is one of the most potent forms of marijuana in the world with a tetrahydrocannabinol (THC) content of 12 to 16 percent. Medical studies of marijuana have revealed that the drug is more harmful than previously believed. Therefore, the more powerful Sinsemilla and Colombian varieties of marijuana are proportionately more dangerous to users.

There is a marked increase in the use of drugs by our youth which can be directly attributed to the exposure of young people to drug paraphernalia and a drug oriented culture.

The direct correlation between narcotics use and escalating crime rates has been positively established. We have become victims of our own society.

Only through a concerted effort by law enforcement, the legislature and the judicial community, with total public awareness and support, can the narcotics problem be suppressed.

COCAINE

Cocaine continues to be the "Drug of Choice" among middle and upper income individuals. Cocaine seizures in 1980 showed a significant increase of 41 percent over 1979. A total of 183.32 pounds. This amount represents a street value of \$31,598,501. It is estimated that law enforcement intercepts only ten percent of the total drugs available. Applying this ratio to the 1980 cocaine seizure statistics, it can be projected that over 1,800 pounds of raw cocaine entered the Los Angeles area last year. At this rate, the impact on the economy of this City would have been in excess of \$300-million.

A rising trend in the drug scene is the freebasing of cocaine which is a simple chemical process utilizing two chemicals to remove the hydrochloride salts and inert adulterants from the cocaine. The result is a more pure, more potent substance known as freebase. Smoking cocaine in its freebase form presents additional dangers to the user. It creates a stronger drug which presents a much greater potential for abuse. It enters the lungs immediately, and in the opinion of many users, it is very addictive. Hyperactivity, insomnia, weight loss, depression, and paranoid psychosis are the medically recognized effects of freebase use.

The much publicized Richard Pryor incident highlighted cocaine freebasing. It should be noted that freebasing is generally confined to the wealthy or the cocaine dealer with easy access to the drug because of the inordinate

quantities required to complete the process. One Beverly Hills physician reported clients spending up to \$300,000 per year on their cocaine habits.

HEROIN

The Los Angeles Police Department seized 63.26 pounds of heroin during 1980 as compared with 42.81 pounds seized during 1979. This represents a 48 percent increase. Street values for heroin range from \$217,728 per pound for Mexican Brown to \$544,320 per pound for Asian White and Persian Beige.

The reason for the increase in heroin seizures in Los Angeles may be directly related to the political situations in the Middle East and Southeast Asia. In the recent past, middle-eastern and southeastern Asian countries, in cooperation with the United States, actively engaged in programs of opium eradication. Currently, relations with governments in these areas of the world preclude cooperation directed toward stemming the production and eventual smuggling of heroin into the United States.

Iranian or Persian Beige heroin is being seen quite frequently in the Los Angeles area. One treatment program director reports increasing numbers of middle class heroin users who have started smoking "Persian Dust", a non-water soluble heroin reportedly coming from Iran. Since the Iranian or Persian Beige heroin is non-water soluble, it is usually smoked. This method of administration is unique and, therefore, represents a much different drug abuse problem than injected heroin.

MARIJUANA

An astronomical increase in seizures of marijuana was experienced by the Los Angeles Police Department during 1980 as compared to 1979. A total of 48,787.62 pounds was seized in 1980 as opposed to 3,024.67 pounds the previous year. An increase of 1,513 percent. The estimated street value of the 1980 seizures equals \$107,330,700.

The National Association of Financial Institutions, a respected Colombian research organization sponsored by many Colombian banking and industrial concerns, has proposed that the Colombian government take over the production and marketing of marijuana. Sponsors believe that revenue gained will benefit the country's economy. The estimated yearly profit to Colombia from marijuana trafficking is \$1.5-billion.

Sinsemilla (seedless marijuana) is produced by culling male marijuana plants to prevent the pollination of female plants. This enables the female plants to store the tetrahydrocannabinol (THC), not used to produce seeds, in the buds, thereby making the plants extremely potent.

California, particularly the northern part, is considered the Nation's top producer of seedless and regular marijuana.

PHENCYCLIDINE (PCP)

During 1980, the Los Angeles Police Department seized 41,645,785 units of phencyclidine (PCP). This is an increase of 25,172,077 units, 153

percent, over 1979. Total seizures include all forms of PCP; liquid, crystal, and "Angel Dust". The increase in seizures represents not only intensified enforcement efforts, but also increased use of information sources and police and public education programs.

As a result of recent unfortunate incidents, the news media and the public have become more acutely aware of the widespread use, manufacture, and effects of PCP.

The lack of effective physical restraint methods to control persons under the influence of PCP continues to be a major problem. Exhibits of "superhuman" strength continue to occur while under the influence of this drug. People under the influence have broken handcuffs used to control them and continue to present a threat to the public and the police.

Los Angeles continues to hold the dubious title of "PCP Capitol of the World".

AMPHETAMINES

During 1980, 388,049 units of amphetamines were seized by the Los Angeles Police Department. A comparison with the 1979 seizures, 596,740 units, indicates that there was a 35 percent decrease.

As with 1979, several reasons may account for the decrease. The use of other types of drugs is probably more fashionable. Marijuana, cocaine,

and phencyclidine (PCP) are now used by former "whites" users. Legitimate acquisition through prescriptions may also account for supplying this drug to some abusers.

The 1972 production quota reduction has also limited the availability of amphetamines to the illegal market.

Through the use of available indicators, it is possible to imply that amphetamine abuse has decreased drastically since 1960, and it now appears that amphetamines are an infrequently abused drug.

BARBITURATES

During 1980, 38,384 units of barbiturates were seized by the Los Angeles Police Department. Comparing this figure with the 1979 seizures, 93,208 units, indicates a 59 percent decrease in the number of units seized.

The overall barbiturate seizures have declined since 1975. This fact alone indicates that barbiturates represent a relatively small portion of the total narcotics bought or sold in the City of Los Angeles.

DRUG PARAPHERNALIA

An increasing number of youngsters seem to be purchasing legal drug paraphernalia. Since many record stores have head shops located in conspicuous places, it is almost impossible for youthful record buyers

to avoid the attractive displays of hash pipes, coke spoons, cutting agents and drug magazines. Efforts to control drug paraphernalia via legislation have met stiff resistance from head shops and various segments of the community.

SCHOOL NARCOTICS BUY PROGRAM

The average age of the narcotics user has been reduced over the past several years with drug abuse now being evidenced at the elementary school level. Peer pressure, parental complacency, and exposure to a drug oriented culture account for the rise in juvenile drug use. The increases in juvenile usage can be evidenced by arrest and seizure statistics of the Los Angeles Police Department School Narcotics Buy Program.

A. <u>Arrests</u> (43 Schools)	<u>1979</u>	<u>1980</u>	<u>% of Increase/Decrease</u>
	260	358	+ 38
B. <u>Seizures</u>	<u>Fall 1979</u>	<u>Fall 1980</u>	<u>% Change</u>
Marijuana	931.8 gms	5,934.0 gms	+ 537
Hashish	109.3 gms	84.7 gms	- 23
Hashish Oil	4.8 gms	--	--
LSD	123 units	52 units	- 58
Amphetamines	15 units	210 units	+1,300
Quaaludes	22 units	29 units	+ 32
Cocaine	3.4 gms	14.9 gms	+ 338
PCP	109 units	600 units	+ 450

B. Seizures Continued

	<u>Fall 1979</u>	<u>Fall 1980</u>	<u>% Change</u>
Psilocybin (mushrooms)	19.0 gms	5.0 gms	- 74
Barbiturates	33 units	--	--
Heroin	.5 gms	--	--

AIR SMUGGLING

The smuggling of drugs into the United States via general aviation aircraft continues to be an increasing problem for Federal, State and local law enforcement agencies. Information has been developed that indicates the existence of several large, nationwide air smuggling organizations operating primarily out of Southern California, Nevada and Arizona. These criminals are using both large, cargo-type aircraft and small twin and single-engine planes to transport huge quantities of marijuana, methaqualone and cocaine into the dry lake-bed areas of Southern California. Most of the cargo is destined for the Los Angeles area. Sophisticated electronics surveillance and counter surveillance devices and communications equipment are being used by the smugglers to facilitate their illicit operations. Aircraft smuggling is being investigated by most major narcotic investigative agencies. However, smugglers are usually well organized and funded, highly mobile and operate without regard for international boundaries. These factors often frustrate efforts toward interdiction.

From a review of the magnitude of the problem, it is clear that no one agency

alone can combat the trafficking of narcotics and drugs by air, or impact the numerous violations of international, federal and state laws associated with that activity. Of the approximately 300 pilots identified as connected to aircraft crimes, all have been linked to numerous illegal activities, such as theft of aircraft, smuggling of narcotics, guns and other contraband, transporting large amounts of currency, insurance frauds, violations of Federal Aviation Agency flight rules and regulations, Interstate Commerce Commission violations, wire fraud and bribery.

NARCOTICS RELATED CRIMES

Temple University School of Medicine conducted a three year study involving 243 male heroin addicts in Baltimore which revealed that the addicts had committed more than 600,000 crimes over an 11 year period. Each addict committed an average of one crime a day for 248 days a year while under the influence of an opiate. Theft was the main crime.

The Los Angeles Police Department recently completed a study which showed that one-third of all homicides committed in the City during 1980 were in some manner narcotic related. Relative to this study is the fact that, during 1980, 728 guns were seized in conjunction with narcotics arrests.

PROBLEM AREAS

One of the most serious problems facing law enforcement today in the war on drugs is the lack of adequate communications security. Under current

law any person can purchase a relatively inexpensive monitoring device and intercept radio communications of law enforcement. To the narcotics trafficker, the expenditure of several hundred dollars is a minimal and wise investment to thwart investigators and protect multi-million dollar deals.

Most narcotic investigations are multi-jurisdictional in scope and beyond the resources of any single agency. To this end, additional resources are necessary to impact the drug problem. Special equipment and vehicles, such as airplanes, boats, off-road vehicles, electronics, optics and automated information systems, must be made available to local agencies to properly combat narcotics trafficking.

Additional task forces in specific areas, such as air and marine smuggling, would greatly enhance enforcement efforts. Los Angeles is fortunate to the extent that interagency cooperation is excellent; however, more multi-agency effort is essential.

CONCLUSION

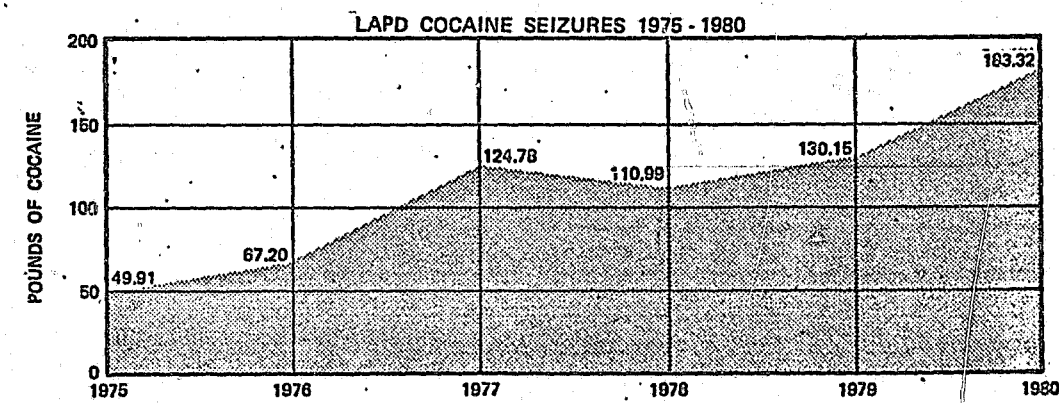
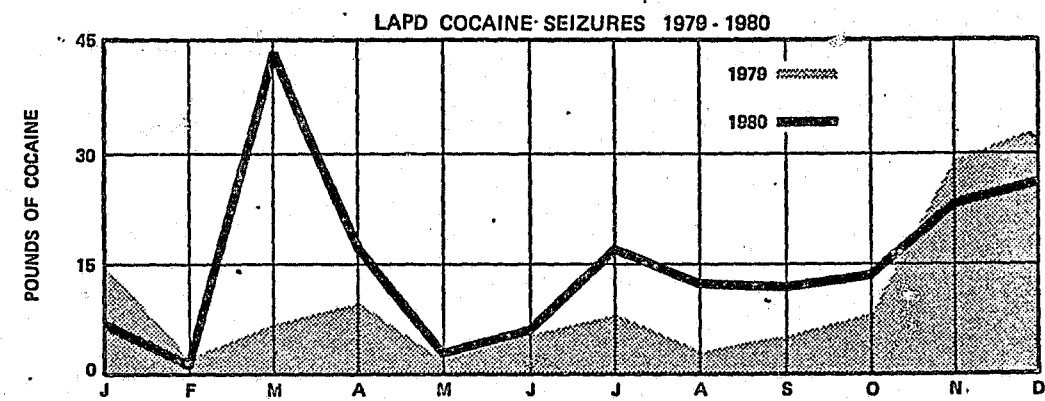
The narcotics problem in Los Angeles is growing at an alarming rate and is affecting all walks of life and all economic levels without regard for age, sex or race. The attendant crime problems are turning our society into a state of chaos and making it impossible for law-abiding citizens to enjoy our democracy.

It is hoped that hearings, such as this, will heighten public awareness and gain legislative and judicial support for a dedicated law enforcement community in their fight against drug abuse.

LOS ANGELES POLICE DEPARTMENT
COCAINE SEIZURES

Comparison of 1979 and 1980 Seizures

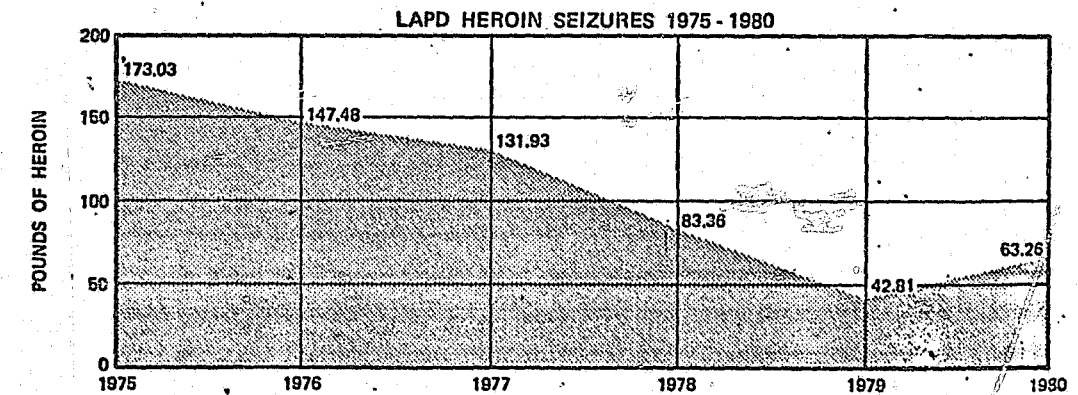
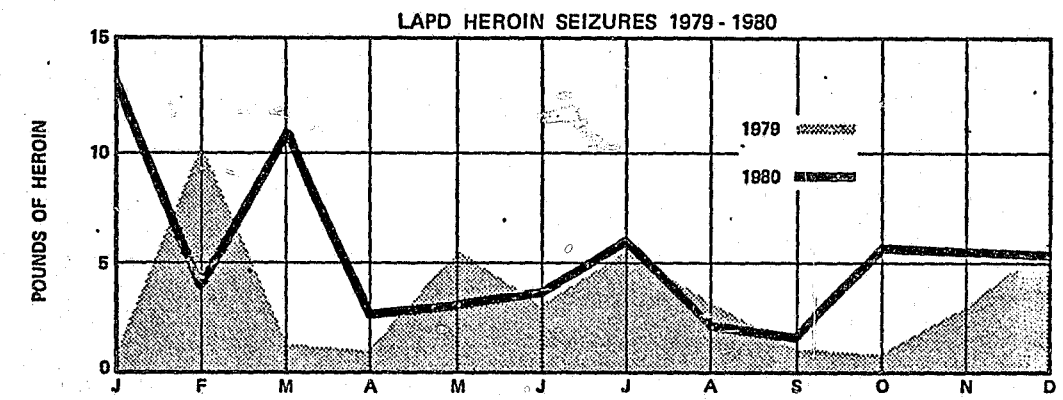
Month	1979	1980	% Change
January	14.97 lbs	6.79 lbs	- 55%
February	2.83 lbs	1.77 lbs	- 37%
March	7.49 lbs	43.60 lbs	+ 482%
April	10.22 lbs	17.57 lbs	+ 72%
May	1.61 lbs	2.49 lbs	+ 55%
June	5.82 lbs	6.08 lbs	+ 4%
July	7.92 lbs	17.78 lbs	+ 124%
August	3.41 lbs	11.96 lbs	+ 251%
September	5.21 lbs	11.73 lbs	+ 125%
October	8.26 lbs	13.88 lbs	+ 68%
November	28.89 lbs	23.76 lbs	- 18%
December	33.62 lbs	25.91 lbs	- 23%
TOTAL	130.15 lbs	183.32 lbs	+ 41%



LOS ANGELES POLICE DEPARTMENT
HEROIN SEIZURES

Comparison of 1979 and 1980 Seizures

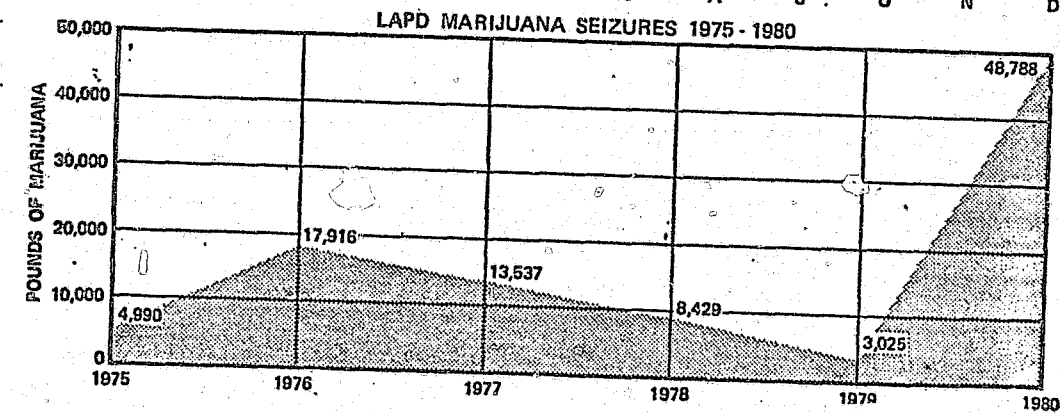
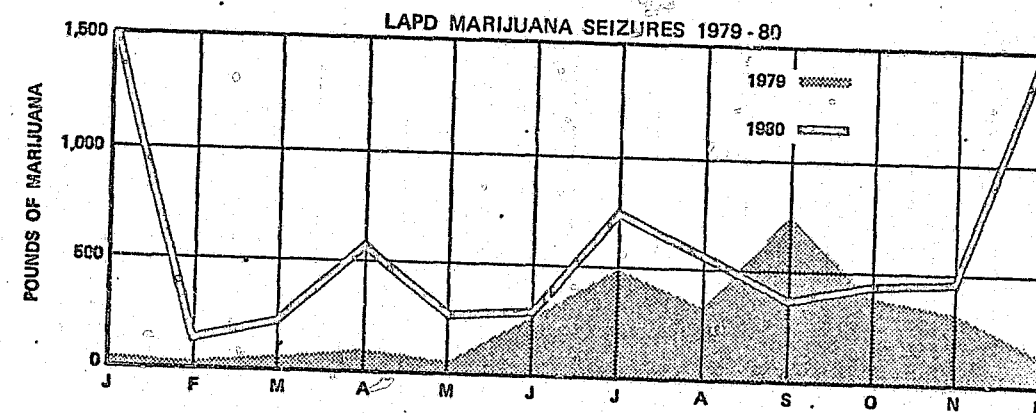
Month	1979	1980	% Change
January	1.13 lbs	12.73 lbs	+ 1,027%
February	10.09 lbs	3.92 lbs	- 61%
March	1.86 lbs	11.16 lbs	+ 500%
April	.87 lbs	2.40 lbs	+ 176%
May	5.54 lbs	3.05 lbs	- 45%
June	2.79 lbs	3.50 lbs	+ 25%
July	5.45 lbs	6.03 lbs	+ 11%
August	3.20 lbs	2.10 lbs	- 34%
September	1.43 lbs	1.65 lbs	+ 16%
October	1.29 lbs	5.70 lbs	+ 342%
November	3.11 lbs	5.55 lbs	+ 78%
December	6.05 lbs	5.47 lbs	- 10%
TOTAL	42.81 lbs	63.26 lbs	+ 48%



LOS ANGELES POLICE DEPARTMENT MARIJUANA SEIZURES

Comparison of 1979 and 1980 Seizures

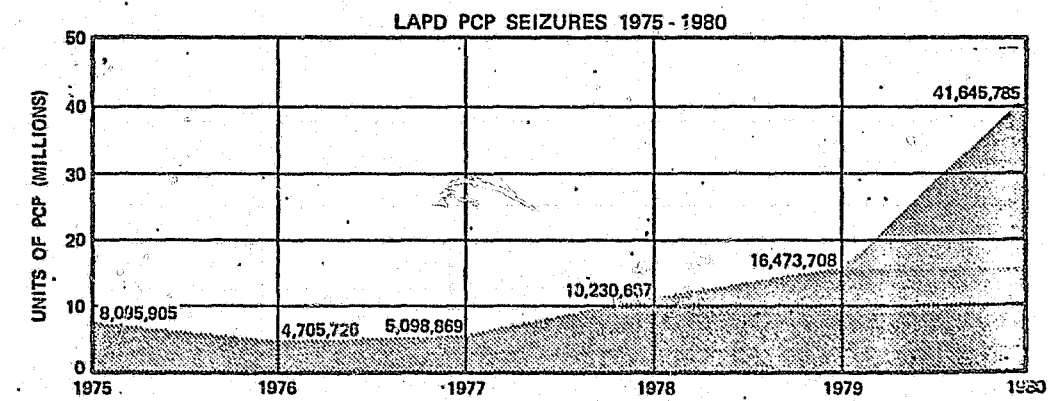
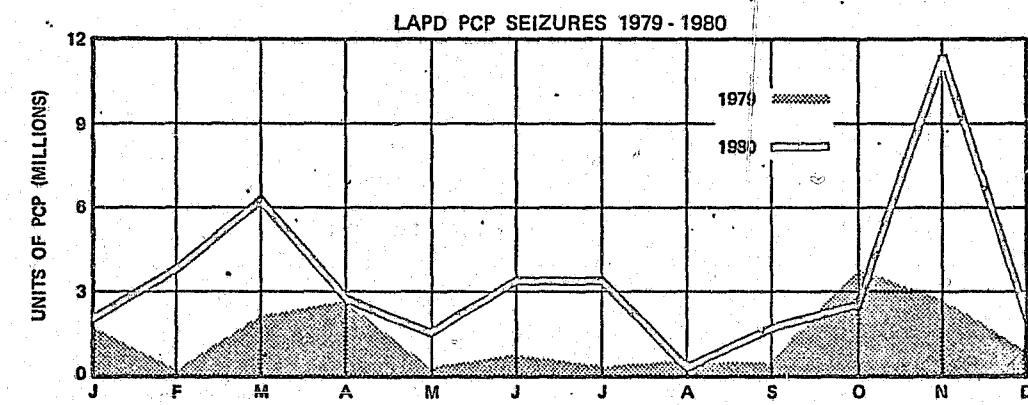
Month	1979	1980	% Change
January	39.58 lbs	2,492.16 lbs	+ 620%
February	31.45 lbs	128.15 lbs	+ 307%
March	54.01 lbs	217.89 lbs	+ 303%
April	105.12 lbs	576.39 lbs	+ 448%
May	49.13 lbs	247.05 lbs	+ 403%
June	276.60 lbs	281.71 lbs	+ 2%
July	498.89 lbs	730.86 lbs	+ 46%
August	328.78 lbs	548.62 lbs	+ 67%
September	768.07 lbs	352.09 lbs	- 54%
October	398.43 lbs	433.30 lbs	+ 9%
November	319.70 lbs	451.27 lbs	+ 41%
December	154.91 lbs	42,328.13 lbs	+ 27,224%
TOTAL	3,024.67 lbs	48,787.62 lbs	+ 1,513%



LOS ANGELES POLICE DEPARTMENT PHENCYCLIDINE SEIZURES

Comparison of 1979 and 1980 Seizures

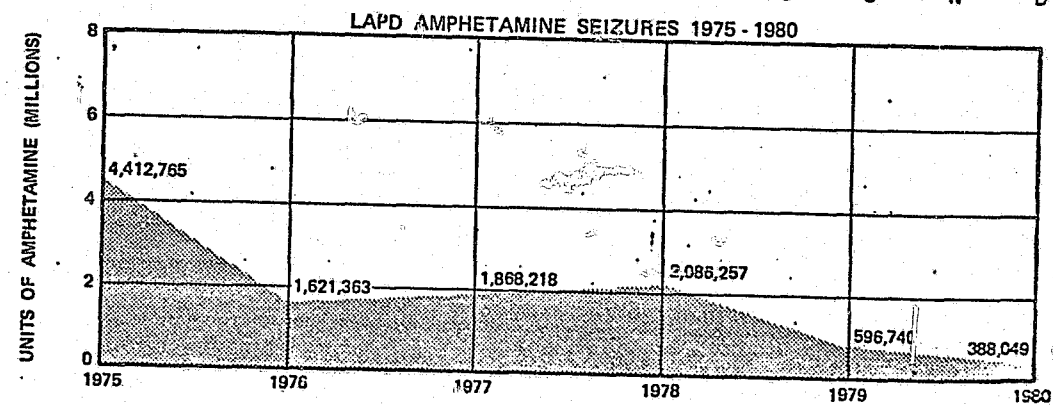
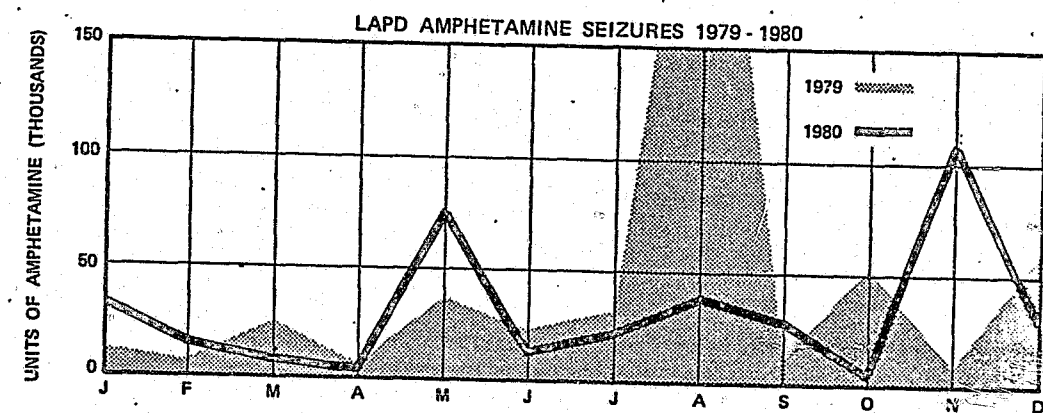
Month	1979	1980	% Change
January	1,626,511 units	2,182,392 units	+ 34%
February	20,333 units	3,715,769 units	+ 1,817%
March	2,093,276 units	6,286,474 units	+ 200%
April	2,561,786 units	2,883,572 units	+ 13%
May	119,529 units	1,572,158 units	+ 1,215%
June	880,665 units	3,454,113 units	+ 292%
July	263,460 units	3,425,176 units	+ 1,200%
August	587,526 units	130,267 units	- 78%
September	335,228 units	1,653,240 units	+ 393%
October	4,018,186 units	2,482,893 units	- 38%
November	2,848,199 units	11,497,661 units	+ 304%
December	1,119,009 units	2,362,070 units	+ 111%
TOTAL	16,473,708 units	41,645,785 units	+ 153%



LOS ANGELES POLICE DEPARTMENT AMPHETAMINE SEIZURES

Comparison of 1979 and 1980 Seizures

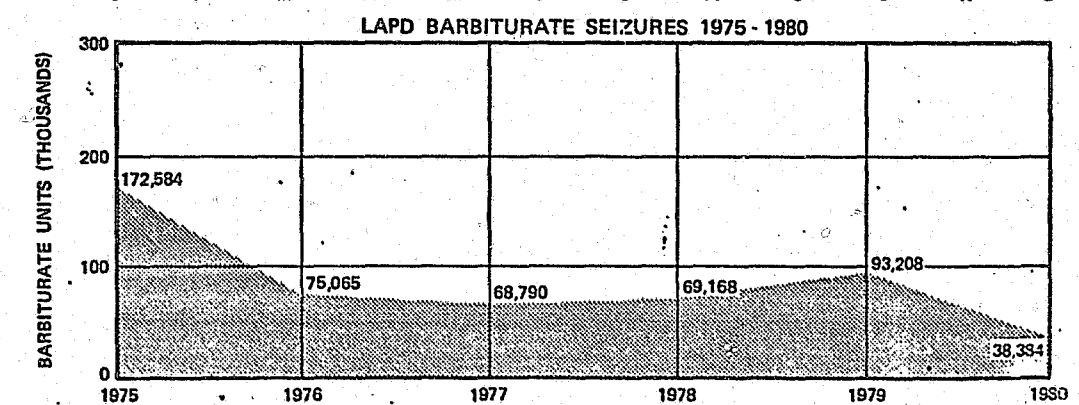
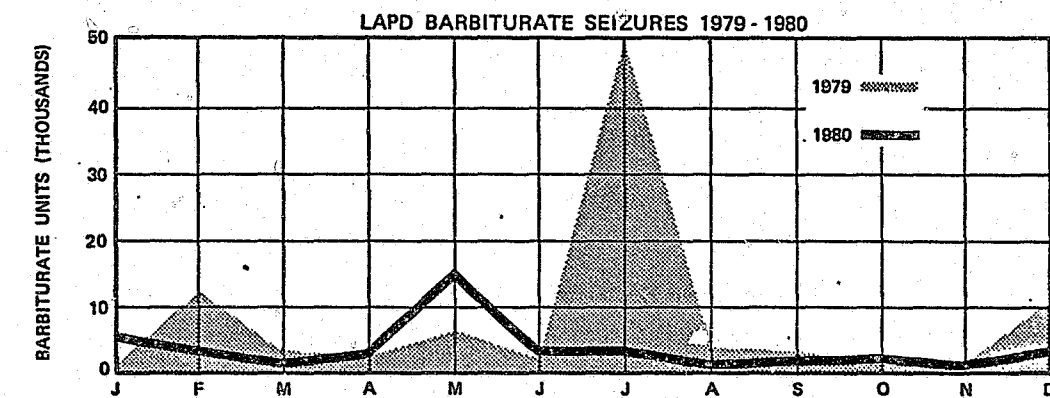
Month	1979	1980	% Change
January	12,058 units	33,653 units	+ 179%
February	7,475 units	15,891 units	+ 113%
March	25,378 units	8,716 units	- 66%
April	6,501 units	4,670 units	- 28%
May	36,041 units	77,895 units	+ 116%
June	23,621 units	13,417 units	- 43%
July	31,838 units	23,664 units	- 26%
August	321,397 units	39,097 units	- 88%
September	11,510 units	28,676 units	+ 149%
October	52,819 units	3,517 units	- 93%
November	8,405 units	108,470 units	+ 1,191%
December	59,697 units	30,383 units	- 49%
TOTAL	596,740 units	388,049 units	- 35%



LOS ANGELES POLICE DEPARTMENT BARBITURATE SEIZURES

Comparison of 1979 and 1980 Seizures

Month	1979	1980	% Change
January	939 units	4,890 units	+ 421%
February	12,659 units	2,926 units	- 77%
March	3,011 units	1,037 units	- 66%
April	1,558 units	2,330 units	+ 50%
May	5,913 units	15,207 units	+ 157%
June	1,124 units	2,162 units	+ 92%
July	49,104 units	2,367 units	- 95%
August	3,888 units	1,071 units	- 72%
September	2,781 units	1,687 units	- 39%
October	848 units	1,618 units	+ 91%
November	895 units	660 units	- 26%
December	10,488 units	2,429 units	- 77%
TOTAL	93,208 units	38,384 units	- 59%



NARCOTIC-RELATED HOMICIDES OVERVIEW

The attached graph charts were compiled to show the incidence rate of narcotic-related homicides in the Los Angeles area. The data compiled is the result of a survey conducted of five geographical divisions. The resulting figures and percentages were obtained by hand searching each of the 400 homicide cases and reading the case reports, the witnesses statements, the coroner's reports, the arrest records of the victim and suspects; and by observing the case photographs.

In cataloging the results, three categories were used to reflect the types of narcotic-related homicides; positive, probable and possible. For the purpose of this report, the following definitions are given for the above categories:

POSITIVE: The given set of facts in the case show a direct relationship between narcotics and said homicide.

PROBABLE: The given set of facts in the case show an indirect relationship between narcotics and said homicide.

POSSIBLE: The given set of facts in the case infer an indirect relationship between narcotic use and said homicide.

The following Statistics are given in support of the graphs. Although they reflect the total facts available, it must be observed that a large number of the homicides were not solved, and listed no known suspects or motives. Many of these cases would prove to be narcotic-related if all the facts were available, thus increasing the appropriate percentages accordingly.

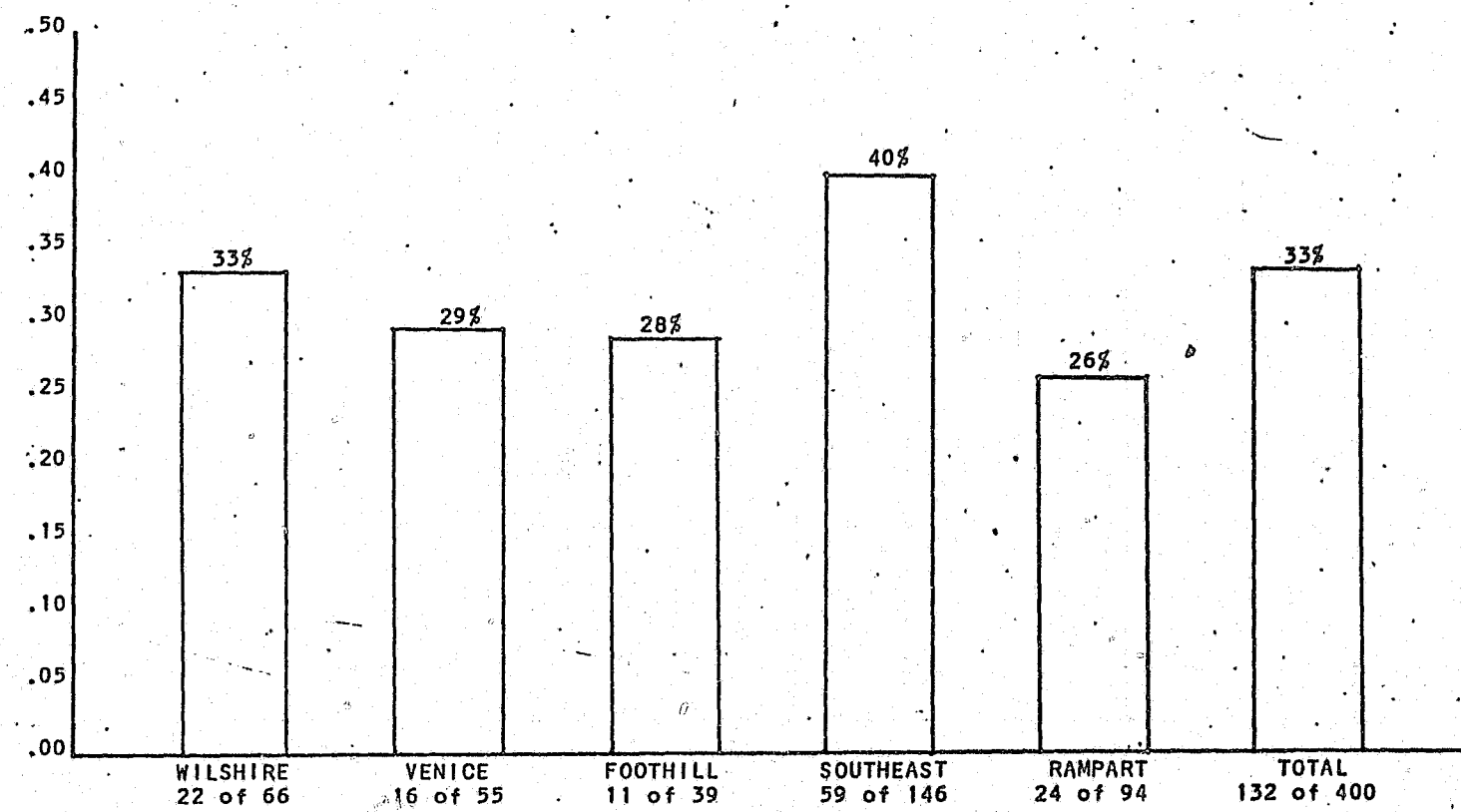
PREPARED BY:

Jack Castleberry
Carolyn Murphy
N.I.N.

STATISTICAL CHARTS RAW DATA BREAKDOWN										
DIVISION	NO. OF CASES	% HARCO RELATED	% POSSIBLE	% PROBABLE	% POSITIVE	% VICTIMS	% SUSPECTS	% DEALERS	% SOLVED	% UNSOLVED
FOOTHILL	39	28 11 of 39	27 3 of 11	18 2 of 11	55 6 of 11	82 9 of 11	55 6 of 11	73 8 of 11	91 10 of 11	09 1 of 11
SOUTHEAST	146	40 59 of 146	31 18 of 59	16 10 of 59	53 31 of 59	78 46 of 59	51 30 of 59	49 29 of 59	56 33 of 59	44 26 of 59
RAMPART	94	26 29 of 94	33.3 8 of 24	33.3 8 of 24	33.3 8 of 24	42 10 of 24	79 19 of 24	71 17 of 24	75 18 of 24	25 6 of 24
HILSHIRE	66	33 22 of 66	18 4 of 22	27 6 of 22	55 12 of 22	77 17 of 22	64 19 of 22	68 15 of 22	32 7 of 22	68 15 of 22
VENICE	55	29 16 of 55	38 6 of 16	24 4 of 16	38 6 of 16	63 10 of 16	63 10 of 16	63 10 of 16	56 9 of 16	44 7 of 16
ALL DIVISIONS	400	33 132/400	30 132	22 132	48 132	70 132	60 132	60 132	58 132	55 132

PERCENTAGE OF 1980 HOMICIDES SHOWN TO BE NARCOTICS RELATED^a

BY DIVISIONS



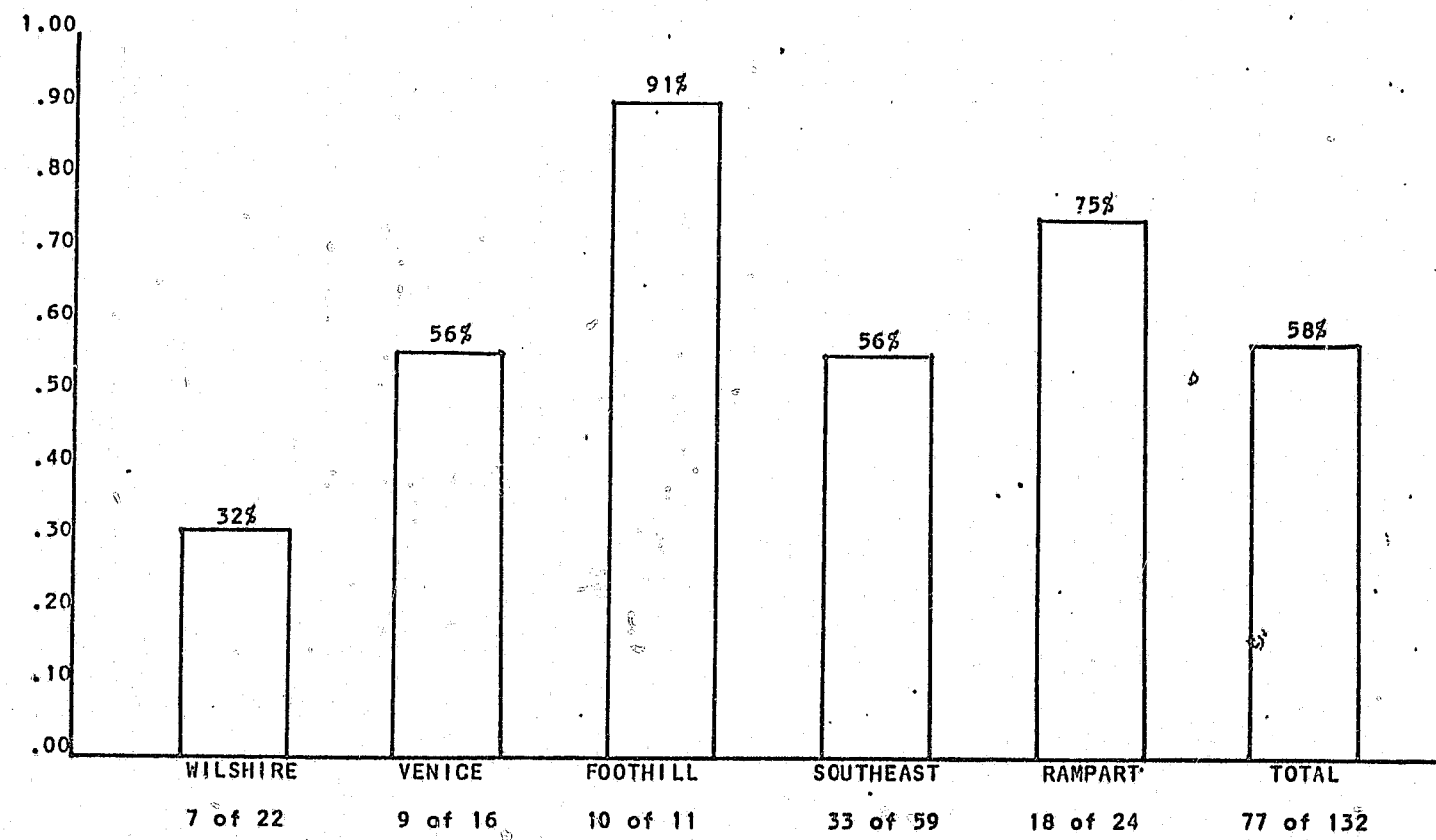
*INCLUDES CATEGORIES POSSIBLE, PROBABLE, AND POSITIVE

PREPARED BY NIN, JAN. 1981

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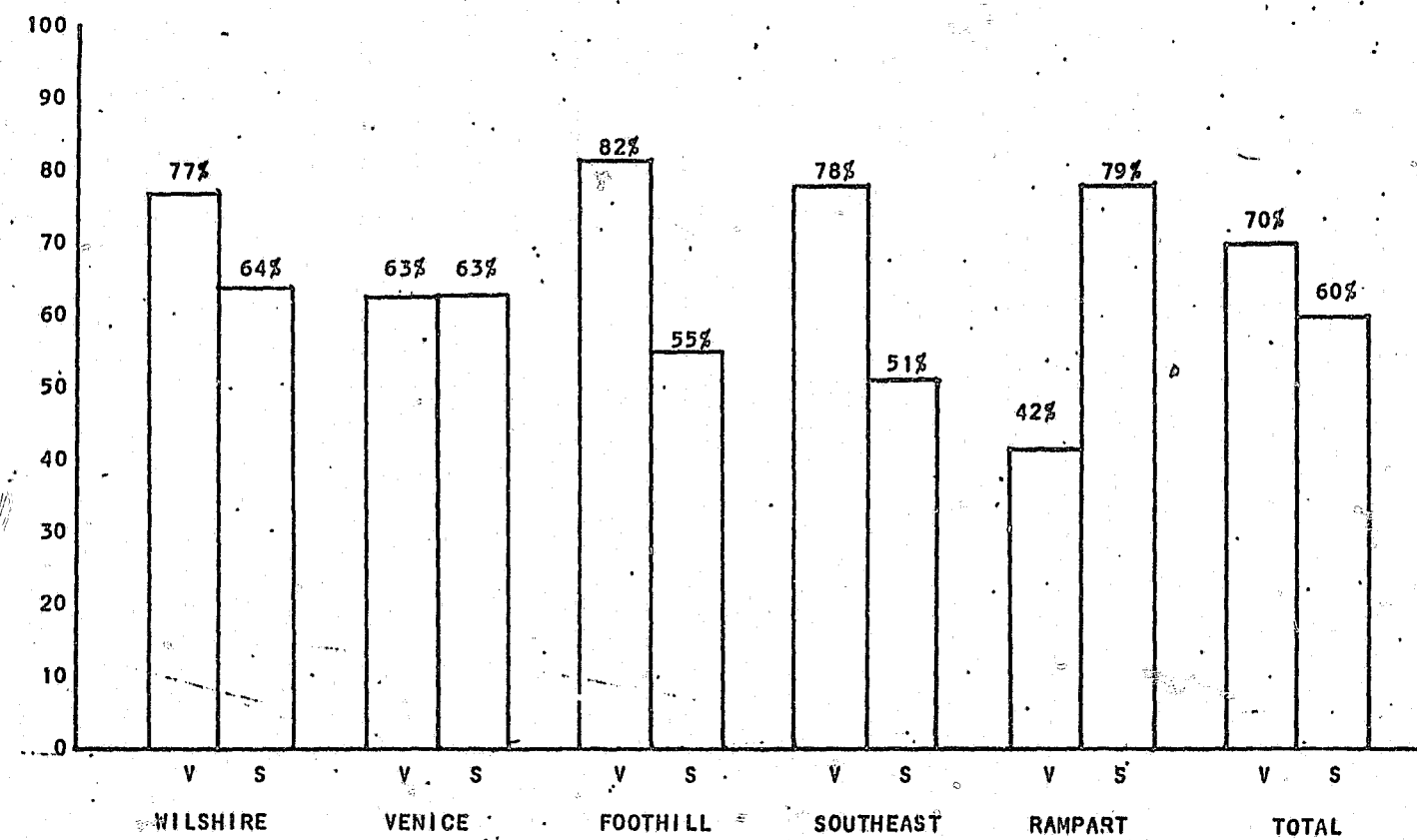
PERCENTAGE OF 1980 NARCOTIC-RELATED HOMICIDES CLEARED BY ARREST

BY DIVISIONS



PREPARED BY NIN, JAN. 1981

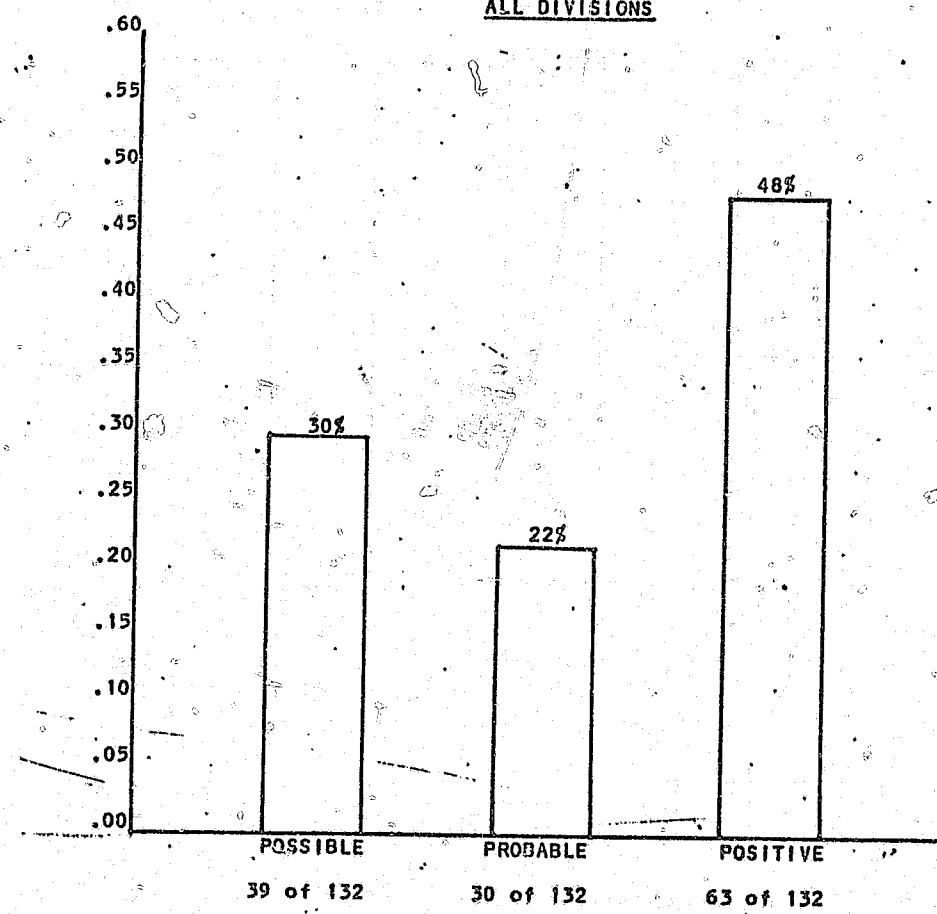
1980, NARCOTIC-RELATED HOMICIDES BREAKDOWN TO VICTIM/SUSPECT PERCENTAGE



PREPARED BY NIN, JAN. 1981

1980 NARCOTIC-RELATED HOMICIDES BY CATEGORY

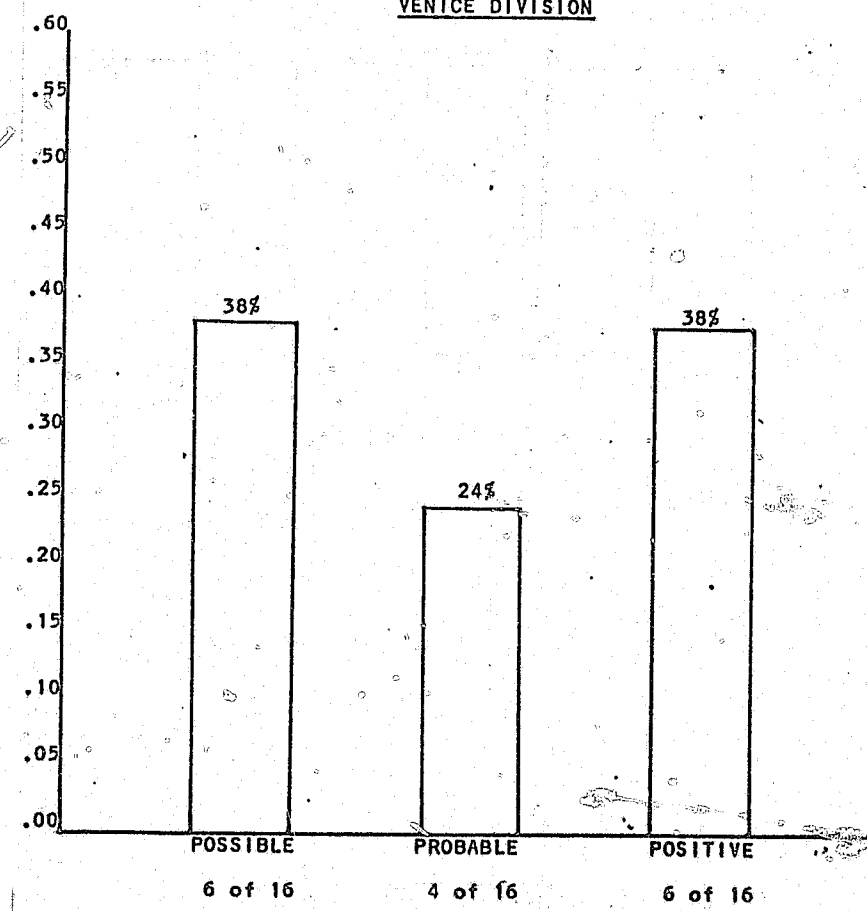
ALL DIVISIONS



PREPARED BY NIN, JAN. 1981

1980 NARCOTIC-RELATED HOMICIDES BY CATEGORY

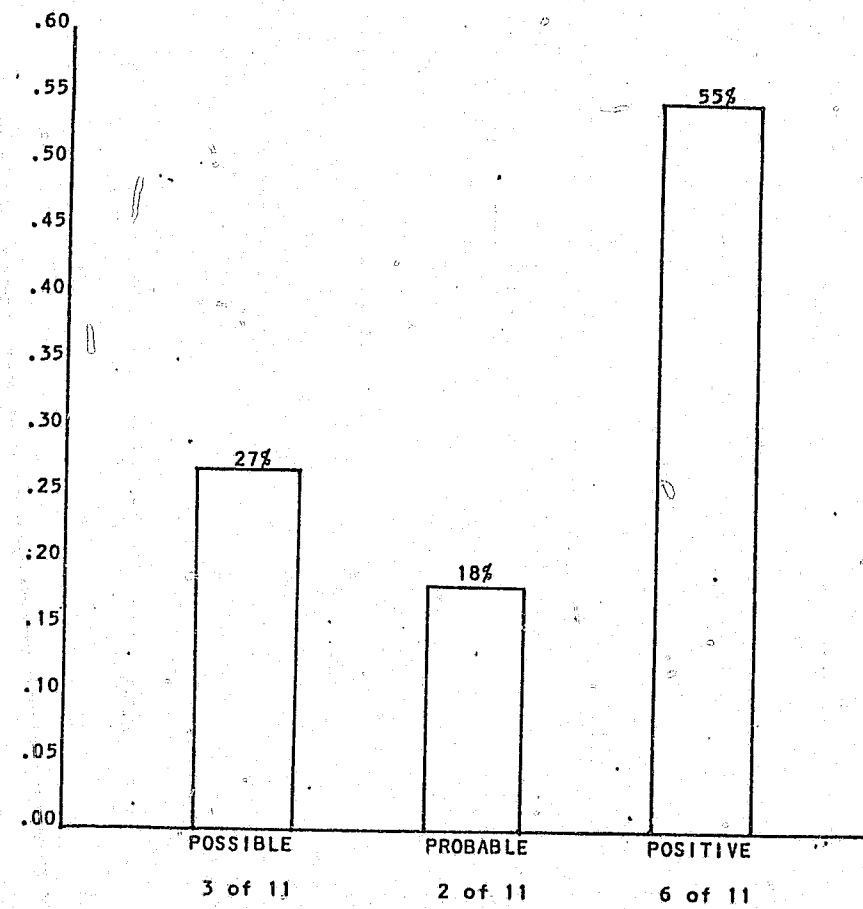
VENICE DIVISION



PREPARED BY NIN, JAN. 1981

1980 NARCOTIC-RELATED HOMICIDES BY CATEGORY

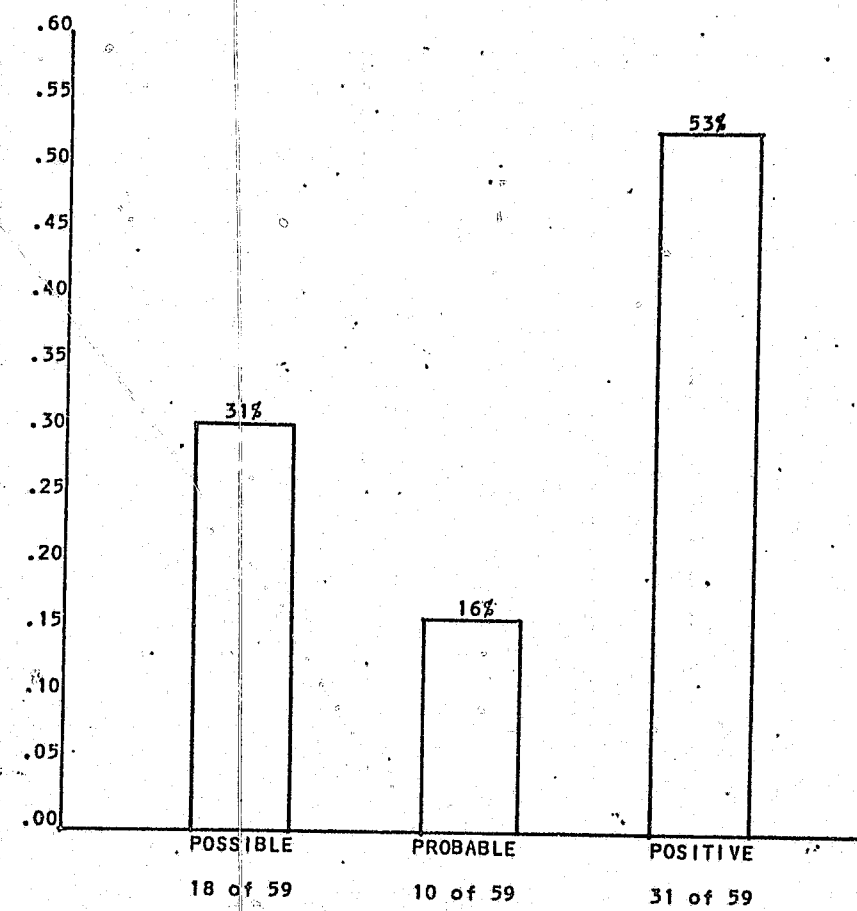
FOOTHILL DIVISION



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1980 NARCOTIC-RELATED HOMICIDES BY CATEGORY

SOUTHEAST DIVISION

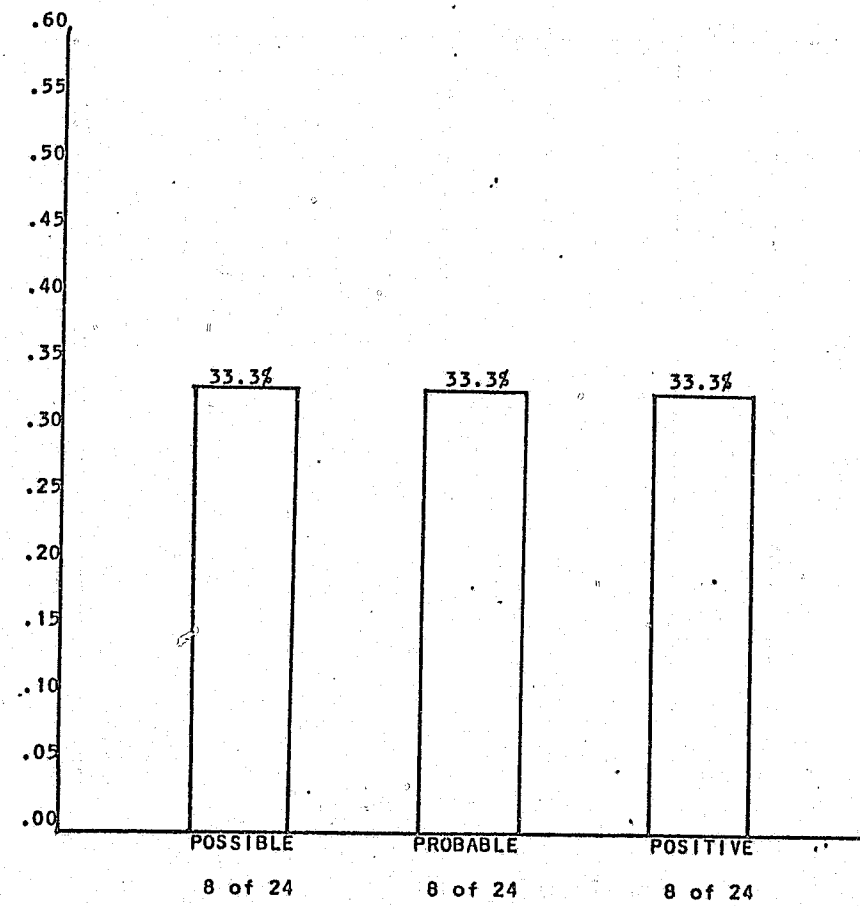


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PREPARED BY NIN, JAN. 1981

1980 NARCOTICS-RELATED HOMICIDES BY CATEGORY

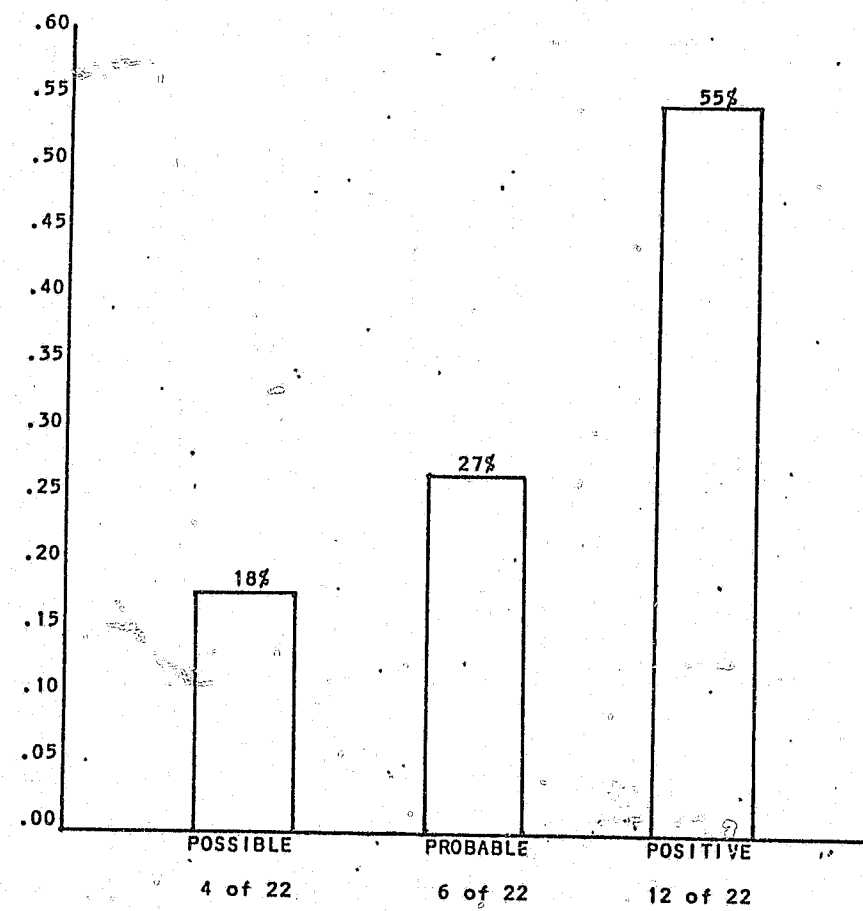
RAMPART DIVISION



PREPARED BY NIN, JAN. 1981

1980 NARCOTIC-RELATED HOMICIDES BY CATEGORY

WILSHIRE DIVISION



PREPARED BY NIN, JAN. 1981

Mr. ZEFERETTI. There was a statement circulated, statistics in homicides related to drug use.

Captain BLANCHARD. Yes, sir. That is one that we recently did. I think Los Angeles, in 1980, had over 1,000 homicides, and we did a survey of 400 of those homicides, and of the ones that the suspects were identified, or naturally where we have a victim, we were able to determine that there was at least some connection to that homicide and narcotics; either the victim or the suspect was a narcotics or drug abuser, or it might have been a drug ripoff where the pusher was being ripped off for his stash of narcotics, or over just a plain dispute over supplying it.

So we are rather concerned about that particular aspect.

Mr. ZEFERETTI. How much of an increase has there been, Captain, from year to year? How high have you gone?

Captain BLANCHARD. To my knowledge, Congressman, this is the first time we have done that type of a survey.

Mr. DORNAN. Would the gentleman yield?

You recall, Mr. Chairman, I used the Los Angeles P.D. figures on the floor of the Congress the day we were battling to have this committee reconstituted. As I recall, the figures you gave me were 1,021 homicides in 1980, whereas the total figure for 1970 was 394. The drug-related deaths in 1980 was something like 337. So it is approaching the total death rate of just 10 years ago. Is that pretty much the same figure?

Captain BLANCHARD. Congressman Dornan, I don't recall what it was in the prior year. But I think the 1980 figure is familiar to me. It was over a thousand. We took a sample of 400 of those, and did our survey.

Mr. DORNAN. I know in the county it is much larger. I remember December 8, 1972, the month that everybody was declaring for mayor in that election—December 8, 1972, we passed 500 for the first time in the city of Los Angeles. So we more than doubled that. And you are going to continue to keep track. It will be a low, conservative estimate because you will also go on the side of the conservative figure of drug-related deaths.

Captain BLANCHARD. Yes. We tried very hard to establish some definite connection between the narcotics and the death.

Mr. ZEFERETTI. How big is your unit, Captain?

Captain BLANCHARD. We have approximately 232 officers assigned to our unit. There is an additional 42 officers assigned to juvenile narcotics enforcement. So about 275.

Mr. ZEFERETTI. Do you anticipate any growth in that unit or lessening?

Captain BLANCHARD. Well, currently we are carrying approximately a 9 percent vacancy factor, and that is due in some degree to our hiring problems that we are currently undergoing. Other than that, I certainly would hope that we would have no further reductions from our organizational strength.

Mr. ZEFERETTI. Any idea what your total budget is for the coming year?

Captain BLANCHARD. Well, we know for our fiscal year, we are estimating that our personnel budget is a little over \$13 million. The total police department budget is \$271 million.

Mr. ZEFERETTI. That will give you approximately what strength at that level?

Captain BLANCHARD. Well, using those figures, it is 4 percent of the total police department budget for operating expenses. Now, those are primarily for personnel expenses. We do have additional funds for informants, for the purchases of narcotics.

Mr. ZEFERETTI. How much buy-money have you got?

Captain BLANCHARD. We have—

Mr. ZEFERETTI. Is that in that same figure? Or is this \$13 million strictly a personnel figure?

Captain BLANCHARD. That was a personnel figure I just gave you, Congressman.

We operate with \$127,000, and at times that is expanded.

Mr. ZEFERETTI. The level that you just testified to, the personnel levels and the money levels, is that in keeping with what you have had in the past, or is there a lessening, or are you up to par, or what?

Captain BLANCHARD. No. I think it is probably representative of a continuing percentage, because we did, our department consolidated all of our narcotics enforcement a little over 2½, 3 years ago. And so we did have at that time a substantial personnel cut. But since that time, we have maintained a relatively stable figure.

Mr. ZEFERETTI. Were you getting any additional moneys from LEAA at the time of its existence—since it is fading out?

Captain BLANCHARD. We were not getting any direct funds, to my knowledge—not into the narcotics division. I am not speaking for the department but for the narcotics division.

Mr. ZEFERETTI. As far as enforcement money, it could have gone for treatment and that kind of thing, but not for enforcement?

Captain BLANCHARD. That is right.

Mr. ZEFERETTI. Thank you.

Mr. Dornan?

Mr. DORNAN. Thank you, Mr. Chairman.

Captain, one of the controversial programs that the Los Angeles Police Department tried to implement on the high school campuses was to take some of your younger-faced officers right out of the academy, reenroll them in high school, and try and do something about this plague of drug abuse in our schools. Our distinguished mayor said this morning that 20 percent of junior high school students, by recent survey, have used more than one type of illegal substance, and over 40 percent on our high school campuses.

We spend so much time in Congress back on the east coast—at least we did the first 4 years I was there—that you tend to lose a little touch on the community on local stories. What is the latest situation with this police undercover work on high school campuses?

Captain BLANCHARD. Well, we are happy to report that the program has been allowed to continue. We are not happy to report that we are finding that drugs are more and more being abused on our campuses, and by younger and younger victims, if you will.

Mr. DORNAN. Citywide?

Captain BLANCHARD. Yes, sir.

Mr. DORNAN. Including wealthier economic base high schools, like Pacific Palisades?

Captain BLANCHARD. It includes all strata. We purposely select schools that are representative of the total city, and rotate the schools so that we will get to each school in a given period of time. It is not every year that we get to every school.

Mr. DORNAN. Do you still have the program where your officers on a public relations basis circulate male and female officers, through the high school system making drug abuse and preventative medicine presentations to the young people?

Captain BLANCHARD. No, Congressman. That program was eliminated a couple of years ago, due to budgetary problems.

Mr. DORNAN. That is most unfortunate. I can remember back in 1968 and 1969 when some of the finest looking officers, male and female, of all ethnic backgrounds, and races, went out on the high school campuses and reported that they had a tremendous feedback from these young people who are looking for role models. They would tell them exactly what these substances can do to them. And I thought it was very productive. I am sorry to hear the money is not available for that.

Captain BLANCHARD. Well, again, fortunately, we still have some officers that are able to go out on invitation and speak to classes, and to the teachers and administrators. I think the program that you were talking about was "Police Role in Government," and they were actually instructors on the campus, and they had much more exposure to the students, and I think the students more readily approached them with questions regarding drugs and other law enforcement problems. Now we just go out and attempt to educate them on an invitational basis to the problems with drugs, drug abuse.

Mr. DORNAN. One of our prior witnesses said that the situation was moving beyond control so rapidly that he felt like George Armstrong Custer riding into the Bighorn area. Is the morale good in the narcotics division of the L.A.P.D., in spite of the fact that they may be chiseling on a piece of marble with a wet toothpick? That is from an old detective series, "Pat Novak for Hire".

Captain BLANCHARD. I think you will find that there is extreme dedication by the officers assigned to the total department, really. But, in particular, we feel the officers assigned to the narcotics division and narcotics enforcement are extremely dedicated officers. Yes, they get very discouraged at times when they see drug smugglers walk out of court because of some legal technicality, or because some investigation is frustrated because we don't have the communications capabilities or other capabilities to pursue it to its fruition.

So there is a lot of dedication. There is frustration. But I think they recognize the danger of the drugs and the narcotics that are coming into this country, and they see it daily, and so what they can do, I think they receive some satisfaction from that.

Mr. DORNAN. Los Angeles is the most undermanned police department in any major metropolitan city in the country. Correct?

Captain BLANCHARD. Yes, sir.

Mr. DORNAN. I have a son that hopes to enter the academy in September. He has always talked since he was 10 years of age about serving on narcotics enforcement. I had him with me in Costa Rica this week, and I saw him raided right in front of my

eyes by drug enforcement officers. They said, "Look, 4 good years with L.A.P.D. and we will take you in a minute on DEA. L.A.P.D. officers make our best drug enforcement people."

Do you have a problem losing people? As a matter of fact, the embassies in San Salvador said that the best security people at the embassies are former L.A.P.D. officers. Do you have a drain of people away to Federal agencies, because you do have such an excellent reputation in Los Angeles?

Captain BLANCHARD. Well, we certainly appreciate that recognition. But I don't know that that is a significant problem. But I do know that we do, yes, lose officers daily.

Mr. DORNAN. You mentioned earlier, that if you didn't have recruiting problems, you hoped to maintain the barely minimum levels that you have now. What is causing recruiting problems?

Captain BLANCHARD. Congressman, we have encountered some—not encountered—we have been given some direction from the courts regarding the hiring of minorities. We are unable at this time to recruit all of the minorities that we would like to. That is primarily where the difficulty has been, although there is some relief in sight.

Mr. DORNAN. Well, some of our ethnic areas, east Los Angeles, southeast Los Angeles, suffer most from drugs. It seems that even though this problem has closed in on the middle-class level of society, that the most affluent suffer grievously because there is just too much money around for the kids who have Mercedes and Porsches in the parking lot of the high school. And from sheer frustration, boredom, and unemployment, you have a drug plague ripping through them. Can you not vigorously recruit in those areas, or other areas of the country, to have Hispanic Americans, and black Americans, come right on the force, knowing that they are going to serve in narcotics?

Mr. ZEFERETTI. If I can interject before the captain answers, I think that is a problem that every large metropolitan area is faced with right now, is the recruitment of law enforcement officers by direction of the court. I sort of feel for you, because I know in New York City alone they have been caught up in the same kind of thing—having the opportunity to hire those people who really could be an asset to the department over all.

Mr. DORNAN. Have you found that as more and more young people get involved with drugs, they disqualify themselves for police service, because they pass a certain point in drug usage? And could you elaborate on whether or not you will accept people in the police department who have experimented with marihuana? Do you find a hostile attitude developing among the young people because of the drug problem, that they almost rule out law enforcement as a career field early in their lives?

Captain BLANCHARD. Congressman Dornan, I think one of the problems there is that of those that do use drugs, or abuse drugs and narcotics, we don't really know which ones of those, had they not used drugs, would have become police officers. We are very discouraged by the numbers of youth that are using drugs. But those that are not, we cannot get enough of the ones that don't use drugs to apply.

Mr. DORNAN. Where do you draw the line on drug use in, say, a high school period in someone's life?

Captain BLANCHARD. I really wouldn't want to comment on that, Congressman, because I am not familiar with the current—

Mr. DORNAN. But certainly someone who has moved from marihuana into other drug usages pretty well disqualifies himself from police service, if he is forthcoming during the application period.

Captain BLANCHARD. Very definitely.

Mr. DORNAN. So we are destroying the pool of available people as we move beyond 40 percent in our high schools. This has to be an escalating problem. If we don't rule this back sooner or later, the police departments will draw from a smaller available pool of young men and women each year.

Captain BLANCHARD. We are not destroying them, Congressman. It is the drugs that are destroying them, the drug trafficker.

Mr. DORNAN. Did you use many female officers in the narcotics division?

Captain BLANCHARD. Yes, we do. We find them extremely valuable in all aspects of the drug enforcement.

Mr. DORNAN. All right. In case I missed part of your early testimony in the recommendations area, do you feel now that LEAA money has dried up in some areas? Do you feel there is some way that we can be creative in helping law enforcement officers from the Federal level? Obviously we have our work cut out for us to help the Coast Guard, Customs, and the DEA. What can we do to help with the exchange of information in drug trafficking from State to State, through interstate commerce laws, through the Federal Bureau of Investigation? Is there any problem you have beyond the crying need for qualified men and women that you could tell us about?

Captain BLANCHARD. Well, one thing I would like to applaud the efforts of this committee and of the Federal Government in their efforts to encourage cooperation among the Federal, State, and local law enforcement agencies in the narcotics field. Anything that you do to assist the Federal agencies I am sure will assist local law enforcement agencies.

We enjoy a very strong commitment to cooperation in the Los Angeles area.

One of the things that I did identify in my statement was a critical need for a communications capability that cannot be monitored by the drug traffickers.

Mr. DORNAN. They monitor?

Captain BLANCHARD. It is just too simple for them. I am not absolutely certain of the FCC regulations, but I do know we can go into any store and find a radio frequency guide that will identify the frequencies that our narcotics division works on, our vice divisions work on, our normal police frequencies. And the very simple device of a scanner that can monitor our communications. So that is a real definite problem.

We do a lot of work in the desert areas, and we are very limited in our capabilities off the road. So we need vehicles that would be able to go off-road and surveil these drug traffickers, and the offloading crews.

Mr. DORNAN. Captain, I wanted to ask you a question about PCP, but I have run way over my time. I would like to yield to my colleague from New York.

Mr. GILMAN. I thank the gentleman for yielding.

Captain, I was curious about your comment in your statement that there were 300 known pilots that were involved in trafficking. Are these pilots that you have some record of that still engage in the trafficking?

Captain BLANCHARD. Yes, they have, and continue to traffic in that.

Mr. GILMAN. Isn't there some way of taking away their license, or penalizing them, so that they cannot engage in trafficking—if you know of their prior involvement?

Captain BLANCHARD. Well, knowing of it and proving it in court before an administrative hearing is totally different.

Mr. GILMAN. These 300, have they been convicted of prior violations?

Captain BLANCHARD. Many of them have. Some of them are being currently investigated. Others have past involvements.

Mr. GILMAN. As far as you know is there any statutory penalty for loss of license for having engaged in narcotics trafficking, loss of a pilot's license?

Captain BLANCHARD. Is it included in part of his sentence? Not to my knowledge. And I do know that we do quite a bit of work with air smugglers. And I have never run across that. But I did hear the comment earlier about if their licenses were taken away.

We recently completed a case with DEA, and State narcotics, and the sheriff's department—there was a multitude of agencies involved—San Francisco P.D., Riverside P.D. And one of our informants in that case was a pilot. He went to Colombia twice during this investigation. He was offered \$100,000 for one trip, just to bring back one load in the DC-3. So I personally would think that, like the attorney general pointed out, if you take away their flying license, I don't know what impediment it might provide.

Mr. GILMAN. These 300 pilots that are known to be engaged in trafficking, I assume they have a number of trips in and out of the country, or you would not have them on your known list.

Captain BLANCHARD. Well, you see, they can fly from here to Chicago, or to Washington, or anywhere else. That does not mean they are international traffickers.

Mr. GILMAN. Are many of them repeaters on that list, many of the pilots repeaters in trafficking?

Captain BLANCHARD. Yes. I mean the information that we have is that—yes. There is not one trip they become involved in. Most of them do it on a commercial basis, and do it on a frequent basis. And we monitor them as much as we can.

Mr. GILMAN. What is the usual sentencing for a pilot picked up in trafficking?

Captain BLANCHARD. Well, I don't know what the specific sentences are. And they certainly vary depending on what they are trafficking in, and the amount of narcotics, drugs that you can seize at the time they are apprehended, whether or not they go to State or Federal court, their backgrounds. I don't think there is any common sentence for those.

Mr. GILMAN. Well, apparently from the number that you have on that list, it cannot be too severe—they are apparently engaged in a continual trafficking.

Captain BLANCHARD. Well, I am sure—

Mr. GILMAN. Is that what you are insinuating by that statement in your testimony, that these 300 are involved continually in trafficking?

Captain BLANCHARD. They have or are continuing to traffic in narcotics. I am sure that is not the total list of pilots that are involved in that.

Mr. GILMAN. And the 300 pilots are California-based pilots?

Captain BLANCHARD. Those are the ones that the Los Angeles Police Department knows about.

Mr. GILMAN. You talk about the need for more multiagency cooperation. What sort of cooperation is needed that you are not getting now?

Captain BLANCHARD. Well, naturally each agency thinks they can run the other agency better. We in the NIN, narcotic information network, which was originated here in Los Angeles in 1971, includes currently the Drug Enforcement Administration, Internal Revenue Service, U.S. Customs, State Bureau of Narcotic Enforcement, L.A. Sheriff's Department, and the Los Angeles Police Department. We do meet on approximately a 6-week basis. We discuss current cases; we discuss potential cases. We share problems and criticisms of one another. We have informal means of working out problems, too. But if it becomes serious enough, we bring it up on that level, where there is an exchange, a formulation of the solution to the problem.

So the question was, how could we improve cooperation?

Mr. GILMAN. You suggested that in your testimony. You said there was a need for more multiagency cooperation. I am curious what areas are needed for greater cooperation?

Captain BLANCHARD. Well, naturally we would like DEA and Customs and the Coast Guard to immediately respond to all of our requests, and to recognize the importance of all of our cases. That is impossible. They will never be able to do that. But that is what we would like to shoot for. And so that is where we run into some conflicts—where we identify a target, or a trafficker, and want to pursue them. One of the Federal agencies doesn't happen to have the resources at that time. So the case is frustrated. That is not indicative of a lack of cooperation. It is probably more an indicator of the lack of resources.

Mr. GILMAN. Well, how do you take care of these priority situations? Assuming you have come on to a pretty heavy case, and you want cooperation; you are not getting it. How do you clear the air on trying to get some attention to that case? At what level do you take that up?

Captain BLANCHARD. Well, it can go all the way to the chief of police, the admiral of the Coast Guard, or it can go from the chief of police to the regional director, the head of any organization. We know—

Mr. GILMAN. How do you get together and sort out priorities? You say you meet once every 6 weeks?

Captain BLANCHARD. Yes, sir.

Mr. GILMAN. How do you sort out the priorities?

Captain BLANCHARD. Well, what we do is each agency comes in with a particular target or potential target—drug trafficker, or an organization. For instance, our department would come in, and we will say this organization looks to us like they are doing a million dollars a month, and they are dealing in heroin, and they are making so many trips to Colombia a year, and this is their resources as far as planes and logistics. This is the information that we have.

We feel that if we work together for 3 to 6 months, we would be able to cripple this organization. One of the other agencies will say, OK, now, here is a target that we have identified. And then we will compare the amount of trafficking that they are involved in, the potential for the fruition of the enforcement effort, and then we will agree on which targets we are going to work on.

Mr. GILMAN. You do it by consensus, then, sitting down. There is no final authority that says this one will go first and that one second. You come to some sort of mutual agreement.

Captain BLANCHARD. Yes.

Mr. GILMAN. Now, besides discussing targets, do you ever get into long-range planning at these sessions?

Captain BLANCHARD. Only long-range planning for the task force, the joint effort. We will lay out the priorities, and limitations and the expectations.

Mr. GILMAN. On specific cases?

Captain BLANCHARD. That is normally on a specific case.

Mr. GILMAN. Have you ever been consulted about any long-range planning or long-range strategy for the whole region?

Captain BLANCHARD. By—

Mr. GILMAN. By any of the drug enforcement officials, whether it be local, State, or Federal?

Captain BLANCHARD. I don't recall being consulted.

Mr. GILMAN. Your whole responsibility is narcotics, is it not?

Captain BLANCHARD. Yes, sir.

Mr. GILMAN. And you are in command of the narcotics division of the Los Angeles Police Department?

Captain BLANCHARD. Yes, sir.

Mr. GILMAN. How long have you been in that capacity?

Captain BLANCHARD. I have been in narcotics approximately 3 years, sir.

Mr. GILMAN. In that 3-year period, have they ever consulted with you about long-range strategy planning, other departments, or agencies?

Captain BLANCHARD. I was never approached with the idea that "We are currently involved in long-range planning; what do you have to contribute?" But I have been approached as to "What current problems do you see developing; what directions are you going?"

Mr. GILMAN. How high a priority has the municipality of Los Angeles placed on narcotics? Is it pretty well funded, or would you say it is minimally funded? How would you place the narcotics effort within the municipal budget?

Captain BLANCHARD. Well, I think Los Angeles has taken an enthusiastic enforcement approach to the narcotics problem. I think—

Mr. GILMAN. How enthusiastic is that? How much does your department spend on narcotics?

Captain BLANCHARD. Well, as I indicated earlier, our budget figures are over \$13 million.

Mr. GILMAN. That is for narcotics; right?

Captain BLANCHARD. Yes.

Mr. GILMAN. Out of a total police department budget of how much?

Captain BLANCHARD. Almost \$272 million.

Mr. GILMAN. Out of \$272 million?

Captain BLANCHARD. Yes, sir.

Mr. GILMAN. And out of a total city budget of how much, Captain?

Captain BLANCHARD. I don't know the city budget figure.

Mr. GILMAN. Any idea roughly of what we are talking about?

Captain BLANCHARD. No.

Mr. GILMAN. Could you supply that for us?

Captain BLANCHARD. Certainly. But as far as—

Mr. GILMAN. Do you think that the \$13 million out of \$272 million is an adequate funding by your department?

Captain BLANCHARD. Well, I don't think any funding is adequate until we have eradicated the problem. But I do know that our chief is vitally concerned with narcotics, as exemplified by the number of officers that we do have assigned to narcotics enforcement.

Mr. GILMAN. How many officers, Captain, are assigned to narcotics?

Captain BLANCHARD. There are 42 in juvenile narcotics, and we have approximately 230 in the narcotics division.

Mr. GILMAN. In addition to the 42?

Captain BLANCHARD. Yes, sir.

Mr. GILMAN. And support personnel?

Captain BLANCHARD. Yes, sir.

Mr. GILMAN. How many?

Captain BLANCHARD. Plus support personnel of approximately 30. And then we have additional resources in the department that we can avail ourselves of. For instance, the helicopters, our air support.

Mr. GILMAN. How many total personnel in the L.A.P.D.?

Captain BLANCHARD. Right now, I think we are currently running at approximately 6,800.

Mr. GILMAN. You devoted about 300 of the manpower to narcotics out of the 6,800.

Captain BLANCHARD. Yes, sir.

Mr. GILMAN. Do you consider you have enough personnel devoted to the task?

Captain BLANCHARD. Well, as I indicated earlier, I don't think we have enough people until we can eliminate the problem. We could certainly use more people. But I do know that unfortunately we do have citizens in this city that are waiting as long as 2 hours for a radio car to arrive, too. So it is a matter of balancing priorities.

Mr. DORNAN. Would the gentleman yield?

I just wanted to get an opinion at this point, because of what appears to be a severe undermanning situation. We hear that Los Angeles County is the rape capital of the United States, and the cocaine capital and the marihuana capital. We trade off with other jurisdictions on heroin. Do you accept that we are the cocaine capital of the United States?

Captain BLANCHARD. No, not when I review the figures of the estimated amounts coming through Florida—Miami—Texas, New Mexico.

Mr. DORNAN. We won't go beyond Albuquerque or Santa Fe?

Captain BLANCHARD. I would think that we are in an unenviable position of being probably No. 2.

Mr. DORNAN. In the Western United States we are leading in cocaine and marihuana?

Captain BLANCHARD. And PCP—probably in the country, we are in that position, No. 1.

Mr. DORNAN. I just wanted your opinion at that point, because Mr. Gilman's questioning seems to me to be bringing out that you desperately need more people. And if you are of the opinion on the Los Angeles Police Department that burglaries have doubled because of people trying to feed a drug habit, obviously one way to augment the antiburglary efforts is to go after the narcotics problem.

How many people do we have working burglary in L.A.P.D., compared to the 230 figure on narcotics? Just roughly.

Captain BLANCHARD. Well, every uniformed officer on the street is working directly on the burglary problem, the robbery problem, the rape problem, the homicide problem. We do have in our department a burglary auto theft division—I don't know their authorized strength—that specializes in the commercial burglaries.

Mr. DORNAN. Since you only have 1 year's figures on the murder rate, you are going to continue those. It is generally accepted in police work that burglary or robbery is exacerbated severely, up to or maybe beyond the 50-percent point by narcotics?

Captain BLANCHARD. Very definitely.

Mr. DORNAN. Thank you, Mr. Chairman.

Mr. GILMAN. Captain Blanchard, I have noticed in looking over your charts and graphs, the seizures keep going up in cocaine, and going up in marihuana, and some of the other barbiturates, phen-cyclidine. You also have an increase of narcotic-related deaths. Has the police department personnel in the narcotics division increased proportionate to the amount of narcotic-related crime?

Captain BLANCHARD. No, Congressman. As I indicated, approximately 3 years ago, we consolidated the narcotics enforcement effort. At that time, we took a substantial cut. I think it was approximately one-third of the officers assigned to narcotics enforcement. But we do feel, and we have found, that we are being more effective per man, per investigative hour, under this consolidated approach. So had we still had those additional numbers that we had earlier, we would be much more effective. But for the last 3 years, we have remained at a rather stable number of officers assigned to narcotics enforcement.

Mr. GILMAN. And prior to that 3-year period, you lost some personnel?

Captain BLANCHARD. Yes, sir.

Mr. GILMAN. How many personnel did you lose?

Captain BLANCHARD. Well, it was one-third of the number of officers that were assigned to narcotics enforcement.

Mr. GILMAN. That was about 3 years ago?

Captain BLANCHARD. Yes, sir.

Mr. GILMAN. We are talking about 1978?

Captain BLANCHARD. 1979.

Mr. GILMAN. You lost a third of your force—from 1979 to 1981 we have had marked increases in the crime, in narcotic-related crime, seizures, deaths, related deaths. And you remain at a plateau. So it seems that you are really getting further and further into a critical situation as the crime increases and you had that loss of personnel which you never made up, and you stayed at a plateau—it looks to me like possibly the city fathers should be taking a look at the personnel devoted to your task.

Captain BLANCHARD. Congressman, I am certain that the city fathers are concerned about that, because our total department deployment has remained about the same, too. As was pointed out by Congressman Dornan, our rape problem has increased, our homicide problems have increased, too. So we just don't have any more officers deployed to those problems.

Mr. GILMAN. I would hope that you get the kind of support that is truly needed to counteract this growing increase in drug-related crime.

Thank you, Captain.

Mr. ZEFERETTI. Captain, one further question: What part, if any, does organized crime in the Los Angeles area play a role in this narcotics problem?

Captain BLANCHARD. Well, as alluded to earlier, we find, unfortunately, that it is much too easy for unorganized groups to become involved in it, because you need a plane that you can get to Colombia or Mexico in. You need some money to be able to buy a quantity of it down there in one of those foreign countries, fly it into the country and make yourself a sizable bankroll. As far as the traditional organized crime organizations, we are very concerned—I cannot give you a specific figure of how much we can attribute to organized crime. We do know that they are involved, but like I say, these other organizations are able to elude the control of the traditional families and establish quite large organizations.

If I may, that one 21-ton seizure that was made through the joint effort of local law enforcement agencies, and State and Federal, on the Potomac, the Presidential yacht—that was not associated with the traditional organized crime families. But this was an organization that we were told had access to six boats or ships, and four of them were in the water, either going to or coming from Colombia, with loads of marihuana and cocaine. And that was quite an organization. The investigation of that organization began on an air-smuggling investigation. And it was very sophisticated, very highly financed. That was the one where the informant was offered \$100,000 per load, plus he was given a Mercedes, as I recall, as just a token of appreciation for his efforts in setting it up. And the plane was promised him at the end of that effort.

Mr. ZEFERETTI. Let me just ask one last question. Congressman Dornan was telling me you are made up of a lot of small cities up here.

Mr. DORNAN. We have 81 cities within Los Angeles County, and Los Angeles is the mother city—like an octopus—some cities are completely surrounded, like Inglewood and Beverly Hills. Then you have sheriffs' jurisdictions—we are sorry they saw fit to pass on us today.

Mr. ZEFERETTI. How do you handle the jurisdictional problem of overlapping authority? How do you go about handling it?

Captain BLANCHARD. Well, it is through cooperation and communications. It is difficult when you go from one jurisdiction to another. But we have a lot of cooperation in this area. We are able to work to a great degree with a high degree of cooperation.

I was speaking earlier of a means of communication during primary surveillances. We cannot even cooperate with the frequencies that we have now, because of the lack of equipment for adjoining jurisdictions to use ours. So we have to limit the number of units in that or on surveillance. And then on this NIN concept, which is I would say the parent of the WSIN discussed earlier, we have a lot of information coming in, but we don't yet have the computer technology to assimilate it all.

Mr. ZEFERETTI. The mayor referred to a program called WETIP. Has that been a successful kind of program?

Captain BLANCHARD. Yes. We routinely investigate information that they supply us. All of their narcotic information regarding city activity comes to us. We assign investigators to it. We have had some success.

Mr. ZEFERETTI. Thank you. Mr. DeNardis.

Mr. DENARDIS. Captain, I am sorry that I missed the first part of your testimony. Perhaps you covered this at that time.

I am interested in the question of the matter of buy money. I notice in your testimony, on page 8, you refer to the school narcotics buy program, but only for statistical purposes with respect to juveniles. How much of your total budget for this current year is buy money?

Captain BLANCHARD. \$127,000 is allocated to us yearly for investigative purposes, such as the purchase of narcotics.

Mr. DENARDIS. Is that in your opinion an effective investigatory and identification program and procedure? The buy money concept?

Captain BLANCHARD. That is one of our limitations, because as the cost of narcotics goes up—

Mr. DENARDIS. I mean aside from the amount of money that is available to you, is that approach an effective one generally? In other words, if you had—

Captain BLANCHARD. Oh, very effective.

Mr. DENARDIS. This is a direct appropriation, this \$127,000? It doesn't come from cash or property that is seized in narcotics arrests?

Captain BLANCHARD. No, it does not. This comes out of the city budget.

Mr. DENARDIS. Has it ever been suggested that you do that here in Los Angeles?

Captain BLANCHARD. Yes, it has. And I think there is pending State legislation regarding the return of moneys seized to I think it is—I think it is to the counties. I think our department recommended that it come to the municipalities in the enforcement effort.

Mr. DENARDIS. There is a strong body of opinion in the enforcement field that the buy money approach is an effective tool.

Captain BLANCHARD. It is a very effective tool. It cuts down on the surveillance problems, which are dangerous. They are also easily detected—oftentimes detected. Therefore, the whole investigation is frustrated. We also use that money to pay informants for information. And they are out there daily. That is their environment. And so when we get information from them, and we are able to pay for it, we are able really to reduce costs—although we are paying them, we reduce the investigative man hours necessary to come up with the same information. It is very vital.

Mr. DENARDIS. I should add, my colleague sitting to my right here, Congressman Gilman, has a bill in the House to establish Federal drug buy money and procedures.

Mr. GILMAN. And to allow those moneys to be retained by the law enforcement community. And I thank the captain for his interest in that kind of measure, and my colleague for mentioning it. We will welcome the good support of my colleagues when the time comes to debate this bill.

Mr. DENARDIS. I think you will find members of this committee supportive.

Mr. GILMAN. Thank you.

Mr. DENARDIS. One further question, Captain Blanchard. I noticed that this State is one of a handful of States in the country that has decriminalized limited and/or first-time use of marihuana. In your experience, what is your opinion of this law? Do you find more or less use of marihuana? How has this impacted on you and your work?

Captain BLANCHARD. Well, my opinion is that it encourages the use of marihuana and the ultimate abuses of other narcotics, and that it is extremely unfortunate that that is the position that the State has taken. We know that the seizures continue to rise. We are opposed to it.

Mr. DENARDIS. It doesn't simplify your task to be able to direct your attention to cocaine and heroin in a more concentrated way?

Captain BLANCHARD. Well, we continue our investigation of narcotics because we are more concerned with the traffickers and the dealers of narcotics. That really has not minimized our problems. In fact, I think it has amplified them, because you have encouraged the use. And when you have use, you are going to have a lot of attendant problems, crime-related problems.

Mr. DENARDIS. I want to ask you one further question. Maybe I would defer to the chairman. I was going to ask about a subculture within his jurisdiction, and the role that drugs play in that.

Mr. DORNAN. Will the gentleman yield?

Mr. DENARDIS. I would be glad to yield.

Mr. DORNAN. There is a tremendous misconception in the press about why we came here and what we are doing here. I think the press that have been in attendance for most of today, Mr. Chair-

man, have seen how carefully we have constructed this thing, and how we are trying to educate ourselves and the public, and help law enforcement people at all levels. One thing that I think Mr. DeNardis as a new Member of Congress does not want to be castigated for when he goes home is that we gutted out here because we were afraid of one or two voices in the motion picture industry characterizing us in scathing terms as some sort of a witchhunt.

So maybe if you could tell us about people in higher economic levels of all business such as doctors, who have a high suicide rate and narcotic abuse rate because pills are easily available to them, as a privileged profession as dispensers of legal narcotics. Certainly that is abused coast to coast. We have taken testimony on that for 4 years. I don't want to single out any block that has a motion picture or television producer living on it. But in the wealthier areas of the city in your jurisdiction, such as Bel Air, those sorts of the Hollywood Hills that are not covered by the sheriffs, and the L.A. Airport which is under your jurisdiction, do you find a problem with people in the upper economic levels of this city? Noticing the graph on cocaine or other so-called sophisticated drugs, do you find a growing problem in those areas, or are they inured from contact with the police because of their privileged position and their mansions and chauffeur-driven cars?

Captain BLANCHARD. Well, I would like to preface my remark by when I was contacted regarding my testimony here today, I was not directed to isolate the Hollywood community or the entertainment industry. I was to address the problems of narcotics in the city of Los Angeles. And that is what I was prepared to do.

So in response to your question, the drug problem reaches all economic strata. Cocaine is an expensive drug. But we are finding it in the schools also. You hear kids at football games talking about hoping to get a quarter so they can go get high. So there is, in the city of Los Angeles, no element of society that is protected or ignored. We go where the problem is. And the problem is citywide.

Mr. DORNAN. Citywide at all economic levels, where there are high paid people, and children on generous allowances, you find slightly more of a problem with the cocaine drug, because it is so expensive.

Captain BLANCHARD. Well—

Mr. DORNAN. In other words, do you find cocaine in east Los Angeles, in southeast Los Angeles, in the black and Chicano areas of our city?

Captain BLANCHARD. Not to the extent that we will find it in the more economic advantaged areas. It is an expensive drug. And when you are talking about \$15 for a half of a sherm cigarette—

Mr. DORNAN. Would you explain what a sherm is.

Captain BLANCHARD. It used to be a regular cigarette. Looked like a cigarillo.

Mr. DORNAN. Dark brown, thin, and longer.

Captain BLANCHARD. Yes, sir. But now a sherm refers to an impregnated cigarette with PCP. Now, for a half of a sherm the kids are paying \$15. For a gram of coke, you are talking, I think the street price now is around \$125. So there is a big difference. If they can get off on a sherm cigarette, that is what they are going to do.

Mr. DORNAN. Now, one of the things that the youth culture always fires back is that, "You have your martinis, we have our pills and pot." I notice you have cocaine seizures, heroin, marijuana, amphetamines, and barbiturates seizures. What about the drug of alcohol? I understand from reading back in Washington, here and other parts of the county, that high schools are backing the booze in a big way, and mixing it with cocaine, pot, whatever is available.

Do you find in your narcotics situation this polydrug use? Is alcohol as big a problem as ever with young kids in junior high and high school?

Captain BLANCHARD. Very definitely. They will use the cocaine to get up, and they will use the Quaaludes to come down. They will use marijuana and alcohol. They will use—if they get it, they will use the heroin and—well, heroin—unfortunately those addicts, they restrict their use to the heroin when they can get it. But yes, there is a multidrug culture.

Mr. GILMAN. Would the gentleman yield?

Captain, have you also isolated motor vehicle fatalities that are drug related?

Captain BLANCHARD. No, sir, I have not. Those figures may be available. It is one that I am concerned about. I have it in my notes here. I was hoping that I would be able to get that information from the coroner's office. But I was not able to do so.

Mr. ZEFERETTI. We hope to have the coroner with us tomorrow, Mr. Gilman.

Mr. GILMAN. Fine.

Captain BLANCHARD. I can indicate, though, that our PCP deaths, unfortunately in 1979, reached a high of 10. In 1980, we were able only to identify three. But other than drug caused manner of death in PCP, we find that the yearly totals, 1979, was a somewhat lower figure, with only 89 total deaths attributed to PCP, while 1980 was 104. That may be a little misleading in that 1978 there was 121. That is just an extremely dangerous drug.

Mr. DORNAN. We have more PCP laboratories each year. They are on a tremendous growth curve. We call them labs but you can do it in the garage.

Captain BLANCHARD. That is very true. You can do it in the middle of the desert with water bottles and use solar heat. It is a very simplified process, inexpensive, dangerous, if not done properly. But lucrative.

Mr. DORNAN. Captain, I wasn't here when you responded to the chairman's question about the difficulty of 81 almost sovereign cities interacting with also the sheriff's department. Our next panel are police chiefs from the beach area in my district. I took the prerogative as a host Congressman in the area, because the beach cities have a transient population, a recreational lifestyle. We have the highest burglary and rape problem, the highest murder rate in the history of the United States, and the worst torture stories of young teenage girls I have ever heard in my life.

I wonder if you have the time, and if we could impose upon you to sit with the panel of our three chiefs of police from the beach cities, in case we have questions about how you interrelate. I know there are some burglary team efforts where you pick a team cap-

tain from, say, the sheriff's and he works with several of the beach city burglary teams. I wonder if this has been done in narcotics. Someone coming from New York, like our chairman, has five big boroughs, and you can have a car chase and stay within New York City. I don't understand how you can have one of these controlled deliverers, for example, and have Customs people trying to follow something out of the city going from one jurisdiction to the other, through 81 cities in this county. Could you stay?

Captain BLANCHARD. Certainly.

Mr. DORNAN. Thank you very much.

Mr. ZEFERETTI. Chief Keane, Captain Smith. Please identify yourselves.

TESTIMONY OF JIM KEANE, CHIEF, SANTA MONICA POLICE DEPARTMENT, AND JACK G. SMITH, CAPTAIN, VENICE DIVISION, LOS ANGELES POLICE DEPARTMENT

Chief KEANE. Jim Keane, chief of police, Santa Monica.

Captain SMITH. Jack Smith, commanding officer of the Venice area, L.A.P.D.

Mr. DORNAN. Mr. Chairman, Captain Smith is part of the LAPD, because Venice, although a separate municipality up until the early part of the century, is now one of the more interesting and colorful parts of Los Angeles County. As a captain of a police division, will you have under you narcotics officers who work under Captain Blanchard?

Captain SMITH. That is correct.

Mr. DORNAN. You are their immediate boss?

Captain SMITH. No, Captain Blanchard is their boss. However, they maintain liaison with me regarding their efforts in the Venice area.

Mr. DORNAN. Right. And Chief Jim Keane of Santa Monica is the chief of police of one of the better known beach cities in California. It adjoins our President's hometown, in the Los Angeles area, called Pacific Palisades. And it has been my experience, living much of my life in Santa Monica, you are even more undermanned and underfunded than any equivalent acre area in the Los Angeles Police Department.

Chief KEANE. By population, yes, sir.

Mr. DORNAN. Do you see any hope in the future for getting more officers out on the street? You are suffering a crime increase also, aren't you?

Chief KEANE. We recently had a referendum that passed in the city last Tuesday. The city council mandated to provide some kind of crime prevention programs. They have 9 months to do so. So I have my fingers crossed.

Mr. DORNAN. Chief, I wonder if you could briefly describe the killing which I believe involved PCP on 16th Street and Santa Monica for my colleagues. It is hard to get some of them from middle America to believe some of the things that happen on the coast. Has that gone through the proper legal channels?

Chief KEANE. He pled guilty. I believe the appellate process is through.

Mr. DORNAN. Could you describe what happened to a routine burglar with a record as long as your arm when he used PCP and moved into the murder area?

Chief KEANE. Well, in essence, he was at home when the first teenager got home. He then proceeded to kill the boy. Shortly thereafter a teenage girl came home. He proceeded to kill her. Committed various abnormal sexual activity on her. Used—

Mr. DORNAN. She was 10 or 11 years of age?

Chief KEANE. Yes. And used a chisel to attempt to remove her skull after he had performed those various acts. And that was the general tenor of that situation.

Mr. DORNAN. That is one of the most beautiful residential areas of our city. The parents never moved back into the house. The middle surviving brothers and the rest of the family had to seek medical assistance, and who knows what the rest of their life will be like. It comes down to what President Reagan is talking about when we try to focus in on victims of crime in our society.

Could you tell us how you handle the narcotics issue in a city in the rough area of 100,000 population? Santa Monica is way over 90,000, right?

Chief KEANE. It is 90,000. With rent control it is dropping slowly.

Essentially, we have a six-man narcotics team, headed by my expert, Sergeant Legerski. In all truth, they sort of overlap into burglaries and other things, too. They cannot put forth 100 percent of their efforts into narcotics.

Mr. DORNAN. Is the sergeant with you?

Chief KEANE. Yes.

Mr. DORNAN. Can you come up and join the panel?

Chief KEANE. Yes. It is interesting to note that last year, 1980 over 1979, our drug arrests went up 38 percent. Direct correlation. Our crime rate went up 22 percent, which was one of the highest in the county.

Mr. DORNAN. Say the drug rate again.

Chief KEANE. Our arrests went up 38 percent, and our crime rate went up 22 percent. I have heard the figure of 50 percent used that are drug related with burglaries and robberies. And I think that is very low. I would say it is between 70 and 90. We just arrested a 17-year-old teenager who admitted to committing 73 burglaries in our city, to continue his \$400 to \$600 a week cocaine habit.

Mr. DORNAN. How old a teenager?

Chief KEANE. Seventeen.

Mr. DORNAN. Seventeen years of age.

Chief KEANE. He was involved in 73 of our burglaries.

Mr. DORNAN. Sometimes they scale these high apartment buildings.

Chief KEANE. Right. We had a recent homicide on that type of thing.

Mr. DORNAN. Your city adjoins, on the south that part of Los Angeles called Venice. Captain, could you tell us, and please interrupt at any point, Chief, how do you interface with the Santa Monica Police Department as the largest incorporated city in your area, when you have a car chase in an area with a high narcotic abuse rate, like Venice. How do you pursue somebody into Santa Monica or vice versa?

Captain SMITH. If we have a pursuit that goes into Santa Monica, certainly our communications division can contact them and inform them we are in the area. In that way we can coordinate a pursuit. The L.A.P.D. or the Santa Monica Police Department, that begins the pursuit would be the unit that would followthrough and terminate it.

Mr. DORNAN. A couple of years ago I received an emergency call from my district that perhaps I, as a Congressman, should come home. We had a minirace war in my district, in the Venice area, only a few blocks large. Gang headquarters were at diagonal corners of the very same block. I rode all night in a police car. We found shotguns with sawed off barrels and butts that had been purchased in the valley within 3 hours before the incident.

Is there any of that activity with the young gang war problem exacerbated by drugs?

Captain SMITH. I think so, the gang problem in L.A. is largely cultural in nature. However, I certainly think the use of drugs is common among gang members and exacerbates the illegal activity they are involved in.

For example, in the Venice division last year we experienced by September a 300-percent increase in homicides.

Mr. DORNAN. You better say that again.

Captain SMITH. 300 percent in homicides, in 1 year. We ended the year with a 187-percent increase which was a little less than the September figure. The great majority of those homicides were gang related. It is my opinion that certainly when they engage in these acts of murder, that the majority are using or have used drugs.

Mr. DORNAN. These teenage gangs—they go up into their 20's?

Captain SMITH. Yes. But to be very honest, when I was first assigned as the commanding officer of the Venice area I was shocked at finding myself surrounded by gang members riding bicycles, 15 and 16 years old, who were engaged in committing vicious homicides.

Mr. DORNAN. Is it a fair generality to say we don't have a gang in the city that is "straight," that drugs are always part of gang life?

Captain SMITH. I don't know that for a fact. My intelligence information about the gangs that frequent the Venice area is that they do frequently use drugs. And I would assume that would be so in all the other gangs in Los Angeles.

Mr. DORNAN. I don't want to quibble about figures. Since this is very imprecise anyway, would you take exception at all with what Chief Keane has said about crime being related to 70 to 90 percent to some sort of drug problem?

Captain SMITH. Well, most people have heard about Venice, Calif. because its crime problem was reported in the papers all last year. In fact, the U.S. News & World Report said that "Fear stalks the streets in Venice," because of the reported crime taking place there. Before coming to this meeting today I reviewed a number of burglary and related arrests we made last year. Last year we made 149 arrests for burglary, receiving stolen property and theft crimes. In reviewing the activities of the suspects we arrested, 33 percent were narcotic addicts.

If we analyze just the crime of burglary, 50 percent were narcotic addicts. To give you an example—I have one person we arrested last week who has a \$500-a-day narcotic habit. As a result, in a period of approximately 4 months, he committed 131 burglaries, which we cleared. So I think definitely you can say that there are numerous narcotic-related crimes in the Venice area.

Mr. DORNAN. Let me yield to both my colleagues right now, to pursue this line of questioning. And then I would like to come back and ask all of you some more questions.

Mr. GILMAN. You said that the man had a \$500 habit. What sort of narcotics?

Captain SMITH. Heroin.

Mr. GILMAN. How frequently did he have to purchase the heroin?

Captain SMITH. For \$500 a day, I would assume every day.

Mr. GILMAN. \$500 a day?

Captain SMITH. Yes.

Mr. GILMAN. Do you find there is an extensive heroin addiction rate in your area?

Captain SMITH. In Venice we do have a heroin addiction problem. I don't think it is to the extent it was years ago, because there has been an absence of heroin on the streets. But still I think a great many of the people committing crimes are as I just stated addicted to some kind of narcotics, usually heroin.

Mr. GILMAN. Isn't \$500 a day more than the usual market rate?

Captain SMITH. That is a very large habit.

Mr. GILMAN. What is the average cost of heroin dosage on the streets of the Los Angeles area?

Captain SMITH. I would have to refer to Captain Blanchard. I would imagine \$30, \$40 per gram.

Captain BLANCHARD. Right now we find on the street \$60 per gram.

Mr. GILMAN. And would that take care of one day's habit for someone?

Captain BLANCHARD. Well, for some people it would. But most of your true addicts definitely a gram a day is not going to satisfy them.

Mr. GILMAN. Let me ask you, the entire panel, is there some methadone clinic at work in Los Angeles. I assume there is.

Captain BLANCHARD. Yes.

Mr. GILMAN. Is it effective?

Captain BLANCHARD. I don't know how we would measure the effectiveness of it.

Mr. GILMAN. Do you know how many people are on methadone?

Captain BLANCHARD. I saw a figure recently. I am going to guess. I think it was 37,000. But that is a guess.

Mr. GILMAN. 37,000 in 1 year?

Captain BLANCHARD. Well, yes. That was current patients.

Mr. GILMAN. Do you know how much of a backlog you have of people waiting to go into the clinic?

Captain BLANCHARD. No. These are not city sponsored programs. County and Federal programs. The one I am particularly familiar with is the Veterans' Hospital in the San Fernando Valley.

Mr. GILMAN. You don't know anything about any backlog?

Captain BLANCHARD. No, sir. I would assume there is one, because unfortunately you will find that these individuals, some individuals on the methadone program, are—they will sell their methadone so that they can go back to heroin. And one of the most despicable things that you can see is an individual coming out of the treatment facility and walking over to another individual and spitting their dose into a receptacle of some sort, and then there is an exchange of money, and then the other individual goes off with that methadone. There are a lot of efforts to eliminate that, to make sure they swallow the thing.

Mr. GILMAN. This 37,000 of methadone patients is of course a small segment of the entire narcotic addict population. What would you estimate the narcotic addict population to be in the Los Angeles area?

Captain BLANCHARD. I am not prepared to state. I would gladly get those figures and forward them to you. But at this time I am not prepared to project.

Mr. GILMAN. When you do forward some of the other information, if you could include that information for the committee. Mr. Chairman, I ask that it be made a portion of the record at this point in the record.

Captain BLANCHARD. Congressman, I would like to clarify—I will get the figures on the methadone program, so that you are not misled by the figure I gave you.

Mr. GILMAN. And any estimate you have of any hard core addict population in the L.A. area.

Captain BLANCHARD. Yes.

Mr. GILMAN. Thank you.

[The information referred to follows:]

LOS ANGELES POLICE DEPARTMENT,
Los Angeles, Calif., May 18, 1981.

Hon. LEO ZEFERETTI,
Chairman, Select Committee on Narcotics Abuse and Control
Washington, D.C.

DEAR CONGRESSMAN ZEFERETTI: During the recent Select Committee on Narcotics Abuse and Control hearings held in Los Angeles, you expressed an interest in the number of people currently on the methadone program in Los Angeles County and the number of heroin addicts within the County. You also expressed an interest in the amount of traffic accident deaths in Los Angeles County that were attributable to narcotics abuse. The following information is provided with the intent of adding to your knowledge in those particular areas.

There are a total of 3,645 individuals enrolled in methadone maintenance programs in Los Angeles County. There are several organizations that provide treatment slots for this program. The Veterans Administration provides this treatment with 900 slots and is federally funded. The National Institute of Drug Abuse (NIDA) maintains 676 slots and is also federally funded. The Los Angeles County Drug Abuse Program contracts out 706 slots to seven private clinics and is locally funded. There are also 1,363 slots at various private clinics where individuals privately pay for their own treatment. The Veterans Administration and the Los Angeles County Drug Abuse Program are monitored internally. The State Department of Alcohol and Drug Programs monitors both the NIDA and private programs.

According to Dr. Husson, Head of the Research Unit, Los Angeles County Drug Treatment Clinics-Health Services Department, Data Evaluation and Research Section, there are approximately 55,000 heroin addicts within Los Angeles County. However, that figure is only an educated estimate based on the doctor's practical experience in this field. A formula previously used to determine the number of heroin addicts in a given area is no longer used and a new, more accurate formula is now being established.

Referring to the amount of traffic accidents attributed to narcotic abuse, the Los Angeles County Coroners Office does not routinely test each deceased individual for traces of possible narcotics.

As a result there is no system currently being used to accurately measure the number of traffic accident deaths associated with narcotics abuse.

I hope that this information will prove valuable to you in your quest toward the eradication of narcotics abuse. If I can be of any further assistance please feel free to contact me.

Very truly yours,

DARYL F. GATES,
Chief of Police.

Mr. ZEFERETTI. Mr. DeNardis.

Mr. DENARDIS. No questions at this time, Mr. Chairman.

Mr. ZEFERETTI. Mr. Dornan.

Mr. DORNAN. Chief Keane, if I could utilize the experience of one of your field officers—I didn't get the Sergeant's name.

Chief KEANE. L-e-g-e-r-s-k-i, Robert.

Mr. DORNAN. All of the crime problems must peak starting this month as the weather warms up, and the whole city returns to the beach, west and south. Sergeant, what are the narcotics problems on the beaches, considering the population is mostly young? How extensive is it on the beaches?

Sergeant LEGERSKI. Our problems on the beach are really bad in the summertime. I think our main problem is marihuana mixed with the drinking of different alcoholic beverages. We have a beach detail that works nothing but enforcement among the beach on bicycles, three officers. And at different times, like last year, we had a little task force that ran something like 10 to 15 officers, a couple of days out of the week, doing nothing but surveillance and from undercover vehicles, and making arrests for, issuing citations for marihuana usage.

Our problem goes in different areas of the beach. Certain parts of the beach are just marihuana and alcohol. Other parts are heavily PCP usage. Other parts are a lot of barbiturates and psychedelics, such as LSD. As the days proceed, and it gets hotter, and the more people at the beach, as the hours wear on during the day the problem gets worse because a lot of people using those kinds of drugs get irritated with each other, and being packed in, you get a lot of fights.

We have recently in the last 2 or 3 years have seen a number of murders down on the beach where people run over each other with vehicles when they get mad at each other, pull guns out of their cars and start shooting each other.

Mr. DORNAN. Then there was an incident of throwing stones and bottles at police cars about a year ago.

Sergeant LEGERSKI. That is every summer in our city.

Mr. DORNAN. How do you interface on the beaches either with the Venice Division of the Los Angeles Police Department or with the West Los Angeles Division up on the Pacific Palisades side?

Sergeant LEGERSKI. During the summertime, I know we put out a beach vehicle, and we assign several officers to work on the beach vehicle, along with the bicycle detail. We have had a number of instances where we have asked west L.A. to help us, and they have asked us to help them. And the same with Venice. We get along real well. Communications is probably the only problem. If west L.A. is pursuing somebody into our city, they have to go through

their communications to get to us, and they relay it to us, and there is a time lapse. That is the only problem.

Mr. DORNAN. Are the only people getting in trouble with drugs that part of our society that is young and on wheels? In other words, if someone is living in a large home north of the vicinity, do they have less of a problem with drug abuse?

Sergeant LEGRSKI. What I have seen over the years is everybody within our city, whether it is high or low income, are involved in some sort of narcotics. Not any one location.

Mr. DORNAN. So you have contact with the wealthier citizens because of driving also.

Sergeant LEGRSKI. Yes, sir.

Mr. DORNAN. And you see an increase in higher economic levels, in the wealthier part of Santa Monica.

Sergeant LEGRSKI. Yes, sir.

Mr. GILMAN. Would the gentleman yield.

Is there any effective drug education program that exists in your communities at the present time? Are you involved in any effective drug education program?

Captain BLANCHARD. Congressman, I do know that the Los Angeles Police Department has speakers going out to the schools and talking with the students. We also go out to community gatherings.

Mr. GILMAN. Is that an organized program? Is that on invitation or request?

Captain BLANCHARD. It is by invitation.

Mr. GILMAN. Then there is really no fully organized year-round program, is there, as far as you know?

Captain SMITH. The public schools in California require students to take a health course. While in this course students do discuss the ramifications of taking drugs. I don't know the extent of the program but I know that it is part of the course offered to high school students.

Mr. GILMAN. That is a mandatory part of the curriculum.

Captain SMITH. Yes.

Mr. GILMAN. Any other narcotic education program for the general community?

Captain BLANCHARD. Just on a voluntary basis. We have a community relations unit on call to speak to different groups that request it. We have no formal program that we provide as a matter of course.

Mr. GILMAN. Is there any narcotic counseling service available?

Captain BLANCHARD. In the Venice area there are several federally funded programs. HUMEST is one I can think of that is a narcotic counseling location, located on Venice Beach. And they do provide therapy and counseling and various things for addicts.

Mr. GILMAN. Does that include alcohol abuse?

Captain BLANCHARD. Yes, it does.

Mr. GILMAN. These are the Federal programs?

Captain BLANCHARD. Yes, sir.

Mr. GILMAN. There are no local or State programs?

Captain BLANCHARD. No.

Mr. GILMAN. Are these possibly going to be closed up as a result of the budgetary effects, do you know?

Captain BLANCHARD. I have heard they are in trouble. We don't know yet what the extent will be.

Mr. GILMAN. Have these programs been effective?

Captain BLANCHARD. In my opinion they have been marginally effective. I think that the real problem in Venice, because we have so many of various kinds, my observation has been that we fail to provide a coordinator, or somebody that has kind of an umbrella effect over all of the different programs we have. For example, a person who is engaged in the use of narcotics is somebody that doesn't work, and somebody that doesn't work probably cannot get a job because he has no skills.

What occurs is we have programs that train people for jobs. But then we don't know how to refer them to somebody that gets them into employment. We think we need to bring these programs together and coordinate a common effort to resolving these problems.

Mr. GILMAN. Have you made that recommendation to some people in authority? Sounds like a good suggestion.

Captain BLANCHARD. Well, only—no.

Chief KEANE. If I could just add, I know L.A. has this, too—we have juvenile diversion programs. Twenty years ago you picked up somebody with marihuana, or whatever, with a drug problem, they went right into the jail cell. Now most departments in L.A. County have very meaningful counseling services provided by the public sector, where we send young juvenile offenders for assistance and help. That is in partial response to your question.

Mr. GILMAN. Have those been good programs?

Chief KEANE. I believe so.

Mr. GILMAN. Thank you, Mr. Chairman.

Mr. DORNAN. Chief Keane, how many officers do you have in Santa Monica, for a city of 90,000?

Chief KEANE. 133.

Mr. DORNAN. How many of those are assigned to narcotics?

Chief KEANE. Seven.

Mr. DORNAN. Are they full time?

Chief KEANE. Full time, when they are not working—but there is a correlation with burglaries.

Mr. ZEFERETTI. Would you explain that.

Chief KEANE. They are full time—they are not 100 percent involved in narcotics if they followed a burglary yesterday.

Mr. DORNAN. In other words, you don't have the luxury with only 133 men for 90,000 people to have somebody just specialize.

Chief KEANE. That is true.

Mr. DORNAN. Let's ask you as fathers, instead of law enforcement officers, starting with you, Captain Smith, what do you see as a prognosis for the future, with a drug oriented society, from liquor, pills, to cocaine? Do you have any suggestions for the U.S. Congress on how we can begin to get a handle on this problem at the Federal level?

Captain SMITH. It is my personal opinion that marihuana, especially marihuana use, has probably not reached the level that alcohol use has in the United States, but certainly if use continues to increase at its present rate we will have a serious problem.

As I see the problem, first of all we have legalized alcohol, which is probably one of the greatest problems we have in the United

States today, as a result of all the problems that come from alcohol use. Do we unleash the use of marihuana and other drugs that could create a problem as great as alcohol.

I think the problem has become cultural. It has to do with the fact that we as a society fail to enforce or support our narcotic laws because many wish to continue this type of conduct. However, we don't repeal the laws because many want to preserve our morals. The price we pay is that the law is condemned in words but not condemned in deed. This has bred cynicism and indifference to the criminal process and to our narcotic laws by our youth. This can only be changed by effective leadership and training through our schools, through our governmental agencies, and others who our youth look to and model their personalities after. We need to create a stimulus in our culture that will cause children and their peer groups, not to support the use of drugs. I don't think arrest is the answer. During the past 20 years, I and my coworkers have made thousands of arrests for possession of narcotics, but the problem is as bad as it has ever been. Additionally, how can we arrest and label our youth as criminals when they watch their idols illegally using drugs on the TV screen or parents using drugs at their parties. Our culture needs to support the idea that drug abuse is not proper conduct.

Captain BLANCHARD. Well, I have five children at home, and one in the Navy. I find that prayer so far has been very helpful. Unfortunately, there is no real answer to that. I think Captain Smith has identified a part of it. It is definitely, I feel, an educational responsibility. We have got to get to children and educate them to the dangers of narcotics and drug abuse and alcohol abuse, so that they will make the decision to avoid it and not to abuse it.

Mr. GILMAN. If the gentleman will yield, apparently our educational process right now leaves a lot to be desired, because apparently it is not effective. Do you see any area where we can improve it?

Captain BLANCHARD. I think the whole educational effort can be improved. I think greater exposure to the available information for the schoolchildren. I mean the whole thing can be improved by greater emphasis on it. Our department tries to go out and educate the kids, again on the invitational level. That is not going to solve the problem.

Mr. GILMAN. Have the educational people ever consulted with you on how to develop a good effective program? Have you had any input or opportunity to sit with the educational planners?

Captain BLANCHARD. Yes, I have. They are very concerned about the problem. I know that they devote time to it.

Mr. GILMAN. How much time do they devote. How much time does a high school student get in education with regard to narcotics? Or is it too late at the high school level? Should it be at an earlier age?

Captain BLANCHARD. In my opinion it should be. I think in California there is only the one requirement, and that is the health and safety course, and only a portion of that deals with drug abuse. So that is not effective. More time should be devoted at an earlier level. And the educational people are attempting to expose the children at a younger age.

But again, we could probably devote 2 to 3 hours a day—I don't know—to that effort, and possibly eliminate it. You still have some abuse, naturally. But then the other areas are going to suffer. We cannot even keep the children in school.

Mr. GILMAN. Communications is an important problem. That is why we were hoping maybe the communications industry would have some worthwhile constructive input in these hearings out here.

Captain BLANCHARD. I would think they would have a direct impact on it.

Mr. DORNAN. Mr. Gilman, can I interrupt to ask if Captain Frank Beeson is here of the Hermosa Beach Police Department? And also if a Mr. Venaue is here? There are some citizens organizations, the gentleman I was just referring to is involved in one of these, that have informant systems in narcotics. They have a hotline that citizens can call anonymously and talk about drug dealing in a certain area.

Chief Keane, I want you to comment as a father first.

Chief KEANE. I just add to what was said. I think you are going to have a problem as long as it is socially acceptable, and it is socially acceptable, by the young people. When they hear about one of their heroes being overdosed, that is much more educational than us showing films at some school. I think as long as these types of things get utilized by the people—a lot of the kids' heroes are in entertainment, and they are using the drugs, and the kids say, "It must be acceptable for me, too."

And I find that a very hard thing to overcome.

Mr. ZEFERETTI. Chief, that is what we have been trying to do with these hearings, by getting those very same people to step up front. Because they relate to them. They don't relate to us. We are part of that establishment, we are not cool enough for them to listen to us and understand us. Those very same people could be the ones.

But to go back to what the Captain was saying, educationally, I think one of the things, one of the characteristics in school itself has to be the identification by the teachers of the kind of pupil that they have, and the kind of changes that take place with the individual child as he is going through the process of learning. And to communicate with the parents as a means of telling the parents what is going on. Because in most cases, the parents don't even know. They are not educated in the area of understanding what happens to a child as he goes through that process.

So the educational process goes far beyond just the boy in the school or the girl in the school. It has to be to the teacher, and to the parent, and to the priest, and to everybody in that community who has a concern for the whole effort. And I think that is the educational kind of system that we on this level are trying to get across. Hopefully maybe we will.

Captain BLANCHARD. If I may, Mr. Chairman, respond more directly to Congressman Gilman's question, I think there is a certain degree of success in any educational effort in the school. And I will point it out facetiously in a way. But we have heard responses by the children saying, "Gee, I understand it is bad, now all I have to

do is go home and convince my folks and see if I can get them off it."

So there are many students who we and the educators are reaching. But then it goes back to that problem.

Mr. ZEFERETTI. To clear something up, you are not unique in Los Angeles. It is happening all over the country. And it has been prevalent, and it has been noticed by all of us that have been involved in this whole effort. Really it is that kind of education. It has to be far reaching, way beyond just the child in the school.

I am sorry. I interrupted.

Mr. DORNAN. Sergeant, you indicated you were a father also.

Sergeant LEGERSKI. Yes. I have one in elementary school and one in junior high in Santa Monica.

There are organizations that come to school and talk to children. We have one called the Clara Foundation. They send down speakers to elementary schools. And my daughter is really impressed with them. The department will send somebody to talk in schools when they are requested. I think they are really impressed with policemen at that age telling them about drugs, and basically what is right and not right on the usage of drugs.

If that training keeps up, I think you are always going to have a drug problem to a certain extent, but I think training in the schools is really important.

Mr. DORNAN. How old is your junior high school child?

Sergeant LEGERSKI. He is 11. The junior high school is 14.

Mr. DORNAN. And the other one?

Sergeant LEGERSKI. I have a daughter in elementary school.

Mr. DORNAN. When you work the beaches I'm sure you see young girls, your own daughter's age, living a totally different lifestyle, just turned loose on the beach, 11 years of age going on 20?

Sergeant LEGERSKI. Absolutely.

Mr. DORNAN. It must have an impact on you as a father.

Sergeant LEGERSKI. It does. Like the chief was saying, yesterday my crew followed a 15-year-old kid that cuts out of school all the time, and we followed him to Los Angeles, and he did one or two burglaries, and we arrested him. He copped out to about 10 or 15 in our city. And he was doing burglaries just to support his marijuana habit.

Mr. DORNAN. He is in Santa Monica High School?

Sergeant LEGERSKI. Yes, sir.

Mr. DORNAN. He would work Los Angeles and come back to Santa Monica.

Sergeant LEGERSKI. He did both cities.

Mr. DORNAN. He is protected by all the juvenile protection laws up to and including not being allowed to release his name to the newspapers and that sort of thing. Is there any recourse to parents? Is this an area we can pursue?

Sergeant LEGERSKI. In this juvenile's case, he was living in back of a truck at some person's house that he knew. His mother really didn't care too much about him. And his father, I don't think he knew where he was.

Mr. DORNAN. In looking at the number of officers that you allocated to narcotics, Chief Keane—I thought you were in a des-

perate situation. But you have .05 percent. Los Angeles is worse—.03 percent allocated to narcotics out of the police force. I think one of the most significant things I would take away from these hearings is that no one is contesting, even though it is imprecise, that the crime related to drugs may be from 70 to 80 percent. And this is why it is such utter idiocy to call this victimless crimes. The alcohol drug is a socially accepted area to abuse and make fun of on comedies, and people base their careers on pretending to be drunk. We used to say drugs were not a laughing matter. But we see on some late Friday and Saturday night shows constant ridicule and making light of drug usage, as though it is just one big joke.

We are waiting for the chief of police from the Hermosa Department, which in the southern part of my district is very similar to the Venice Division. It has a Bohemian element, and there is an artistic community there. People like it because it has unique qualities. And I wonder, Mr. Chairman, if we could now add to the panel the gentleman who asked us if he could testify as a private citizen, Mr. Venaue, whom we were just discussing.

You started a group called WETIP. It is a civilian kind of a community effort where people anonymously tip off the police to drug dealing in neighborhoods. How did it start?

Mr. ZEFERETTI. Could I interrupt just a second?

Mr. DORNAN. Excuse me—Captain Blanchard, we appreciate your assistance. If you have to leave—

Captain BLANCHARD. I can stay.

TESTIMONY OF ROBERT J. VENAUE, PRESIDENT OF WETIP

Mr. VENAUE. I got involved in WETIP when I was mayor of the city of Lawndale. As any community, we were reading headlines then similar to the ones I have here in the Los Angeles Times, 1974, where 56 percent of the high school youngsters in the Los Angeles School System had tried drugs, 23 percent were using them regularly, three or more times a week.

I got used to other headlines similar to that. "Drugs Plague Youth, Cocaine is a Billion Dollar Kick for Those in Business," et cetera.

I had heard about an organization called WETIP, read about it in Readers Digest, a small group of people got together in California and were offering some modest rewards, rewards up to \$500 for callers who would remain anonymous when they called in. The telephone would be answered by an operator who would say, "Hello, this is WETIP, do not give your name." The operator would ask that caller some 65 questions that were put together by narcotics officers, that would deal with drug pushers. Our target at that time was drug pushers, not users.

The purpose of this was to allow the citizens to give information concerning drug pushers that they would not normally give in the conduct of the criminal justice system.

For example—the mothers putting away their son's clothing in a dresser drawer, and there is all the paraphernalia, pills, and what have you. She calls the father at work and says, "Guess what." He comes home and looks at it. He gets very concerned.

Now he has a choice. That choice is he is going to find out from his son or daughter, from whom he bought those things. Then, armed with that information, he has a choice what is he going to do. Possession of that material is a felony. And he very probably doesn't want to involve law enforcement into the house and a problem which he already has.

The result is that he will find out who the pusher is from his son, and he has someone to call, and that is WETIP. The person is not interested in a reward—merely to improve the quality of life on the campus of that school.

Or, as we have had a 16-year-old girl who calls and said, and these are her words:

You have to get the bastards that killed my best girlfriend, I cannot go to the principal, I cannot go to my parents. If I go to the principal, the police will come and they will find out that I am a snitch. The result is I will end up in a ditch. If I tell my parents, they will want to know why is my best girlfriend a pill head. So it is a losing situation for me. But I can give you where he lives, with whom he deals, from whom he buys, to whom he sells, what he is selling, where, when, and the whole thing.

In that case, that information was immediately turned over to the narcotics officer in that particular jurisdiction. It fit in with an ongoing investigation. And they were able to apprehend that person, put together an investigation, and it resulted in a conviction. Unfortunately the conviction was not for homicide.

I got into it as a volunteer. I am not a paid member of that organization. I am a volunteer, president of that organization. We traded some headlines, some new ones that we had after communities were aware of the program included "Record Drug Bust in Lawndale." That is my community.

Mr. DORNAN. You are still there as former mayor?

Mr. VENAUE. Yes. That was \$7 million of LSD. That is a community near your area, by the way.

Mr. DORNAN. Small, another one of the 81 incorporated cities.

Mr. VENAUE. 25,000 people in this community, \$7 million of LSD. That was within six blocks from my office. That was enough for a daily hit for every man, woman and child in that community for 3½ years.

Mr. GILMAN. Did that come about because of your organization?

Mr. VENAUE. Yes, sir.

Other headlines such as these, "Country's Largest PCP Lab Seized," \$7 million out of San Bernardino.

Mr. GILMAN. All of these based on tips to your organization?

Mr. VENAUE. Yes. PCP raid, \$7.5 million haul.

Now, this is the amount confiscated at the time the arrest is made. This is only an indication of the quantity of drugs that these dealers have in their possession.

We have as a result of the success of this program expanded to all major crimes. Now we are getting headlines like this out in the valley and other places, "Killers Captured Because of an Anonymous Tip." And we have had some—

Mr. ZEFERETTI. Can I interrupt and ask Captain Blanchard a question?

How do you sift through the kind of material that can come over a network like that, which is valid and which is not? Just run through, if you could, on an example basis, how do you follow

through on that kind of a tip if the individual is talking to them, but is afraid to talk to you. How is that done?

Captain BLANCHARD. Well, like was indicated, we have worked with them, establishing certain questions that we have to have answered before we can pursue an investigation. So normally that would deal with license numbers, addresses, names, phone numbers, locations, general locations, establishments, or something like that, the types of narcotics that are involved. Some questions to establish the validity to the caller's information? And then once that information is forwarded to us on a WETIP form, then we assign it to a jurisdiction within the department, an attempt—

Mr. ZEFERETTI. In other words, they get the information—they get answers to those questions?

Captain BLANCHARD. Yes, and then forward it to us. And then we pursue the investigation, and they periodically call us and ask us what happened on the investigation.

And then, if we successfully pursued it and made an arrest, that information is relayed back to WETIP, and they, in return—

Mr. ZEFERETTI. You are just doing it on the basis of their written statement, and you get whatever warrant you need based on that kind of information?

Captain BLANCHARD. No. We cannot get a warrant based on their information. We have to pursue it and establish independent information from our investigation.

And then—

Mr. ZEFERETTI. To corroborate that?

Captain BLANCHARD. Correct.

Mr. ZEFERETTI. I was thinking that would be a little testy if you sort of go through it. A good lawyer could possibly take it apart a little bit.

Captain BLANCHARD. No. We have to have independent information to corroborate there is good reason.

Mr. ZEFERETTI. I am sorry.

Mr. VENAUE. Occasionally we will get something where an investigation as an investigation may not be indicated. For instance, we got a call that a certain aircraft already in the air having left Peru was due to arrive at the Torrance Airport at an estimated time of arrival. Gave us the pilot's name, physical description, number of the aircraft, number, and description of the aircraft, and a small green box, gave us the measurements and the color paper in which it was wrapped, and the place on the plane it was secreted. It was \$326,000 worth of near pure cocaine.

Of course, the call went to Customs, because they are the first, and then DEA, the county sheriff, and the Torrance police. And all of them were waiting at the airport when the plane in fact did arrive within 10 minutes of the estimated time of arrival. It was that pilot, and it was that green wrapped box, and it was filled with cocaine.

So occasionally there are things in which it is a matter of immediate followthrough.

One of the things that I do want to impress upon you gentlemen is the fact that citizens are very anxious to cooperate to a great degree because they have a concern for the quality of life, they need a conduit through which to do it.

Thus far, in some 9 years of operation, we have received some 20,625 tips that have resulted in over 2,700 arrests, 1,356 convictions, all felony convictions, and the confiscation of \$43,197,774 worth of dangerous narcotics, confiscated at the time of the arrest. \$1,272,749 worth of stolen property was recovered, not to mention bombs, explosive devices, and illegal firearms.

We kicked off, because of the success in TIP, Turn in Pushers, because we were so successful in targeting toward drug pushers, and because of the request from police agencies and fire agencies, they asked us to expand to all major crimes.

We did so 2½ years ago, and the result is that in less than 2½ years we have become the Nation's most successful program.

Mr. DORNAN. Hasn't KABC helped you in this area?

Mr. VENAUE. Yes.

Mr. DORNAN. That is a network owned and operated station; they have stations in Chicago, Detroit, New York. Describe how they helped you. Again, this is one of the reasons we are looking for assistance by communications people.

Mr. VENAUE. Two quick paragraphs. This letter is dated April 7, 1981:

KABC TV is pleased to confirm its intent to support your crime fighting program known by their name as 'Eye Witness Anonymous', and KABC TV will both promote and advertise the program through the station's on-air facilities and advertising department.

A commitment of \$20,000 has been pledged—

Mr. DORNAN. How much?

Mr. VENAUE. An amount of \$20,000, front money, and their budget is in excess of \$1 million in promotion of this program over the next 12 months. I am also in receipt of a letter, by the way this is the first time this has been announced, and I called just an hour before I arrived at the hearings to see if I could announce it, because there is, understandably, when you hear the contents of the letter, you can appreciate that only certain parts of the communication they are a little concerned about because it is still in the planning stages.

This is a letter dated April 10, this year. The author of the letter is Jordan Kerner. He is the director of development for Quinn P. Martin Productions, a production company that did the FBI Story and Marcus Welby, and a number of others.

Let me thank you for coming to our offices a week ago. It was a pleasure to meet with all of you.

Your input was extremely valuable. The development staff and I are excited about the series that we will be embarking on together.

This is a series that we anticipate will hit the national market on the first of the year.

We are currently assembling a terrific producer-writer team and as soon as the deals are completed we will notify you.

Again, let me restate how excited we are that both WETIP and Quinn Martin Productions will be pursuing this reality based program long overdue in American television.

I might indicate that the series that Quinn Martin Productions in joint sponsorship and partnership with WETIP, let me put it into some perspective for you.

Recently channel 11, Los Angeles channel 11 did a 30-second public service announcement. Normally those announcements are

done between midnight and dawn, or at some time other than prime time. They put on this 30-second announcement between "MASH" and "All in the Family," which I think was 7:30 in the evening.

Our switchboard just nearly went up in smoke. The result of that was one \$7 million PCP lab, \$920,000 of heroin seized in Palos Verdes, Iranian national and two other suspects arrested in that case.

Mr. DORNAN. This is my district; Iranian nationals?

Mr. VENAUE. Yes; \$927,000 in heroin confiscated at the time. The perspective I am trying to draw for you gentlemen is that the estimated listening audience at that time for channel 11 was 400,000 people; approximately 400,000 people saw that.

Quinn Martin Productions on a weekly basis is talking about reaching 70 million Americans once a week.

Mr. GILMAN. Would the gentleman yield?

Mr. Venaue, I am certainly impressed with your program.

Why wouldn't this kind of a program work within the police agency, if they had a hotline to take the same kind of calls?

Mr. VENAUE. You just really answered your own question, it is because it is within the police agency. We do not have on our board of directors, for instance, chiefs of police. We do not have those who are involved in the normal governmental processes. We do not have a judge, for instance, or a legislator, et cetera.

You have to have credibility on the street. I am not trying to impugn the police department's credibility, because our objective is to get citizens to work with the police departments through WETIP as a conduit.

Mr. GILMAN. What I am asking is, do we really need that kind of a conduit?

Let me ask the police chiefs. Have you ever experimented with this kind of a program within your own organization?

Captain SMITH. We have a WETIP line at the Venice police station that the Venice community uses to report crimes.

I have to report that we have not been nearly as successful as this program. I believe this is so because many people still fear an adverse consequence if they report a crime to the police. They fear they are going to become involved or be arrested.

The other problem we have is that a great many people who are the victims of crimes are undocumented aliens. They have probably twice the fear, believing if they report a crime the police are going to contact them and they are going to be deported.

Mr. DORNAN. Would the gentleman yield?

Mr. GILMAN. Let me just ask the rest of the panel.

Do you also agree that is one of the problems with this kind of a thing being conducted by a police agency?

Captain BLANCHARD. I think one of the concerns with the major violators is the fact that there is a real concern about retaliation if they are identified. Many times we are forced to reveal the identity of the informant in court. So that that is a very grave concern.

Mr. GILMAN. I take it you welcome this kind of activity?

Captain BLANCHARD. Certainly.

Chief KEANE. Of course we get all kinds of tips also on a more informal basis. We thrive on tips and informants. But that is certainly a very helpful adjunct.

Mr. VENAUE. The Federal Government had such a thing called the Heroin Hotline and it collapsed, with money in the budget, some \$157,000 in their advertising budget was returned when they canceled it.

Mr. DORNAN. What was that?

Mr. VENAUE. A Federal program, called the Heroin Hotline. It was not used for any number of reasons, not the least of which was at times they used a recording device, and people don't like to have their voices recorded, and there is I think a feeling that when you have a citizen program that it is separated at arm's distance, and we are basically funded by private memberships and civic organizations and the like.

Mr. DORNAN. Gentlemen, if I could please be courteous to our final guest, Frank Beeson is the chief of Hermosa Beach Police Department. This is another one of our incorporated cities with a great identity and pride for the citizens who live there.

It is almost entirely surrounded by another beach city, Manhattan Beach.

Chief Beeson, we didn't ask you to come down with any prepared statement. Just tell us something about how narcotics is impacting on your district.

I will just ask you two statistics.

How large is the city and the number of police officers, and the number of narcotics officers included in that police figure?

TESTIMONY OF FRANK BEESON, CHIEF, HERMOSA BEACH POLICE DEPARTMENT

Chief BEESON. Mr. Chairman, I met with members of your staff last Saturday. I didn't get much time to prepare.

However, I did have part of my tremendous staff prepare a statement for me which I am prepared to read. It has been endorsed by the city manager.

I am a new kid on the block. I have been a chief of police for 3 whole weeks. I am glad to see all my buddies here; Jack Smith, Bob Blanchard, and Jim Keane.

Mr. DORNAN. Were you recruited from another law enforcement agency?

Chief BEESON. Yes; I worked for 26½ years for a large nonprofit corporation called the Los Angeles Police Department. So I left them about April 1, 1981, and I have been in Hermosa Beach since then. I live down that way.

I agree with the man about the Torrance Airport, 1,100 flights a day fly in and out of Torrance Airport, and they fly right over my house. The airport is noted to be the biggest dope peddling airport in the world.

Hermosa Beach is a city of 1.3 square miles, which is about the size of one-half of one of Captain Smith's radio car districts. That is my city. It has a population figure of 22,000. Hermosa Beach is one of the densest if not the No. 1 densely populated city in the country. The medium age range of Hermosa is from 20 to 29, the second largest population is 30 to 39-year olds.

It is within these age groups that narcotics activity is the most common. This range of age combined with the figures from the 1980 city-sponsored survey, done by the Urban Decisions System, indicated that 48.6 percent of Hermosa's residents annually earn, each, \$21,550, which makes Hermosa Beach particularly a popular spot for narcotics users.

During the summer, as many as 350,000 people visit the South Bay beaches every day. Eighty-eight percent of these beach users are under the age of 35. Once again, a prime age for narcotics usage. Sixty-six percent of the beach goers are not local residents.

With this number of potential narcotics users either living in or visiting Hermosa, it is safe to assume that there is also a large group of people supplying these users.

Charged with stemming this tide of drug usage and sales, the Hermosa Beach Police Department, has 42 sworn personnel, 20 reserve officers, and 10 nonsworn support personnel. Their ranks are divided as follows:

Basically, a chief of police; a captain; 3 lieutenants; 5 sergeants; 18 police officers. Today we have 9 vacancies, and 20 reserves. That is it.

Of the 4 detectives, one is in charge of narcotics, enforcement and additionally investigates all the thefts in Hermosa Beach. The reserve officers work special details, sometimes they are on bicycle equipped patrol.

Most of Hermosa's residents do have a higher than average income and are of the age range that is prime for drug and narcotics usage. Along with large crowds at the beach during the summer months, these factors combine to make narcotics enforcement in Hermosa Beach a unique problem.

Much of the drug usage in Hermosa, especially during the summer, is done in a social, semipublic, or public atmosphere, such as the Strand, a beachfront walkway. Passage of the Sieroty Bill, reducing possession of less than an ounce of marihuana from a felony to a misdemeanor, had a profound effect on the public usage of marihuana, and other drugs, as noted in the interviews with Hermosa Beach police officers.

In just the past 3 months in Hermosa:

Two men, one wielding a sawed-off shotgun and the other a knife, were apprehended by patrol officers as they tried to enter the studio of a known marihuana dealer.

The residence of a suspected cocaine and free-base dealer was riddled with bullets by two men on a passing motorcycle. The dealer was at home, along with a young woman and her 6-month old child. Fortunately, no one was injured in the fusillade.

A man was shot in the arm regarding a \$40 marihuana debt. The same suspect who shot the man in the arm, later shot a man in the head, during a separate incident involving a \$400 debt, probably over drugs. The suspect in these cases, on the run from the police, was found dead from an apparently self-inflicted gunshot wound to the head.

"The police can't control the problem, so sometimes people take care of the problem themselves. That goes for so-called 'good citizens,' as well as those involved," said a source who has a long local drug history and several arrests.

Everybody in Hermosa smokes it (marihuana) and almost everybody toots (uses cocaine). Sure people are using it more in public; the cops can't make a case against you. I've got a friend who just got busted for a gram (of cocaine). You know and I know nothing's going to happen to him. Get a good attorney, spend a couple of bucks. No problem.

Then he offers police, judges, and lawmakers a challenge.

Change the laws so that you can enforce them, or just enforce the ones you've already got. That goes for robbers and violent people like that, too. Make these people afraid of the society instead of leaving the society to be afraid of them. Fear . . . that's respected.

I see an unwillingness on the part of the district and city attorneys to file drug cases as one of the main problems in enforcing drug laws.

Prosecutors will not file the cases unless we have confiscated enough narcotics for the jury to touch and feel. It's an unmanageable situation. City and district attorneys ought to file on any amount.

Even the Sieroty bill doesn't distinguish the difference between what is defined by their rejection as a de minimis amount.

Possession of narcotics is against the law.

As for the Sieroty bill, it cuts down on the deterrent effect of the legal system. Based on my experience, decriminalization has done nothing more than proliferate the usage of marihuana on public beaches such as Hermosa.

I believe that decriminalization of marihuana has made users of harder drugs feel that they are not committing a crime.

I've never known of a heroin addict who started on heroin, they usually start with marihuana. Of course, because someone's using marihuana doesn't necessarily mean that they'll go on to harder drugs, but it's a step in the wrong direction, and I feel our laws should reflect that.

Mr. DORNAN. How many States have decriminalization of marihuana—is it 11?

Chief BEESON. I don't know.

Mr. DORNAN. I know Playboy Enterprises have given significant money toward that effort, and they are trying to do the same with cocaine.

When I was out of the room, the chairman said the rest of you commented on decriminalization. I appreciate, chief, your forthright statement.

Does anybody think we have benefited in opening up hours on law enforcement to pursue murder and rape? Have we benefited in any way by decriminalization? Sergeant?

Sergeant LEGRSKI. No. In fact, I think it has increased our work, because, as the chief said, it is more or less in the open now. Most people stand right on the beach and right on the walkways, and they don't care who is around, they smoke.

And it causes us to put more manpower down there, because that causes fights and violent crimes.

We write more citations for marihuana. The same person goes out and does it 2 hours later, gets another citation. More paperwork, more court appearances. Just causes us a major problem.

Mr. DORNAN. During the hearings on the Sieroty bill, were you or any of your predecessors, asked to testify Captain Blanchard?

Captain BLANCHARD. I did not personally speak. I know our department was represented at those hearings.

Mr. DORNAN. Do you think it is a general feeling in the Los Angeles P.D. that decriminalization has compounded your problems?

Captain BLANCHARD. Yes.

Captain SMITH. The Venice area has experienced drug abuse for a long time. It is my personal opinion that drug usage is so prevalent at this time, that we don't have enough police officers to arrest everybody using drugs.

Accordingly, the one thing that decriminalization has done, although it probably has increased our problems, as these gentlemen have stated, is that it has provided us with an opportunity to get the total police job done with fewer police officers.

What I mean is, for example, on Venice Beach during the weekend, we experience crowds up to 250,000 people. We have a police force of 22 officers to enforce all the laws on that 5-mile stretch of beach.

If my personnel arrested everybody who was in possession of marihuana it would mean I wouldn't have an officer on the beach to control the crowds. Decriminalization has allowed the issuing of citations to enforce the law and still maintain control on the beach.

I think from that standpoint, we get the enforcement job done and still maintain order where we need to. The problem that I see is that even though we have made marihuana use an infraction and write the citations, the city attorney's office will more often than not fail to file the cases. The usual reason stated is the crime was de minimis because of the amount of marihuana seized.

Accordingly, the people who have been issued citations know that 9 times out of 10 nothing is going to happen to those cases.

Which means people flaunt the law more, which compounds our problems.

Mr. DORNAN. Chief, by touch and feel, you mean they want to see a kilo?

Chief BEESON. They want to see something. An ounce of marihuana will roll up, depending on how fat—up to 53 marihuana cigarettes per ounce.

So less than 53 marihuana cigarettes, there is a possibility that in the prosecutorial discretion, this is a case that may not be called to the attention of the courts.

Therefore, it is rejected on its face.

Mr. DORNAN. I think the most gruesome murder I have ever read about, I think in recorded history, took place in the South Bay, and the murderers were originally apprehended in Hermosa Beach.

Chief BEESON. Yes.

Mr. DORNAN. Have you familiarized yourself with that at all?

Chief BEESON. I live there. I read the paper. I am familiar with that.

Mr. DORNAN. Was there any talk at all of drug use?

Chief BEESON. Sure.

Mr. DORNAN. I cannot imagine a human being torturing a teenage girl, filming it, recording her screams.

Chief BEESON. Assuming that the public record, and reporting in the press, and that testimony reported in the news media is accu-

rate, in almost all these cases, as the girls were picked up, the sharing of a marihuana cigarette with the victims was offered.

Mr. DORNAN. And the murders then took place in the van right after that?

Chief BEESON. Yes.

Mr. DORNAN. Could we ask about paraphernalia? On the east coast, living there as a resident while Congress is in session, and also taking testimony around the country, we have been able to feel this committee has had an impact (as parental groups have told us in at least seven or more States) on doing something about selling all of the drug paraphernalia to teenyboppers as opposed to the actual narcotic substances themselves.

If we could get a comment on that, I will then end my participation by this observation.

We have an opportunity as congressmen, if we are willing to accept some criticism for travel, to see some of these substances at their point of origin. Some of us on this committee went all the way up by flight, long flights, into the opium fields in northern Burma.

Mr. Gilman had the opportunity to sit at a small table with the former chairman and Pope John Paul II, just discussing as fathers, how to do something to help our children.

Mr. Zeferetti and I last year had an opportunity to meet in the Vatican, with the Secretary of State at the Vatican. We see that we are sharing everywhere in the free world the same agony.

The Mexican Government, which seems to be the only success story, feels that we are absolute hypocrites, as their young soldiers die in the field, and we go through the Sieroty process of decriminalization.

We have an opportunity at the Federal level to have some input to our law-writing committees. We are a Select Committee, we don't write laws, we advise.

If there is anything you can tell us in summation—I just want to say that I am proud of my law enforcement officers. I know how tough it is. And I'd appreciate your comment on decriminalization.

I think it is a tragedy we have not had the cameras here for the people who are in the trenches. We have had the superiors of the people in the trenches. But you are out there. You feel the impact first, the blood, and murder and rape and burglary.

And I just hope that the written record of our first day of hearings out here gets the circulation that it deserves.

It is far more important than any Hollywood participation of people who would have double-talked. And I still expect some heroes to come forward tomorrow.

Thank you, gentlemen, very much. I would like to know about paraphernalia.

Chief KEANE. Has this magazine been brought to your attention yet?

Mr. DORNAN. Yes. I understand it was funded with seed money by Playboy Enterprises. They come back and boldly lobby in Washington.

I understand that is the first publication to print the formula for making PCP in your home. Anybody heard that?

Mr. VENAUE. I have a copy of it.

Mr. DORNAN. Drug paraphernalia.

Chief BEESON. The State of California has enacted an enabling law that allows the cities to enact, control drug paraphernalia ordinances. I am proud to say in the city of Hermosa Beach, it is unlawful to display that type of paraphernalia where it can be observed by juveniles. That is where that is.

Mr. DORNAN. Any other comments?

Mr. VENAUE. I would like to make one comment, if I might. I was sitting in the back and heard a couple of things that were mentioned.

I would certainly recommend to this panel, because of all the questions dealing with heroin treatment in methadone centers, et cetera, that Dr. Forrest Tenant runs the largest heroin treatment center west of New York. And he is local in San Gabriel. Dr. Forrest Tenant. Recognized, perhaps, as, if not the most learned authority in heroin addiction, certainly among the most.

Second, I would ask this body to consider very strongly any—to resist any reducing of any funding for the Drug Enforcement Administration.

And second, to be ever cognizant—you talked about what we are doing, what can we do, what are the educational programs here, the problems here?

When Colombia has approximately, and I am just taking out of the newspapers—70 percent of its agricultural economy depending upon supplying drugs to the United States—there ought to be some alternatives to that, at least in offering them some alternative, than to keep that supplier going in those directions.

Mr. GILMAN. It was before you arrived, we previously mentioned that we have adopted legislation in the last session of Congress to enable our Government to assist in our foreign aid projects, to provide a substitute crop in some of the areas that are heavy producers.

This year, we are embarking on an experimental project as a first initiative under that law in Peru, to attempt to provide a substitute crop for the coca plants. Peru happens to supply about 50 percent of the world's supply of cocaine.

We hope that we are going to be able to make a dent as a result of that kind of a program.

Mr. VENAUE. You don't know how grateful I am to hear that.

Finally, I would like to address a comment I heard earlier concerning the movie industry. I have heard from KABC, channel 7, as well as Quinn Martin Productions—we are talking there in excess of well over \$1 million of support for the citizen and police function programs.

I would like to say that we have enjoyed, over the last 9 years, the support of people like Robert Stack, Greg Morris, Cindy Garvey, Regis Philbin, and others who have served as chairman for our cause.

These are people who are not afraid to be outspoken in that area.

Mr. ZEFERETTI. I would hope they would be that outspoken, that they would make themselves present at this hearing, so we could hear about some of the contributions they made, and in some way, maybe create some other kind of effort together as a coalition to create some impact.

I commend them for being part of your program. But I would like them to be here as part of our program.

Mr. VENAUE. Is that an invitation?

Mr. ZEFERETTI. Sure. We are running a little bit late.

I want to thank you all very much. As someone that before coming to Congress spent some 24 years in law enforcement, I share some of your concerns.

I have gone through some of the frustrations. Again, I welcome you here today, and thank you very much on behalf of the entire committee.

Thank you.

Mr. WALDEN. My name is Spencer Walden. I had the opportunity in November and January to see a part of the public hearings and expert testimony of the California Commission on Crime and Violence.

I think it would behoove you and all these gentlemen here who have the responsibility of knowing what is going on with crime and violence, to ascertain a copy of these testimonies from November and January.

Mr. ZEFERETTI. Could you make them available to the committee?

Mr. WALDEN. I don't have them. I am not a part of that committee. I merely heard the public testimony at that time.

I think it will create a lot of enlightenment, and a whole different understanding of the situation. The dates are November of 1980. And January of 1981.

Mr. ZEFERETTI. Thank you.

Mr. WALDEN. It was in San Diego, and Orange County.

Mr. ZEFERETTI. Thank you.

The committee is adjourned until 9 o'clock tomorrow morning.

[Whereupon, at 4:35 p.m., the Committee was adjourned, to reconvene at 9 a.m., Thursday, April 23, 1981.]

THE PROBLEM OF DRUG ABUSE

THURSDAY, APRIL 23, 1981

HOUSE OF REPRESENTATIVES,
SELECT COMMITTEE ON NARCOTICS ABUSE AND CONTROL,
Los Angeles, Calif.

The committee met, pursuant to notice, at 9 a.m., Customs Courtroom, Los Angeles, Calif., Hon. Leo C. Zeferetti (chairman of the committee) presiding.

Present: Representatives Robert K. Dornan, Benjamin A. Gilman, Lawrence J. DeNardis and Tom Railsback.

Staff present: Patrick L. Carpentier, chief counsel; Roscoe L. Starek III, minority counsel; and John W. Peploe, chief of security/investigator.

Mr. ZEFERETTI. Good morning, ladies and gentlemen.

Yesterday we received testimony from State, Federal, and local law enforcement and criminal justice agencies on the magnitude of the illegal drug trafficking in this part of the country and the efforts being taken to combat it. They also shared with us some of the problems they encounter in the performance of their duties.

Before we hear from today's witnesses, I want to again state the purpose of our visit here. The Select Committee came to California to seek the advice and guidance of the finest and most creative performing artists in the world. This Nation urgently needs a public awareness campaign regarding the dangers of substance abuse, and there is no better place than within the film and television industry to learn about how to enlighten and sensitize the public about this serious problem. We are not here for what others have alleged to be a witch hunt or an inquisition. I trust that the record of these proceedings will bear me out.

We are here in the spirit of cooperation, nothing more. I apologize to my distinguished colleagues and to our witnesses that we have had to spend any time at all on this matter, but I thought that I would clear the air once and for all. I hope that now we can proceed in a constructive manner with the important business at hand.

It might be said that a society's art is a reflection of that society's sense of itself. Art confirms our sense of what we are, what we believe that we stand for, what our values and fears are. Historians, in some distant age, will look at our culture through the prism of the art that we have fostered and produced. I am gratified and proud that the performing arts in America are a rich, viable, and significant expression of our society's ethics and values. We are, as a Nation, well served by our artistic community; and I am grateful for the opportunity to be with you today so that we may share some of our mutual concerns and some of our mutual hopes

for a better America and a better world. We come to you today to gain your insights into the ways in which this Nation can mount an effective and vigorous antidrug campaign.

As chairman of the House Select Committee on Narcotics Abuse and Control, as a citizen of this Nation, and as a parent and grandparent, I am deeply concerned for the health and happiness of the youth of our country. Drug abuse is a disease which eats at the very vitals of our society. It is a disease which attacks every segment of our Nation: rich, poor, black, white, Hispanic, rural, urban. Every socioeconomic and ethnic level of our society is vulnerable to the plague of substance abuse. It is a disease which threatens to undermine entire generations.

The key to mounting an effective antidrug campaign revolves around two basic concepts: reduction of the supply of drugs and reduction of the demand for drugs. A critical component in mounting a truly effective antidrug campaign calls for the development of methods to reduce the demand for drugs.

First and foremost in the area of reducing the demand for drugs comes the set of activities that might be termed prevention and education. This set of activities seeks to reach young people before they have become involved in substance abuse.

Part of a workable substance abuse prevention effort involves the development of a national awareness of the extent of the problem and a society-wide awareness that drugs are simply not a valid answer to life's pressures, that a healthy life and a happy life are possible without the artificial paradise offered by drugs.

The Select Committee on Narcotics Abuse and Control seeks the support and assistance of all segments of our society, especially those that have any appreciable degree of influence with young people, to come forward and join with us in this all-out fight.

We in government have learned that with a social problem as widespread as substance abuse, the Federal, State, and local governments simply cannot do it all and that support must be elicited from other sectors of society.

We have enlisted the active support of the church through audiences with His Holiness Pope John Paul II, with the Secretary of State of the Vatican, and with church leaders in the United States. We are extending this exciting initiative to include all of the faiths in our Nation.

The Select Committee has gone into communities in an effort to meet with parents and young people and to explore with them their hopes and their ideas about drug abuse prevention. We are developing relationships with leaders of the industrial-commercial sector in an effort to bring the great talents of American industry to bear on meeting the challenge of substance abuse in such areas as it relates to such issues as job stress and to the role of the business community in providing jobs and training for at-risk and rehabilitated youth. We are looking to the very important area of sport in America as providing an invaluable service in a national antidrug awareness campaign.

Today's hearing opens up a new and terribly important area in our search for partners in the fight against substance abuse. Today, the Select Committee will hear testimony from members of the entertainment industry.

As I said at the outset of my remarks, the arts are but a reflection of a society's images of itself. In today's global village of mass access media, the role of the artist, especially the performing artist, is as it has never been before in history. The performing artists of today are the role models upon which today's youth fashions much of its own image.

Art, indeed, holds up a mirror to society and shows it to itself as it really is. I want to tap the genius of American performing art. I want to bring you into the fight because I sincerely believe that we cannot win the battle without your contributions.

There is so much that the performing arts can contribute to the development and implementation of a nationwide consciousness of the dangers of substance abuse. And it is in that spirit of mutually felt concern and striving toward a common goal of a drug-free youth that the Select Committee is meeting with you today.

We come to you in the spirit of cooperation and mutuality. We seek a partnership with you in addressing this Nation's substance abuse problem in a vigorous, compassionate, and effective manner. We seek your expert guidance and advice. And in return, you have our pledge that the committee will work unceasingly to bring about the realizable dream of a drug-free youth. We have many, many miles to travel toward that goal and the road will be a difficult and painful one. But we are committed to the journey.

Now I would like to open for any statement from my colleagues.

Mr. RAILSBACK. I don't have a statement, Mr. Chairman.

Mr. DORNAN. Mr. Chairman, I just want to make a brief statement.

I want to apologize to my colleagues on this committee for the annoyance they have to suffer at the media hype, to quote one of the people in this city who earns her living in show business, because I think the media hype has been on the part of only two people in show business. One of them I don't believe was ever asked to be a witness here.

This committee, in the 4 years that I have been associated with it, has traveled everywhere that this plague, drug abuse, has been literally killing people. I think the saddest thing in yesterday's excellent testimony was the final session, where we had an interested mayor of a small city, and five peace officers, two chiefs, and three officers from Los Angeles P.D. divisions, narcotics officers, discussing some of the most mind-stunning murders that involve drugs that I have ever heard in my life—dismemberment, torture of young girls.

I am not too happy when I come back here from Washington and the first thing I hear on the radio at night is that this city is the rape capital of the Western World.

We took testimony from these narcotics officers about violent crime. I think this should have been the headline story, not the media hype of two performers, trying to get themselves publicity, guilty of the type of phony McCarthyism, if you will, of which we were guilty before we had a chance to even explain what we were trying to do here. The most stunning testimony was by peace officers, and there was no disagreement on our panel of seven officers. There wasn't a camera in the room.

CONTINUED

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The crime in this city may be increased 70 to 90 percent—that is what the chief of police of Santa Monica said, Chief Jim Keane—70 to 90 percent, not 50, may be tied in some way or other to drug abuse. If that isn't a headline story, I don't know what is.

When this committee took testimony in Europe from general officers, and commanders, who have control over 7,000 nuclear weapons, and tactical nuclear weapons in Europe, and have a major drug problem with our young men who come out of this society, who literally are supposed to use these nuclear weapons in the field, no one screamed "witch hunt" in Europe—not when our garrison of Army soldiers may be 50 percent using drugs and not when we read about 40 young American soldiers in Frankfurt arrested for trafficking heroin.

Nobody has ever accused this committee of trying to do anything but bring that arc of light of public opinion to bear on this issue, so that we can get constructive, fine constructive solutions to do something about what Mayor Tom Bradley described as a drug-oriented culture.

Our society here in Los Angeles was described yesterday as literally being awash in narcotics substances, and that includes the drug alcohol, tearing our society apart. We have not even begun to discuss the problem with prescription drugs, where women in our country are 2 to 1 addicted to tranquilizers over men. If that is not a major medical problem, I don't know what is.

When we have taken testimony over the years from people in the medical profession, not a single doctor, or anyone in that profession screamed "witch hunt" or "inquisition." And again it is not Hollywood yelling this. It is two people. The media rushed to them. They have gotten more publicity out of this than they had figured they were going to get by documenting the proceedings.

I think the most important thing that Cathy Lee Crosby said yesterday is that she was annoyed that there was anybody here from the Customs Service, the Treasury Department, the Mayor's Office, and the Attorney General's Office—she thought this was just going to be nothing but show business hearings. But it was never planned that way. The first day was always going to be the supply side of narcotics.

Now, when we go back to Miami, and this committee has already been there, to take testimony from bankers who have billions of cash dollars flowing through these bank accounts that come out of the South American countries, where four governments now have as their No. 1 cash export product narcotics, as Mayor Bradley said, the No. 1 cash product in this State is marihuana—when we take testimony from those bankers in Miami, they will be nervous. We will ask for volunteer witnesses and there won't be any subpoena power used. But I will guarantee you we will not hear the word "witch hunt."

Most of the Hollywood community is stable and a hard working community. When Rona Barrett pressed Frank Zerdlow, who wrote this incredible series of two articles on cocaine use in Hollywood, for a percentage figure, he said 20 percent. Well, 20 percent is bad. Obviously that is not as bad as the military.

The problem may not be as bad as the banking coverup of narcotics smuggling money in Miami, but it is still bad.

Why would not anyone come and not take testimony from people in the industry? I hope the cameras will be here for this afternoon's session when we have high school principals. The testimony they give about the drugs ripping apart our kids in junior high and high school will be far more significant than Ed Asner saying last night, "Sure, I know people that use cocaine, there is nothing wrong with that, it is not a killing drug." Cocaine is killing people with overdose threats. It creates cocaine psychosis.

One of my staffers called Information, Los Angeles, Pacific Telephone Co. this morning, and asked for the number of Hollywood High. The operator gave him a number. He called the number, and the guy answered "Hollywood High." And he says, "Can I speak to the principal's office, I want to confirm his appointment." He said, "This is not a high school, this is a drug paraphernalia shop called Hollywood High." He said, "I am sorry." He said, "It happens all the time."

One of the best things this committee did last year was to focus attention on these animals that sell bong pipes and hookahs and roach clips to the teeny boppers of America. And we are responsible for focusing attention on that and bringing about legislation in 11 States already. Also, there is activity from both sides of the aisle, actually by liberal Democrats up in Sacramento, to do something about drug paraphernalia.

We are not going to use subpoena power to drag in the bank manager of the Hollywood shop. We asked for voluntary witnesses from the high school principals. And I hope this room is not evacuated of cameras at this afternoon's session when we have these people that have to deal with kids that are plagued with this problem, as we found an empty room when our narcotics officers and police chiefs were testifying yesterday.

I am proud of the hearings. And I like the story on the front page of the Herald Examiner. The situation is grim. Our whole society is awash in drugs. We better do something about it. I am proud of my service on the committee.

Thank you, Mr. Chairman.

Mr. ZEFERETTI. Mr. Gilman.

Mr. GILMAN. Thank you, Mr. Chairman.

I certainly want to commend the gentleman from California for focusing attention to the misapprehension that the hearings have had here on the west coast.

I would hope that the industry and the entertainment world would grasp at the opportunity to take advantage of joining with us in our effort to develop an effective national program of education and of trying to deter the drug abuse and drug trafficking in our Nation. We need their help. We need the help of the entire Nation.

I was particularly interested to see a front page story this morning in the Los Angeles Times, "Massive Fight on Worldwide Drug Trafficking"—something we have been urging for a long time. Where it said the State Department "will be enlisted to convince other countries as part of our foreign policy that it is not in their national interest to tolerate drug trafficking."

I hope that the hearings here on the west coast will help to raise the public's consciousness of the seriousness of the problem. We

had a very serious problem of drug abuse and trafficking in our Nation in the early 1970's. Then we reached a plateau in the mid-1970's.

Once again, we are confronted with a crisis of a tidal flow of narcotics from the Golden Crescent area, the Golden Triangle area, the Asian Continent, of a massive flow of cocaine coming in from Latin America, of hashish, marihuana coming in from every direction, not by the individual carrier, but by the boatload and plane-load. And we need a great deal of help in order to combat this kind of trafficking and this kind of abuse, an abuse that has caused some 400,000 to 500,000 hardcore addicts in our Nation. An abuse in trafficking that has cost the taxpayers over \$20 billion in drug-related crime. An abuse in trafficking that is estimated to run in the range of about \$75 billion of illicit trafficking in our country, and trafficking that, of course, does not benefit any of our legitimate taxing revenues.

We need the help of the entire Nation in this war on drugs. And I hope that the industry is going to take advantage of this opportunity and come forward and try to help us communicate the problem to the rest of the Nation and to the world.

Thank you, Mr. Chairman.

Mr. ZEFERETTI. Mr. DeNardis.

Mr. DENARDIS. Mr. Chairman, just a brief observation before we begin this morning about something that has troubled me over the last few days since I arrived here from Connecticut.

The allegation that show these hearings were similar to hearings conducted a generation ago—I want to say quite emphatically that there never has been any plan or intention to conduct these hearings in a fashion reminiscent of the 1950's. There is no similarity between these hearings and the hearings that some have likened them to, those infamous hearings which focused on the entertainment industry a generation ago.

Then congressional hearings were conducted without strict procedures and guidelines to protect constitutional rights. And now hearings, and for quite sometime, congressional hearings are governed by statutory and case law which very strictly circumscribes how we proceed.

If, then, there was a tyranny of congressional investigations, now quite ironically there seems to be the tyranny of the nonwitness critic, because we are now dubbed guilty before the fact, and we are dubbed guilty by association, the association of being Congressmen who have a mandate under the laws of this country to investigate in a certain area and to propose solutions—solutions to an enormous and critical and frightening problem that this country has from coast to coast.

And the Los Angeles area, because of its location near the border, because of its coastline, is a microcosm of the problem countrywide.

It seems to me, Mr. Chairman, and fellow members of the committee, that it is indeed most unfortunate that our invitation to have people come forth and in a constructive and positive fashion to discuss the nature of the problem, and help us as we begin a new set of hearings and meetings, at the outset of this 97th Congress, with a new chairman, and with new members to this com-

mittee, and with a new vow to proceed with our mandate, that it is a shame that we were not joined by people who could provide us with that insight.

It seems to me, Mr. Chairman, that some of our critics are suffering from foot-and-mouth disease, others are suffering from having their heads in the sand about this issue. At any rate, we will make the best out of this opportunity. The testimony that was provided yesterday was excellent, and we look forward to some constructive testimony this morning.

Thank you, Mr. Chairman.

Mr. ZEFERETTI. I would like to call to the witness table Mr. Alan Horn, the president and chief operating officer of Tandem Productions.

Let me welcome you, Mr. Horn. I want to say that we really appreciate your coming forward. You can proceed in any manner you feel comfortable with. Your entire statement will be made part of the record. Just feel free to begin in any manner you like.

TESTIMONY OF ALAN F. HORN, PRESIDENT AND CHIEF OPERATING OFFICER OF TANDEM PRODUCTIONS AND T.A.T. COMMUNICATIONS CO.

Mr. HORN. Thank you, Mr. Chairman.

I will begin by reading my statement, if I may.

Good morning, my name is Alan Horn. I am president and chief operating officer of Tandem Productions and the T.A.T. Communications Co. In this position, I supervise all business and creative activities of our organization.

For your perspective, there are seven major production companies in the creative community: Universal; Columbia; Fox; Warners; MGM; Paramount; and Disney. In addition, there are approximately 350 independent television production companies, the largest of which are Lorimar, Mary Tyler-Moore, Spelling-Goldberg, and Tandem/T.A.T.

Collectively, these seven majors and four independents do the majority of network programming. Tandem/T.A.T. are known primarily as producers of comedy, and our company virtually began with Norman Lear's "All in the Family," "Sanford and Son," "Maude," and "Good Times." In the current season, we have seven television series in production. We number some 400 people, 65 of whom are writers, producers, and 40 of whom are actors and actresses under full-term contract. Of course, we employ hundreds of actors and actresses during the course of the year.

As confirmed by our ratings, our prime time television series reach over 200 million Americans a week. Episodes of our series that are no longer broadcast on the network, for example "All in the Family," "Sanford and Son," reach an additional 40 million viewers per week.

Gentlemen, as I understand it, the purpose of this hearing is to explore how the entertainment community, and television in particular, can be responsive to what you have described as a nationwide drug problem, a problem which leads to violence and crime among our Nation's youth, and which manifests itself in our society at every level.

Jack Valenti, president of the Motion Picture Association of America, Inc., has urged me to appear before this committee to explore with you ways in which we in the television industry can support the Government's objective of prevention and education as a deterrent to drug abuse.

I volunteered to come here because I believe that we who create television programing have a unique opportunity to serve the interests of this committee and, consistent with my commitment to the first amendment, accept the committee's purpose as just. I therefore offer my cooperation. I am representing only Tandem Productions & T.A.T. Communications Co. I do not purport to speak for others nor represent myself as a spokesman for my industry.

Television is present in nearly every American home and is watched, on the average, over 6 hours per day. Our primary purpose is simply to entertain, but we are mindful of our presence in the home and the power and pervasiveness of the medium. We strive to program what we believe to be in the best interest of the public, but we recognize that we cannot and do not always succeed.

We do, however, enjoy the challenge of taking an issue of social relevance and dealing with it through the telescope of comedy. Obviously we must portray our situations with accuracy.

Accordingly, our production company has a public affairs department, one function of which is to bring issue-related subjects to the attention of the creative entities, and a research department to supply writers with research and facts; and to bring in experts to serve as on-the-scene consultants for writers, directors, and actors. The subjects we have dealt with over the years read like the front pages of every newspaper. To mention a few, they range from cancer, high blood pressure, heart attacks, and rape, to child abuse, gun control, manic depression, teenage suicide, alcoholism, and drug abuse.

Television, of course, is neither the panacea nor the cause of our Nation's problems. We cannot change the world. But what we can do is use the medium to shed light on a subject; to inform and educate viewers, and present a point of view. I believe television series are especially effective in this area because—as in real life—we are more apt to listen to a friend than we are to a stranger.

The characters on television series really are people who are invited into the viewers' homes each week through the course of the year. The public comes to know and trust them and thus, the series in which they appear have more impact on viewers than a documentary, special, or 2-hour movie.

In a movie, for example, the viewers must first get to know the character, then decide if he likes and trusts the character, then has to identify the problem or issue being developed, and finally resolve the problem.

In episodic television, the viewers come to know our characters the way individuals get to know friends and follow them as they grow and change. When a character experiences a problem with drugs or alcohol, the viewer can live through that experience because he cares about the character as he would about any other friend. Using the committee's subjects of drug abuse and alcohol as examples, I have attached story lines of episodes in Tandem/T.A.T. series dealing with these issues to this statement.

As an aside, I might mention an episode of "One Day at a Time" when Bonnie Franklin, playing Ann Romano, has a heart attack. It occurred to me watching the show—because it was hardly hilarious—that for the public to sit through that experience with her, and to experience that heart attack fright with her, depended on their having known her for 7 years; because if I were to learn, for example, that an individual I met this morning had had a heart attack, I might say, "I am terribly sorry to hear that," and go on about my day.

But if it were my best friend, my reaction would be quite different. And that is why it has such a great impact.

To quote Norman Lear, my boss, "We love to show real people and real conflicts with all their fears, doubts, hopes, and ambitions, rubbing against their love for one another." We do what we do, not because we expect to change the world, but because it is fun and because we care.

With all the media attention given to these hearings, and the reaction in the entertainment industry to suggestions of a congressional "witch hunt" with regard to drug abuse by members of our community, I would like to comment on the recent TV Guide articles: "Hollywood's Cocaine Connection, Parts I and II," simply because they clearly influenced the reaction in our community.

I will not question the motive of the TV Guide publishers, but I do think it is important to state that the entertainment community, in my opinion, does not suffer from drug abuse or illegal use of drugs any more than any other community in the United States. I believe that the articles were excessive and misleading in their characterization of the television business. By that, I mean that when a reader puts down the articles, clearly magnified by an impressive cover and headline, he is left with the clear impression that drugs, and cocaine in particular, are the very currency with which the television community does its business.

Nothing could be further from the truth. In my 8 years as a television executive and producer, on both business and creative levels, through countless meetings with network executives, producers, writers, story editors, actors, and actresses, cocaine not only was never proffered, but never mentioned or discussed as a substance of trade, currency, or exchange. Not once.

It is inconceivable that running a television operation of our size, I would not have encountered it, were it so widespread and so important a business practice. As if it were not eminently clear from the ratings warfare which is waged daily among the three television networks, and reported daily in every newspaper in our country, let me state that television is a business, like any other business, and decisions are made in the light of their intended impact on ratings profitability.

This dollar-mindedness is tempered by an awareness of our public responsibility and the reflection of our medium in light of its pervasive influence. Drugs have simply nothing to do with the process.

We are, if nothing else, simply too busy, we have to get up too early, we have neither the time nor the inclination to participate in such activity. It is unfortunate that an entire industry, an industry of which I am terribly proud, finds itself slandered, and

convicted by unsubstantiated allegations and cloudy innuendos. The entertainment business is a tough business and it can be incredibly frustrating. It can also be wonderful; and I am proud to be a part of it.

Thank you.

Mr. Chairman, I have some attachments of a few shows that have dealt with your issue this morning, and I just included those with my statement.

Mr. ZEFERETTI. They will be made part of the record.

[Mr. Horn's prepared statement follows:]

PREPARED STATEMENT OF ALAN F. HORN, PRESIDENT AND CHIEF OPERATING OFFICER, TANDEM PRODUCTIONS AND T.A.T. COMMUNICATIONS CO.

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Gentlemen, as I understand it, the purpose of this hearing is to explore how the entertainment community, and television in particular, can be responsive to what you have described as a nationwide drug abuse problem, a problem which leads to violence and crime among our nation's youth, and which manifests itself in our society at every level. Jack Valenti, President of The Motion Picture Association of America, Inc., has urged me to appear before this Committee to seek to explore with you ways in which we in the television industry can support the government's objective of prevention and education as a deterrent to drug abuse.

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week through the course of the year. The public comes to know and trust them and thus, the series in which they appear have more impact on viewers than a documentary, special, or two-hour movie. In a movie, for example, the viewers must first get to know the character, then decide if he likes and trusts the character, then has to identify the problem or issue being developed, and finally resolve the problem.

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ATTACHMENTS

ARCHIE BUNKER'S PLACE

Tough love.

Finding Veronica passed out on the kitchen table one morning forces Archie and Murray to recognize her serious drinking problem. Murray sends her to his doctor who accepts her claim she is not an alcoholic and he prescribes tranquilizers for the tensions she blames her drinking on. Veronica mixes the pills and liquor and ends up in the hospital. The doctor there recommends Alcoholics Anonymous and agrees that Archie's tough approach may help more than Murray's "Understanding" one, and when Archie finally fires Veronica for preparing to drink again, she breaks down and then calls AA.

GOOD TIMES

The Evans' dilemma

Failure to find employment after injuries ended his football career sends Keith into a deepening depression and rage and finally to the bottle. But it may be too late by the time Thelma discovers the alcoholic secret behind the change in her husband.

HELLO, LARRY

Diane drinks

Sixteen-year-old Diane arrives home drunk and then admits it's not the first time. Her father, Larry, a radio host, begins to delve into the problem, discovering that the problem is not unique to his family (the National Council on Alcoholism lists 3.3 million American teenage alcoholics and many other 14- to 17-year-olds having drinking problems heading toward alcoholism—a 45 percent increase from 1976-1979) and he devises a method to help his own daughter and, perhaps, other families as well, through his radio program.

THE FACTS OF LIFE

Dope

Blair and Sue Ann opt to forsake their other friends and join an exclusive group of girls, but they're not quite sure they're ready to be initiated into the new group's favorite pastime: marijuana. Sue Ann experiments, but a surprise revelation soon results in the group being expelled from school.

GOOD TIMES

J.J.'s Fiancee, Parts I and II

J.J. makes a surprise decision to marry the "neighborhood weirdo" who is known for her peculiar moodiness. When his family balks at the move, the pair elope. J.J.'s fiancée begins acting strangely at a motel and disappears out a bathroom window—heading off to find a fix; she's a junkie.

ALL IN THE FAMILY

Archie's Bitter Pill, Parts I and II

Unable to cope with bad business, and worried he will lose his saloon, Archie is talked into taking drugs in order to "relax." The family discovers his addiction when he overdoses at the bar.

Mr. ZEFERETTI. If you would like to read any one, you can. It is up to you.

Mr. HORN. As long as they are part of the record, I won't go through the story lines, because they are rather cryptic.

Mr. ZEFERETTI. Does that conclude your statement, Mr. Horn?

Mr. HORN. Yes, it does, sir.

Mr. ZEFERETTI. I want to thank you.

One of the things that strikes me in your statement is that you talk about some 200 million viewers that have the opportunity to see any given program at any given time. And I concur, and I say to you that is the very purpose of why we thought the cooperative kind of effort to be made between the industry and we in government to sort of create and maybe have the opportunity to perform and create, and produce, the kind of idea of a program that might have an impact on the overall problem of drug abuse and control.

It was in this vein really that we sought out this kind of mission, to use your talents and to use your techniques. It is incredible, really, that has all been put aside. But I am so very, very grateful that you have taken the time out this morning to be with us, because again I think you have touched on the very areas of concern that we have, and I think again through your experience and what you have portrayed on the screen, through your production company, you lend yourself toward that effort.

I would like to just ask a couple of questions and then turn it over to my colleagues.

What kind of public reaction, if any, have you had as a company in addressing for argument sake, the drug abuse problem, in any one of your shows?

Mr. HORN. Well, Mr. Chairman, apart from our actual ratings, the most direct communication we have had is reflected in the fan mail, and letters sent to our company.

The number of these letters is staggering. We have received, for example, 15,000 letters on the "Different Strokes" show since October of last year alone.

We did an episode of "Archie Bunker's Place" called "Tough Love," which deals with Veronica's having a drinking problem and eventually recognizing herself as an alcoholic, and going for treatment to Alcoholics Anonymous. After the episode was broadcast, we received hundreds of letters, and I have selected a few. They come from both the medical community and from the general public.

If I may, I would like to read a few. They are very short.

Dear Producer, having spent nearly half my life as a member of Alcoholics Anonymous, I take this opportunity to congratulate you on the format of the captioned production "tough life." We need all the help we can get in publicity to tell those many persons that are out there that are still suffering that there is a place where others care and they need not suffer anymore. Once again, thank you and please remember us another time.

"Archie's Place," production staff:

To whom it may concern. I am writing to let you know how terrific I thought your program featuring Veronica and her alcoholism was. I am married to an alcoholic, and have been in the Alcoholics Anonymous program for 1 year, and have attended open AA meetings. My husband is still drinking, unfortunately, but he did watch your show. Whether it helps him or not is for God and himself to decide. But surely somewhere in this country, that program is bound to have touched someone enough for them to seek help. The disease alcoholism is cunning, baffling and powerful, affecting not only the alcoholics themselves, but family and friends alike. These are all good decent people who desperately need help. And as we learn, they can only help themselves, when they hit their bottom, and decide they need help. I am hoping your show will open at least a few of those eyes before they hit too deep a bottom. I wish there were more programs on this terrible disease so that the general public can be made more aware that there is no longer the social and moral stigma that seems to hang on. Again, thank you so much for such an exceptionally fine show.

Now, this is from the Drug and Alcohol Council, Bellaire, Ohio.

Dear Producers, I viewed with pleasure your—

these are always typed—

the episode of "Archie Bunker's Place" aired on March 15, which dealt with Veronica's drinking problem. I feel you made maximum advantage of the half hour to make some key points in dealing with alcoholism. As a community education specialist for this agency, I could make good use of that episode in many of my education and training endeavors. We do not have the funds to purchase such items. However, if a film or a video cassette of this episode could be made available to this agency as a loan or as a gift, it would be well used and your generosity would be greatly appreciated. If it cannot be made available, keep up the good work. Respectfully.

By the way, we sent hundreds and hundreds of tapes around the country in response to letters like this. And our letters provide that they must confirm to us that the tapes are being used for educational purposes only, that they are being shown free of charge, and we would like to know when we can get them back. They have to send them back.

Mr. GILMAN. Would the gentleman yield?

Mr. Horn, do other producers and other companies in the industry make such films available throughout the Nation?

Mr. HORN. Mr. Gilman, I am sure they do. But I do not have a specific example for you, because as an independent production company, we are very provincial in going about our business. We don't have as much communication with the other members of our community as one might suspect, given our common activity. And we conduct our businesses quite independently, and only come together when there are issues that are of clear relevance to all of us.

Mr. GILMAN. The letter you just read strikes home, precisely the point that we have been delving in in the past 2 days. There is a need for more effective educational effort.

The people that testified yesterday, our police officers, were most concerned about the need for a better educational effort within the school system, and wherever we could make that educational project available.

The fact that here you have a communications man writing to you and stressing how effective your taping was, and the utilization of it, is the kind of thing that we are seeking. I certainly would welcome some thought from you today or at a later date, I am sure the committee would welcome it, of how we could best coordinate an effort by the industry to reach out with a good, sound educational effort.

We have found that there is a need for this kind of a communication that has not been made available by the Federal Government. Unfortunately, some of the things that we have produced at the Federal Government level have not been as good as we would like to see them. Printed material, the media material, the type of communication that you could embark on, could be most helpful.

We would certainly welcome your thinking on how the industry could work shoulder to shoulder with Government in that kind of effort.

Mr. HORN. Well, Mr. Gilman, one thing that comes to mind is what I am describing from the perspective of our company is responsive and essentially passive in nature. We do a show and as a result of someone taking the time to write to us, which indicates, of course, it must have occurred to him or her first to do so, and receiving a request for a tape or some help, we then of course proceed.

But there must be hundreds of people out there who are not even aware that we would be willing to send a tape, and who don't write, but who would like to write. So if perhaps there were some better communications, some central clearing ground, some community location where it were made clear to the general public that if they had an interest in pursuing a subject introduced by one of our episodes—

Mr. GILMAN. I would hope we could explore that a little further with you. I think it is a sound suggestion, Mr. Chairman.

Mr. ZEFERETTI. I think it is an excellent suggestion. Most people, when they deal with the entertainment industry, motion pictures, they think of copyrights, and that kind of restriction. So I think that kind of communication would be helpful.

You talk about public awareness, or they do in those letters. And that is so essential to what we are trying to accomplish. If you could, and I know you are not speaking for the industry, but

strictly for your own production company—what ways do you feel—and you have heard me express the fact that we are trying to find some mechanics, some technical kind of way, other than producing a show or other than creating a motion picture of that kind—what ways do you feel that the industry might be helpful to us in lending themselves, its talent—and whether you think talent would step forward to lend that kind of helping hand, along with production kinds of technical facilities that you might have, joining in this effort? I would like to get your comments and your thoughts on that idea.

Mr. HORN. Well, Mr. Chairman, we can be most responsive in the areas where we have the greatest expertise.

So, as a producer, of course the first thing that comes to mind is that the 400 people in our company, and the thousands and thousands in the television community and motion picture community, are very good at writing and very good at directing, producing, at handling cameras, communicating messages, so the first thing that comes to mind of course is that we either on an arm's length basis or through some mechanism could simply help to communicate your message better.

With regard to the more visible members of our community, the actors and actresses, there is no question that if I walked down the street with my friend, Carroll O'Connor, they will trample me to death to get to him, because he is the one whose face appears on television and who is known as an actor, probably one of the finest in the medium, if not the finest, sorry, Carroll. It has been clear to us that these characters, as I have described in the context of our series, have an enormous influence, and I believe that their influence is very, very positive.

Obviously, if you were trying to reach young people, there are young actors and actresses who might be responsive to lending their charisma and their names, their personalities to your effort, and they would clearly get listened to before any of us.

Mr. ZEFERETTI. We both agree on that.

Can I just touch on that, though? I know there are costs involved because it is that kind of an industry that has restrictions, limitations, and the like.

Is there a way that we could formulate a kind of program, cost-effective kind of program between Government and the industry in lending itself toward that kind of project?

Dollarwise I guess you have got to do it in such a way, you have immediate costs no matter what you do, because of the labor contracts and the like that you have, so I guess it would extend its way beyond just the actors and actresses.

It is the directors, the producers, the technicians, and everybody else that would have to be part and parcel of that as far as the industry is concerned.

Am I reaching too far? Is it something that is in the realm of possibility, or am I really creating a utopian kind of idea that maybe doesn't have any kind of credibility?

Mr. HORN. Mr. Chairman, I don't believe that that is an unrealistic objective. But of course it would take an enormous amount of coordination and just simply work to get all of the respective elements operating in harmony.

I believe it would take an enormous effort, a lot of work, to get all the elements working cooperatively toward that objective. Because, again, we are an independent company. We value our independence. We are proceeding with the conduct of our lives like everybody else. And I think it is as difficult to get members of an industry, members of a community, or individuals to involve themselves in any worthwhile cause, because there are hundreds and hundreds of worthwhile causes in general.

So I think it is an uphill fight. But if the cause is just, I am sure it would be worth it.

Mr. ZEFERETTI. Do you feel that we can go on and create this atmosphere of cooperative effort; do you feel that we might have a chance to break the ice as far as the industry is concerned vis-a-vis whether it be television or motion pictures?

Mr. HORN. Well, Mr. Chairman, I again cannot speak for my industry. But I am certain that open and honest communication is the best way to fight miscommunication, and that can only help us.

Mr. ZEFERETTI. Thank you.

Mr. Railsback.

Mr. RAILSBACK. Thank you, Mr. Chairman.

I also very much appreciate your appearing.

I would like to pursue the same line of inquiry and ask you if any of the Federal authorities have ever tried to enlist your support or that of other producers that you know of?

Mr. HORN. Mr. Railsback, not that I know of. I do know that we have been in contact, and I have a list here, with the American Heart Association, the Epilepsy Foundation of America, the American Cancer Society, the Population Institute, the Human Family Institution, National Association of Retarded Citizens, National Council of Christians and Jews, California Governors Committee for the Employment of the Handicapped.

Mr. RAILSBACK. You mean they are all seeking your help?

Mr. HORN. Each time we do one of these episodes, it is picked up by representatives of these organizations, and then they correspond with us, and sometimes that dialog results in a followup and some sort of continued correspondence.

But there are no formal links between us and any Government agency that I know of.

Mr. RAILSBACK. Let me tell you why I asked. The National Institute on Drug Abuse, which you may or may not be familiar with, has been trying to work on an educational program; but we have not seen the results.

There is in the minds of many people a crying need for that. I guess what I would like to ask you, I wonder if there would be perhaps a better opportunity for a rapport between, say, the producer and maybe an agency like the National Institute on Drug Abuse rather than with politicians; what do you think of that?

Mr. HORN. I think that is a fine idea. And we have in our company, and I am sure other companies have, public affairs departments which would coordinate that kind of effort.

Mr. GILMAN. Mr. Chairman, could we have some order, please?

Mr. ZEFERETTI. Yes; I am going to ask the photographers to please find a place and stay in it. I am going to ask the people to please find a seat and sit down. We have witnesses that are testify-

ing, and they should get the respect and courtesy of this committee and this meeting.

Mr. RAILSBACK. The other point that I wanted to make, I know, for instance, the producers themselves have their own association, the Motion Picture Producers Association. But let me ask you this, and maybe you would prefer to respond in writing. If you were giving advice to the Federal Government on what you believe would be a constructive educational program relating to drug abuse, what would be some of the ingredients?

In other words, I have the feeling that in Washington we simply do not have the creative expertise, knowledge, and even information, to be able to produce something that could be used nationally to help us combat drug abuse.

Would you be willing to give us the benefit of your views?

For instance, whatever film is produced, has to be very credible. We need some talent. Do you think you could help us in that area?

Mr. HORN. I can certainly look into it and respond to you. Just off the top of my head, there is no question that we do what we do best, and our expertise as producers is to take the respective contributions of the writer, director, actor, actress, cameramen, and so on, put them all together in a convincing and credible manner.

We found with our own television series that if we make a mistake, if we purport to do an episode of, let's say Palmerstown, one of our series, which takes place in 1935, and then discover, as we did to our embarrassment, that we had the shelves filled with modern Coca-Cola cans, and so on, if there is anything that hurts the credibility of the episode, it loses the viewer.

While the viewer is unable to differentiate what it is about an episode that doesn't quite ring true, for example, the viewer would be unlikely to say it wasn't directed well, that would not be a comment you would hear. The comment would be, "I didn't like it; I didn't believe it."

We have learned that each of the ingredients in our television package is very important toward serving that goal of credibility. And so I would suspect that in your efforts to communicate, you would perhaps not be as mindful of all of those ingredients and how they interact as we might.

So maybe there is a way that this community can help.

Mr. RAILSBACK. The thought occurs to me that by using a rather, I would say, nonpolitical agency, like the National Institute on Drug Abuse, we can work with you and other producers, Jack Valenti, he is a friend of mine, and I know he wants to be cooperative.

I have the feeling that Grant Tinker wants to be cooperative, and that Norman Lear and you are being cooperative. I have the feeling there are many, many producers who would very much like to be helpful, as well as, by the way, actors.

I feel very badly about what has been construed by the events that have taken place here. There is a feeling that there is an estrangement between Washington and Hollywood, and it is something that in our opinion has been blown way out of proportion.

But it does seem to me that one way the industry can be constructive is to work with some other Federal entity that may be completely nonpolitical.

Mr. HORN. Well, Mr. Railsback, I again can respond only for our company. But I think that the creation of that kind of institution would be very constructive, particularly if it were nonpolitical. Because I know that we are again very protective of our first amendment rights, we are very sensitive to Government involvement and influence in any way on what we produce.

However, we recognize your objectives as laudable, and would certainly, I would think, meet you halfway in a nonpolitical way.

Mr. RAILSBACK. Let me just conclude. I think I have used up my time.

Many of us who have served on the committee are very much aware that there is a vacuum, relative to the participation of the Federal Government with all of its resources in doing anything to define the problem of drug abuse, and I know that they are working on it.

But, in my opinion, to be quite candid with you, they have not been very effective. I don't know of any kind of a film that can be used in different school districts to educate the young people about the problem.

I appreciate your willingness to come before us.

I think that our committee will pursue it.

Mr. HORN. Thank you.

Mr. ZEFERETTI. Mr. Dornan.

Mr. DORNAN. Yes; thank you Mr. Horn, for excellent testimony.

Mr. Horn, obviously Miami is suffering a lot worse from drugs, our Military Establishment in Europe, where we are supposed to be defending freedom, than is the Hollywood community.

Did you see the "60 Minutes" show where Mike Wallace did an excellent report on the gunfighting in the streets of Miami over drugs? CBS, on which many of your programs appear in a different context, said it is far worse than the worst of the gang wars in Chicago over prohibition.

Did you see that?

Mr. HORN. No; I didn't.

Mr. DORNAN. It showed a man in a wheelchair machine-gunned to death in a shopping center. Obviously, that is a terrible situation. To quote one of your own analogies about not being as moved by the death of someone that you have only known briefly as moved by an agonizing problem with a best friend, if Mr. X, some drug king down in Miami is shot in the back of the head and thrown in the trunk of his own car, I don't even know that person or the innocent bystander that may have been killed in the shoot-out.

But when a beautiful girl on a television series, who grows up with my children watching her, little Buffy, dies because of abuses in the medical profession filling her with every type of pill from Quaaludes to Valium and PCP it hurts all of us.

I have in front of me a list of all the people from the motion picture community who have died through abuse of drugs starting with alcohol and pill combinations, heroin, sleeping pills, LSD, and other drugs. It is frightening because without naming names, which seems to have been the bone of contention, which we never intended to do in this community, I will give ages.

These are the heroin deaths; every one of these names is familiar to me, even familiar more so to someone living in the business every day as yourself; 25; 26; 27; 27; 29; 33; 29; 27; 36; 31; 38. That is heroin.

Since I started hosting a TV show in this city I used to report these deaths on a regular basis at the end of the 1960's.

Sleeping pills: 32; 25; 27; 34; 34; 47. This one was a super, super-star, best cabaret performer we have ever had, since I just turned 48, she looks young now; 47; 36; 36; 65; 60; 56; 44.

Alcohol and pills: 38; 34; 48; 50; 42; 28; 27.

The last one was a top rock star, some think the best in the country at that time. I didn't know until I read this that his wife also died of a drug overdose 2 years ago.

LSD: One; it launched a father on a crusade for 11 years. He has not stopped yet. He has been very effective. Twenty years of age; beautiful young actress, LSD.

Other drugs: nineteen.

Now, my cousin, of whom I am very proud, has produced many documentaries in Hollywood. I grew up in Beverly Hills and Santa Monica. I know this industry. I love to watch documentaries. I love to see Hollywood do stories on itself. Hollywood loves to make films about politicians. They do it very well, "All the President's Men"; "Advise and Consent."

There is a way to make a film and discuss the human condition. And then there is a way, as in the old days of Hollywood, where there was a code of ethics where you followed a simple rule: You showed that crime does not pay.

Now, we cannot ever ask any creative person to do something. It has to come from their own creative juices, their own inclination to do something good for their fellow citizens.

Your company is particularly outstanding because so many of the theme shows attack problems like, "what to do with a heart attack victim," and the alcoholism shows you are very proud of. Positive shows about alcohol have existed for a long time in Hollywood:

"Lost Weekend," 1945; Ray Milland won the Academy Award; "Days of Wine and Roses," for Jack Lemmon.

But lately I have noticed in the community just a showing of the human condition without any positive resolution.

For example, on one of your very funny nighttime shows, years ago, the leading lady is kidnaped by some kind of a weirdo. She is in the cellar communicating with the press in the street. And somebody comes out and says, "Does anybody have a Valium?"

In the crowd in the street everybody reaches into their pocket and pulls out a Valium: all the policemen, all the firemen, and the 10-year-old newsboy. It is kind of a funny statement on society, but it is not so funny when we see people dying from mixing Valium and liquor.

By the way, I am told it may be even a problem in the Congress because we are in a pressured situation too.

Last night, on one of my favorite nighttime shows; I go to sleep with it; a delightfully creative comedian comes on and pretends to have a joint, begins puffing on it, and the host gets uptight. He passes it to the cohost. He takes a fake puff, and finally the host

takes a fake puff and says, "Tell everybody this is not a joint; we are just kidding around."

Then the superstar host makes the observation 10 years ago this network would never have allowed any comedy about any kind of drug, even soft drugs like marihuana.

Something is changing. We are making light of a problem the way we made light of alcoholism. A few comedians have based their whole careers on emulating drunks in very funny ways.

It is not funny when a father comes home drunk. But Hollywood used to have serious films on alcoholism, as you still continue to do, using, to quote you, a most pervasive industry. There is nothing to equal the power of television in the history of mankind as a communicative tool.

My cousin produced a film about Hollywood called "Hollywood Goes to War." It is a delightful and a serious film, because it shows the Hollywood community gearing up to conquer fascism. Everything from super stars dancing with young GI's about to go into combat at the Hollywood Canteen, to training films. It includes the current President of the United States, and then it shows some of the serious films that were made to weld together the will of the people to wage war against an evil.

We heard testimony, for 8 or 9 hours yesterday, Mr. Horn, that we have a killing plague in our society that is of the magnitude of real warfare. Young kids are dying in our streets, and so are a lot of adults. Some of them are dying in very wealthy homes.

I am trying to let the dead rest, that is why I am not mentioning these names, except for little Buffy. But obviously Hollywood is not letting Elvis Presley rest. There you are doing all sorts of shows about his addiction to drugs.

Elvis personally went to J. Edgar Hoover and said, "Can I help the FBI stop the drug traffic among young people?"

So here he is a good man, torn in two different directions; killing himself and trying to fight the problem at the same time.

I think maybe that is the situation we have in a part of Hollywood. I think maybe that is why there was a little paranoia about these hearings.

I think Hollywood can do a superb job telling young people what is wrong with all types of drugs, from alcohol, which kills maybe twice as much as all the rest put together, to these games where the kids throw all the pills in a bowl that they steal out of their parents' medicine chest, which means that the drugs were legal.

We need your help. It would be ugly if the Federal Government said: "you will make films against drugs." Nobody ordered Hollywood to go to war against war in the 1940's. Hollywood did it willingly.

Could you give us some positive suggestions as you conclude your testimony on how we in the Federal Government can help to make available to you evidence, information, the tremendous volume of information we have gleaned on this committee from traveling around?

I will close with one example. A very exciting popular film called "The Island," by a top writer, one success after another, "Jaws," tells about pirates in the Caribbean using a very creative idea that

was fantasy. The pirates from 300 years ago, the 1600's, had survived and were raiding ships in the Bahamas.

We know that that is highly unlikely. But where did he get the idea? From the very real piracy of drug traffickers, slitting people's throats on the pleasure craft, some of them very small, that they purchase with their retirement dollars, murdering them, stealing their craft, and sailing at night into Fort Lauderdale and all the other ports along Florida.

I wish Peter Benchly had used the real situation and done a movie about the real piracy in the Bahamas and other Caribbean Islands where innocent people are being slaughtered so that drugs, including marihuana, can come into this country.

How can we get a dialog going where we can make available tremendous material for script potential that will alert not just the young people but all the people of this country to the enormity of the problem that was described here yesterday and that is described in every community of our country as we travel around?

As I underscore what you said, Hollywood is no better or worse in this problem than any other community in America. It is only because these characters that you talk about, and are on the tube for 7 years, are literally loved by people. I know what fanmail looks like. It is heart-warming. When someone dies they will cry for months, as we saw with Elvis Presley.

What can we do to work together?

Mr. Horn. Mr. Dornan, I can only suggest that better communication is the answer and, more specifically, state that our community is comprised of very separate and independent companies which are of course in competition with one another.

In other words, as much as we share our business practices, we are in competition with Paramount Television, Paramount Television is in competition with Mary Tyler-Moore Television, because there are a finite number of hours in prime time which will be allocated among us.

Similarly, the motion picture people are competing with one another to get the highest grosses on their product, and so on. So the trick is to get a diversity of companies, all of which are doing the same thing, to join hands on an issue of common importance. And that is not easy to do, because the very competitiveness which I think results in some of the best product also keeps us in infrequent communication with one another.

We simply don't talk that often to the other members of our own community, and if you, in a nonpolitical way, could establish a vehicle for communication which would be nonpartisan and which would simply be a vehicle of help to us to provide us with the research, for example, and the information to encourage the writers, because the writers and producers have to come up with these ideas and come up with the kinds of things you have mentioned.

They have to sit down and at one point or another face a blank page. It certainly helps if they have a wealth of information or an idea or a spark, or something which helps them to at least kick off in a certain direction.

And I believe that because none of us likes to work any harder than we have to, if you were to make some vehicle, create some vehicle to facilitate that information flow, and to stimulate our

creative juices, as it were, in that direction, I think it would be a very constructive thing.

Mr. DORNAN. I would just like to make an observation about this community.

This community has been far more courageous in some of its material, in taking on organized crime, than has the Congress, in which I have served over the years.

So we are not negative about the motion picture or television community at its best. We just came out here, as the chairman eloquently said, extending a hand, and we do not expect it to be bitten by anybody.

We would like to go home with a feeling that we could have a task force, a small group of staff members as a part of this committee that would keep a constant liaison, a dialog going with the creative members of this committee, because nothing is worse than staring at a white page in a typewriter.

I would suggest they look at Miami for openers and come up with material that alerts the American people and also gives them that constructive feeling at the end of any screenplay that crime does not pay, and that destroying this God-given computer that we call the brain in a human being is a frightening thing to see, whether it is a creative person that we all know or whether it is some person who is just part of American life that is only known in his own circle of friends or small community.

Thank you for your excellent testimony.

Mr. ZEFERETTI. Mr. Horn, before I go on to the next member, as an area of communication, could someone like the Motion Picture Association or within the television field, if there is such an organization, could that be the conduit for that kind of flow of information and material that could be passed on to the various people that would volunteer their services?

I am trying to find a format.

Mr. HORN. Mr. Chairman, obviously those organizations are already in place, and I think that would be a good place to start. But, again, I can only speak for our particular company, and I don't have a guess beyond those organizations which are already established and which communicate among us. They would be the first place to start.

Mr. ZEFERETTI. That is the only reason. I felt there was some degree of communication between you and them and the industry in general.

Mr. HORN. There is.

Mr. ZEFERETTI. Thank you very much.

Mr. Gilman.

Mr. GILMAN. Thank you, Mr. Chairman.

Mr. Horn, I certainly want to commend you for coming forward and for the quality of the testimony that you have presented today.

I would hope that it would stimulate some thinking throughout the industry and encourage others to come forward in a similar vein.

I think you have touched on a very important idea, the clearinghouse idea, maybe an advisory committee. As you probably are aware, the new administration is in a policy review process, and

part of its policy review is to determine the effectiveness of the dissemination of information to the public.

I think a very important responsibility of this committee is to review the dissemination to the public of the need for better materials to educate the public and raise the consciousness of the public with regard to drug abuse, alcohol abuse, drug trafficking.

I would hope that your industry, on a voluntary basis, with perhaps your help and guidance and leadership, could develop an advisory committee that we could work with.

You suggested a clearinghouse; some sort of a group of the representatives across the industry that could help us institute the type of programing that the Government has utilized up to this point and what it can do in the future, and perhaps take advantage of some of the voluntary techniques that you suggested, some of the companies offering their services, but we do need some expert guidance.

As you know, you keep emphasizing the political nature and the concern about not becoming involved politically. This is not a political issue. It is an issue of public concern, of critical concern on both sides of the aisle. This is a bipartisan committee. Our responsibility is to go back to the Congress, to recommend some strategy and policy, to work with the administration in recommending strategy and policy.

We are not here for political purposes. We are trying to resolve a very difficult problem. And I would hope that perhaps your spark of interest could bring forth a commitment that could be helpful to us in that effort.

I hope that as we leave this hearing and leave California that we will have an ongoing dialog with you in a followup, so that we could develop such a clearinghouse or advisory group.

Mr. HORN. Mr. Gilman, my belief in what you have just expressed is the reason why I came here this morning. And I leave with the same and if not more degree of trust. I will continue to be helpful.

Mr. GILMAN. We welcome that. I just wish you could have sat here with us late yesterday afternoon after the media had deserted this room and listened to the four or five police chiefs who have the responsibility with a limited amount of personnel and a limited amount of funding, to try to do something about stemming drug abuse and eradicating the drug trafficking in areas.

When we asked them, what do you think is one of the most important things that we could recommend and try to do to help in this effort, and the unanimity among all of them is a better educational effort, better communication to the young people of the problems.

This is where the industry can fulfill a very important responsibility to our Nation.

Mr. ZEFERETTI. Mr. DeNardis.

Mr. DENARDIS. This will be very brief, Mr. Chairman.

Mr. Horn, thank you for your testimony. I find it very helpful.

We have concentrated on your role in the industry and suggestions have been made about a potential Washington-Hollywood connection to fight drug abuse.

I don't want to cover that ground again. I think we have aired it and aired it well.

I want to ask you one question as an individual, quite apart from your business, quite apart from your connection with the entertainment field.

Do you have any personal suggestions that you would like to offer this committee about what we are about and what the Nation can do to deal with this problem, in terms of laws, in terms of new initiatives?

I don't want to put you on the spot, but if as an individual you have some reflections, I would be delighted to hear, if not now, later.

Mr. HORN. Well, Mr. DeNardis, the only thing I can suggest at this time is that, as an individual, I am mindful of the intimidating image of any group from Washington, given your positions and titles, suits and ties. And the only thing which serves to bring people forward on an individual basis or as representatives of their respective organizations, is communication and trust, just trust.

As an individual, I suggest that you, as individuals, can help to extend yourselves to members of our community as people, so that you are perceived as caring individuals who have volunteered your time to be on your committee.

Mr. ZEFERETTI. Thank you again, Mr. Horn.

Thank you for having that trust in us, and thank you for offering the help you have today.

At this time we will call Mr. Greg Morris.

Let me welcome you to the committee's hearings and thank you for appearing. Feel free to go forward in any manner that you wish.

I am under the impression, as someone said, as they whispered your name to me, that you were here to defend the industry. Let me say to you, sir, that we have not attacked the industry. We are not looking to attack the industry. But we welcome your presence, and we welcome your testimony this morning. Thank you, sir.

TESTIMONY OF GREG MORRIS

Mr. MORRIS. Thank you very much for having me.

First of all, I am here as a concerned taxpayer, very honestly. I have been involved with law enforcement agencies. I went to Drug Enforcement Administration school in Washington for a week, as did a writer who was writing a script for me, and my concern, as a taxpayer, very honestly, is the money that is being expended by these hearings, or whatever they are labeled. To me, it could be better expended by bolstering the Federal narcotics agencies, the Customs agents, the Border Patrol. Those people who are entrusted by us to enforce our drug laws, any one of whom you would ask would tell you that they are vastly and badly understaffed, and that is my position as a concerned taxpayer.

Now, as far as the industry is concerned, the thing I think that bothers most of us is while you say to me, and as Mr. Carpentier said to me on the phone—and you gentlemen have all said it in one way or another—there were no intentions of casting aspersions, if you will, on the industry, the innuendos are there. Now, whether or not the media has blown it all out of proportion is really

unnecessary or does not make any difference. It had to start somewhere.

Now, there were some colleagues of mine. All right, I am appearing, for example. And this is not to say, and I hope that none of my colleagues, because I admire all of them, because I have been in this business over 20 years. That was their choice. This is my choice. It is not casting aspersions on them. It is saying—somebody asked me how I felt. I said I am angry. And I am. Because as far as I am concerned, the innuendos are hurting an industry which nationwide and internationally is acclaimed.

Hollywood started it all, as we all well know. Now, nobody has any qualms about coming to us to help them get elected, to help them get reelected, to help them with their charitable cases, et cetera. But to say do we have drug abuse in our colony, we probably do.

In 20 years in this business, I have never—and I have been to all kinds of Hollywood parties—I have never been offered drugs. I have never been offered drugs as an inducement to do a picture, to do a television show. It has never been discussed with me. I can only speak for myself, and that is the reason that I am here, because our industry is no different than any other industry—be you politician, doctor, lawyer, actor, actress, whatever. We all are under pressures. We deal with them in different ways.

I am interested in drug abuse, and in antidrug abuse, because of the way that I grew up. And this is the first time that I have publicly brought out the fact that I do have plaques and I do have commendations for my work in antidrug abuse programs. And I am quite sure that I am not the only member of the Hollywood colony, of the theatrical colony, who has those, or who has letters.

And yes, it does scare me, very honestly, because when we talk about unknown sources, or unnamed sources, it scares me, because very honestly, gentlemen, I grew up, as we all did, in the McCarthy era, and as we have all read history, the Salem witch hunts, et cetera, scare me.

Is this a witch hunt? Is this McCarthyism at this particular point? I don't think so. What I hope to God it does not become is one of them.

And that is my statement.

Mr. ZEFERETTI. Mr. Morris, let me first say thank you. Thank you for a most sincere statement, but if I can, I would like to respond to it.

One, as someone that comes out of law enforcement myself—I spent some 24 years in law enforcement prior to becoming a Congressman—I can tell you that money alone, whether it is DEA, whether it is Customs, wherever we go, and there is a need in every one of those agencies, as was indicated here yesterday, whether it be this locality or whether it be another locality, we have problems of priorities, and there is that kind of priority problem.

We find that money alone does not attack the problem, the whole problem. We find ourselves anxious to find some technique, some way of having an impact on the problem.

We as members of this committee—and you are right, we have spent a lot of money in 5 years in getting data, analysis, studies,

and trying to find out the ways that would be meaningful to attack this problem. Some of us on this committee thought it would be a good idea if we went out into industry, into various kinds of businesses, and where it is the entertainment business that has the problem, I can assure you that there are many other businesses that have the very same problem of drug abuse, and the kinds of delays in productivity, and the kind of degrees of employee problems that it brings.

But we thought for the first time maybe to reach out to all of these industries, whether it be the entertainment industry, whether it be sports, whether it be industry that has the kind of magnitudes and the kind of peer acceptance, if you would, that could relay a message of public awareness, that could create the kind of impact on the problem that would be meaningful, that would be a cooperative effort between Government and business and industry to create that kind of an impact.

Had you been with us yesterday, your name was mentioned as part of one of the programs that you have in this county—the WETIP program, and this is the very same kind of thing that we talked about, when we talked about coming down to this area.

We didn't come to the industry to create any kind of McCarthy era investigation, or interrogation of individuals. What we were looking for was the creation of some public awareness kind of techniques that makes it possible to have some impact. If you listened to law enforcement officials here yesterday, every one of them said the same thing: Sure we need manpower, sure we need equipment, sure we need help, but more importantly, what we need is the educational means to not only educate our young, but to educate their parents, our teachers, our medical profession, and the likes of which need the help, so that people in general can be better off and can be better helped.

So I welcome your testimony. And I want to assure you that this committee's function is one in which we are looking for the very type of program that you, sir, have participated in, and have been really rewarded by the kinds of things we heard here yesterday, which were meaningful, and which had a direct impact, and more importantly, helped local law enforcement officials stop trafficking of drugs and possibly have saved countless lives, not only in our young, but in our adults, and in your industry as it would have in many, many other industries in this city.

Your city has a problem. It faces the kind of problem that many other cities face. We want to share with you in addressing that kind of a problem.

Mr. MORRIS. Well, Mr. Zeferetti, may I address myself to that?

I heard one of the Congressmen ask the question about, I think—I am not completely sure—if films existed which were educational. And I agree with you. I personally have done four. We did a film here in Los Angeles, which was on KNX-TV, CBS affiliate, which won many Emmy awards. It was myself, Carol Burnett, Arte Johnson, Jerry Dunford. We were the costars of it, because the stars of it were the young people who portrayed, either they had used or they were afraid of using.

I had approximately 20 youngsters at my house, and when I say youngsters, I mean people about 18 to 20 years old, the first

Sunday that it came on the air. And because my adopted son had asked if he could have a party. And I said all right, you guys are going to watch this show. Naturally, as teenagers they were having a ball. So they laughed and joked through the first 30 seconds. But when they saw their peers, and when they heard from their peers, it was a whole other thing.

The show, as I remember, ran about an hour. It was on an LP record. It was used by high schools here in Los Angeles, et cetera. It made an impact.

I know that the late Godfrey Cambridge, for example, put thousands of dollars of his own money into a film which you, as an ex-law enforcement agent, law enforcement officer, can understand. It was well meaning, but it had scare tactics to it which don't work.

I had teachers come to me and tell me, because I did films on barbiturates and amphetamines. I did a film called "H Is for Heroin." These films do exist.

I am not saying that is the end product. What I am saying is that in cooperation—and I agree with you—in cooperation with the Government, there are many private motion picture companies, small companies, who would welcome, who will not charge you an arm and a leg, who would welcome governmental backing. There are small motion picture companies, and there are stars in this business that, if they believed in it, and they believe in the script, would decidedly give of their time for much less than they get paid, and probably for scale or maybe even less than that.

Mr. ZEFERETTI. What we were looking for, too, Mr. Morris, is the techniques and the kind of brainpicking ideas from your technical people, from your writers, from your producers, from the kind of people that lend themselves to this—from your writers especially. And more importantly, you have a following; you are a star. You have a certain amount of people that will come to you and, if I say Greg Morris is going to be here tonight, I will fill up a room of people. And if they listen to you talk to them, you would have more impact than every member of this congressional committee, than every member of Government, because there is acceptance of you as an individual. And they can rely on that acceptance that what you are going to tell them is the absolute truth.

Mr. MORRIS. May I ask you a question, sir?

Mr. ZEFERETTI. Surely.

Mr. MORRIS. Have you asked?

Mr. ZEFERETTI. We are trying.

Mr. MORRIS. That is the only thing I am saying.

Mr. ZEFERETTI. Unfortunately, what has happened is we are—

Mr. MORRIS. What I am saying is if the request after a closed meeting of your committee, for example, comes before—who is the most—who would make the most impact, who do we go to, let's talk to Jack Valenti, let's talk to Jack Warner, let's talk to these people and see.

Now, they say—this is who is box office, all right. Go ask Burt Reynolds. All you can get is a no. All right. But the only way that you get a no is if you ask. And I would be willing, because I do not live in Las Vegas, so I lay 8 to 5 that Burt would probably say yes, because we are all kid freaks. We are kid junkies. We are people freaks. That is the reason that we lend our names to, that is the

reason you have the Danny Thomases, and the Jerry Lewises and the Sammy Davises, ad infinitum, the Frank Sinatras, all of these people who give of their time to a cause in which they believe.

I just came back from a week in Alaska, because I was up there for the American Cancer Society. The press asked me, "Why are you here?" I said, "Because I believe in the Cancer Society." Do I work with them all the time? No.

That is what I am saying, as opposed to saying we are coming out to, in front of the press, ask you if it had been done—maybe, and I don't say it did, so please don't misunderstand me. Because if you ask me and I believe in it, yes, I will be there. And yes, there are hundreds, because the best technicians in the business are in this town. The best motion picture editors, the best cameramen, everybody. The best ones are here. And if they believe in it, they will do it. But ask them.

Mr. ZEFERETTI. Can I just clear one other thing, too? When we said that we were coming out here, I had a conversation with some people from your industry, and I said to them, we have to come out here, and we are going to hold some hearings, and we are going to call in some of the local officials, and some of the law enforcement officials, because we want to find out the magnitude of the problem out here.

But, I said, I am willing, myself as an individual or with other members of the committee, to socially, without the confines of a hearing, without the public kind of furor that we make at a hearing, with name stars, if we would do it socially, so that, as someone said, without the shirts and ties and the jackets, if we could sit down and discuss the problem and see which is the best road to take, I would lend myself to that kind of activity.

And they said great, that is the way to do it. But unfortunately, Mr. Morris, what has happened is that some of the media hype that came out this way prior to our coming has just distorted our whole purpose of being here. And I apologize for that, because whether it is done meaningfully or not, it has been done. And it has created that kind of a vacuum between the industry and us. And I am trying to do nothing more than clear it up, and I have been doing this for the last couple of days.

But I do respect that. I respect that kind of offer. And I would tell you that even at the conclusion of today's hearings, these hearings are not going to be closed. They will be left open for that particular purpose in order that we can communicate in a better way if possible with the entire industry.

We had Mr. Horn here this morning as a production person who said the very same things we wanted to hear in that area of public awareness and cooperation. And that is basically what our mission is. And I would say to you, sir: If you can help us, we are out there with you in any format you think is helpful. We will lend ourselves to that.

I would like to open it up for questions.

Mr. DORNAN. Mr. Morris, your mission, if you choose to accept it—

Mr. MORRIS. I knew that was coming.

Mr. ZEFERETTI. I tried to stay away from that.

Mr. DORNAN [continuing]. Is to help us. The prior witness, with testimony, very articulate, just like yourself, got into a discussion of how Hollywood can always lend itself to a positive effort to help address itself to some evil that is hurting particularly young people.

Your excellent series, "Mission Impossible," dealt quite often with repressive dictatorships, Communists and far right. You know, it is legend that Adolph Zukor turned down Clark Gable, said his ears were too big. And MGM and every other studio passed on "Gone With The Wind." I will tell you an idea for a movie or a television miniseries—the falling of governments in South America to drug kingpins. And since many of them are described as right-wing generals, it should be good grist for the mill of the Norman Lear of Hollywood.

Mr. MORRIS. We don't have to go that far, to be very honest.

Mr. DORNAN. There is material out there to help. Now, just like yourself, as a role model hero figure to the whole community, but obviously particularly to young blacks, we see people selling products, even chapsticks, with a young black kid looking up at a big, handsome black star, "Dr. J. Dr. J." And like Susy Chapstick, he becomes a basketball chapstick user.

If we can sell products, or politicians can get elected by leaning on stars—yes, we have to turn to stars for help with drugs. Bobby Blake, who has great identification with the young people, did tremendous spots 4 years ago—my office helped in this—against PCP. When he looks into the camera and says, "I love you, you are killing yourself"—the interesting characterization he developed—I believe it saved human lives.

Mr. MORRIS. I couldn't agree with you more.

Mr. DORNAN. When McKenzie and John Phillips went public with the unbelievable agony of their lives, I believe every time they appear on a talk show they save lives. When Carol Burnett, obviously a fighter from some of the recent press coverage she has been getting against some of our colleagues in the fourth estate, that fringe element that nobody wants to claim as part of the fourth estate, when she goes after a drug problem because it almost killed her beloved daughter, she and her husband went after that, it was terrific.

I repeat what the chairman said. Congressmen cannot compete against this. We are wondering if we are going to see Rita Jenrette commenting on NBC about the Washington community on a nightly basis.

Mr. MORRIS. If I may—I agree with you. And I agree with the chairman. I also say this: If in your political powers, in your expertise, you can have your aides select, let's say, 20, 30, 40, I don't care how many, small motion picture companies, that you will subsidize, that you hire, someone who knows how to break down a budget, who can say to the Government, all right, you want a half-hour film which will go into high schools, or into junior high schools, or will go on PBS, or whatever, it will cost x amount of dollars. Now, here is the honest breakdown. Here are the stars that you can get. I think—I cannot say yes or no. I think that you can get breakthroughs that way, where even if it is—because public broadcasting, for example, is becoming a very big thing.

Let us say that there is a weekly half hour entertainment show about drug abuse that is not using scare tactics. For example, we didn't have as many alcoholics before prohibition as we had after, because we kept telling people "Don't."

Mr. DORNAN. True.

Mr. MORRIS. You say to young people, I have not even told my kids "don't." I have had young people walk up to me and say, "Mr. Morris, nobody ever laid it on me like that before," because I say the most beautiful thing God ever put on this Earth is the human body. "Now, you have read, and you have seen, and you want to be considered an individual and you want respect, and you still want to put that junk in your system, go ahead, stupid, that is your hang-up." And it works. Nobody told me it would work. That is just something I took on my own.

All I am saying is that, yes, there are companies that can be—I and I am not talking about just a Government subsidization; I am talking about Government backing, yes. I am talking about Government money, yes. I am talking about also a product in return, because the most important human resource we have in this country is our people, period. And if we don't do something about them, you come to Hollywood, or you come to the theatrical industry, and you say, "Guys, you can help us." I am saying yes, we will.

Now, there is not one of us to the best of my knowledge that is going to walk in front of a camera in a schlock production, and you know what I mean by a schlock production, no. On a first-class basis, yes. And you can get writers to write for you, because it is—we are concerned. And all you have to do is look at our total concern, because many of us feel we want to give back somewhat of what has been given to us.

Mr. DORNAN. May I make two observations? One, you made an excellent, concrete solution about making films using the creative talents here. Are you aware that Washington, D.C., has a large multimillion-dollar film colony of its own? And I believe it should be shut down. Every agency back there makes films that nobody ever sees. And the work should be done out here, and it would be better.

I am not going to steal the thunder from one of my Republican colleagues who worked the issue for 8 years. Barry Goldwater, Jr., has been very up-front and articulate on this issue of shutting down the film production with a community in Washington and let it be done by the most professional communities here and in New York.

Mr. MORRIS. Yes. But, you see, sir, as one who worked in this industry, you also know that if there is governmental money, which is subsidizing, that is done on certain particulars, not in terms of the content—I am not talking about censorship, I am not talking about what the script is all about. But once the film has been done, before the film is done, there is a guarantee from the film company that there will be distribution, and they show that in writing, that it will be distributed in high schools throughout the country, it will be distributed with the cooperation of the National Association of Broadcasters. It will be in motion picture theaters. You do have a commitment from PBS. You do have a commitment

from the networks, in writing, with no commercials, just "Hey, I want you to see this."

Mr. DORNAN. My final observation is about your very correct attempt to understand the financing of this committee. When Hollywood does a story about a congressional committee, there are two things you see, and only one of them we are seeing here today. You always see the witness leaning back and talking to some lawyer, and then he leans forward and says, "I refuse to comment on the ground it will incriminate me."

The other thing you see is Congressmen sitting at the panel, having notes passed to them by the staff. These are not always nefarious notes, and we do lean on our staffs. Here is a staff note just passed to me during your opening remarks.

Tell Mr. Morris that most of the work of this committee is to convince and debate on the House floor our colleagues in the Congress that the narcotics law enforcement agency should be funded adequately.

If you had been here yesterday throughout the 8 hours of testimony, you would have seen that the situation is utterly desperate. We are shutting down agencies, cutting them back 30, 40, 50 percent because of this taxpayer concern over taxation. Now, we have two members of the Screen Actors Guild and AFTRA residing in the White House. One of them is a former president of the Screen Actors Guild. He came to victory over the concerns of taxpayers. But there is a very powerful cliché called, penny-wise and pound-foolish. I am in my district this week. These other gentlemen are giving up time from being in their districts, where they could make political brownie points. We are a cost-effective committee. We turn back money every year. And this is a bargain at any price, to come out here and ask for positive help from the stars of the motion picture community, and the people who are in the trenches that we had here yesterday, the law enforcement people.

Mr. MORRIS. There is one point, sir, that I think can be very adequately brought out, and it has to be driven home. Law enforcement people know this. Knowledgeable people who know about drug abuse, who know about junkies, about the street life—I have not always lived in Las Vegas and Beverly Hills. I grew up in the streets, and I know.

You have to support that habit somehow. And if we continue to dramatically bring home the point that your insurance went up because of drugs, your car was ripped off because of drugs, your house was burgled because of drugs, and your insurance went from arbitrarily—let's take an arbitrary figure of \$300 a year—to \$400 a year—

Mr. DORNAN. How about \$900?

Mr. MORRIS. All right. It didn't have to go up a \$100 if you would put up \$50, in other words, and paid attention to the fact that there is a problem.

That is the reason I said before, and I will go back to it, that to my way of thinking, yes—and I won't say that we will help, because I cannot speak for an industry; I can speak for myself. Yes, I will be there. I have been there before. But I am also saying I am a staunch believer in the bolstering of the increased manpower of those Federal law enforcement agencies who are responsible for the enforcing of the drug laws and more cooperation between local

and Federal law enforcement agencies as far as drugs and alcohol is concerned.

Can we help you in Hollywood? Again, I can only speak for myself. But it is a big point with me, the bolstering of that manpower.

Mr. DORNAN. We need your help badly. Thanks for coming.

Mr. MORRIS. You got it.

Mr. ZEFERETTI. Mr. Gilman.

Mr. GILMAN. Thank you, Mr. Chairman.

Mr. Morris, the words you have repeated is something we have been sounding off on and saying for the past 6 or 7 years that this committee has been in existence. Unfortunately, you are talking to the wrong congregation. But I hope your words are being heard elsewhere. You don't have to convince this group, which is dedicated to trying to make a more concerted, unified approach to drug enforcement, and a better education process, better identification process, a better treatment process, which are the pillars of the war on narcotics.

We certainly welcome your thinking and your willingness to take part in this effort.

I do take issue with you when you criticize the committee's expenditure in bringing a hearing out here. We didn't come out primarily for the motion picture industry. That was part of it. But we also came out to examine and take a hard look at the enforcement effort and the extent of the trafficking in this part of the country, as we will do in other parts of the country, and as we have done over the past few years. And, I might add, wherever the committee has gone, we have found some very constructive efforts that have been left behind us as a result of the limelight and the concerted attention that has been given to the problem in that area by the media, by the press, and by public officials in that area, and we hope that that result will take place here.

I might add that this committee's budget is a \$500,000 budget for its entire year of work. We have a \$1 billion national budget in narcotics. And we are concerned about how those dollars are being spent. That is the purpose of going into the various areas, to make certain that those tax dollars are being properly spent and being used effectively. That is why we are seeking more help in the educational process, and we hope the industry can help us in that direction.

Bear in mind that that \$1 billion budget is an attempt to fight a \$60 billion to \$70 billion illicit trafficking industry that is out there, that is comprised of some very sophisticated organizations. In many instances we have been making too small a dent in that battle.

So I would hope that as you do take a shot at the committee's work, that you recognize that what the committee is trying to do is do the very things you are talking about, bring about more effective enforcement, bring about a more coordinated effort, to try to develop a national strategy that counts, to try to reach out to people like yourself who have a message to give to the public, and get them involved with us.

I would hope that you might encourage some of your fellow entertainers in the industry to do the kind of things you have been

doing, and maybe work with you and do the kind of thing that Mr. Horn suggested earlier, developing an advisory committee in the industry to work with us, in working out a better program.

We have found that the educational material that has been available as a result of the Federal effort has been mediocre, and has been minimal, and has not been effective. And we hope that we can improve that kind of material.

Mr. MORRIS. Mr. Gilman, may I say this in response to what you said, sir: If exactly what you have just said had been sent to us, those members of my industry, up front, there may not have been that fear of a hearing, because you must remember that while I was not in the industry at that time, there are many of us who have friends in the industry who are afraid of hearings because of what happened before. You follow what I am saying.

So if your public relations people had taken word for word what you said, and had drawn up a list of celebrities and mailed to them that statement, and asked for help, the response, I think, would have been more positive and there would not have been the fear of the witch hunt, because unfortunately what I find now, when I talked to Mr. Carpentier yesterday on the phone, in fact, and he was expressing the same things, and I told him all right, I will come with an open mind, but I am being very honest when I say I did not come here as a statement maker, because I love the business in which I work. I would be less than a man if I didn't.

But if I had known about that up front, my reaction to the whole hearing situation, very honestly, would have been totally different.

Mr. GILMAN. We are talking about improved communication. Perhaps we must examine our own communications first. We welcome the suggestion, and we also welcome your continued help and we want to commend you for coming forward, despite your reservations.

Mr. MORRIS. Thank you.

Mr. ZEFERETTI. Mr. DeNardis.

Mr. DENARDIS. Mr. Morris, I quite agree with you. I think perhaps the way in which this was presented did appear to some intimidating. The irony of the situation is that while a generation ago congressional committees were accused of tyranny, we faced some tyranny on the other end, as I indicated in my opening statement this morning.

We had a bit of tyranny from the nonwitness critic who dubbed us guilty by association with the problem, and the location, and guilty before the fact, before they heard us.

But I think we have cleared the air.

I want to say that I found your testimony very useful and very helpful.

I want to point out there is one thing that politicians and actors have in common. There are a number of things we have in common. One is the sense of media and media event.

As you well know, a media event is a combination of a number of factors: place, mission, cause, participants, relevancy, and so on.

I think that in the most positive sense of the term we have created a media event for you and others like you to be able to convey a message which will get, despite all your popularity as an actor, had you called a press conference and talked about this

problem, without all of this, you would have certainly gotten some coverage. Your points of view, your very important and useful points of view will be getting wide dissemination throughout the country, and as part of the official record of the Congress of the United States. It is a beginning upon which we can build.

We sort of have gone through our opening dances here, our respective dance routines, that we have had to do, things we have had to say, as you had to say some things when you came on. After that I think we got to some very useful information from your point of view, suggestions to use, and I have no questions of you, except to say that I am glad that we went through the opening routines and got down to some good stuff.

Mr. MORRIS. Thank you, sir.

Mr. ZEFERETTI. Thank you very much, Mr. Morris.

Mr. MORRIS. Thank you, gentlemen.

Mr. ZEFERETTI. I would like to call to the witness table Mr. William Gray, who approached the committee yesterday and requested an opportunity to testify.

Mr. Gray, I think you will recall, was the star in the role of Bud on the television series "Father Knows Best," and he wants to relate some of his personal story to this committee.

I would also like to call up to the table at the same time Mr. George French, the president of Listen America Foundation.

Mr. Gray, you can start off.

TESTIMONY OF WILLIAM GRAY

Mr. GRAY. All right. Primarily the reason I am here is because I feel a responsibility due to the fact that my likeness was on the tube for 25 years as an ideal American boy is about what it amounted to, and I got into some trouble with drugs. But my feeling is my trouble wasn't with the drug, it was with the law, and that is what I would like to address today.

I have a 3-page statement I would like to read.

First I would like to thank the committee members for inviting me here, allowing me to comment on the drug problem from a Hollywood perspective.

I don't think anyone can seriously deny there is in fact a problem, right from the executive up in the tower down to the crafts on the set. However, I have it on good authority that it is no more widespread than in the legal or medical professions.

But due to the awesome power of the film world to influence malleable young minds, this industry has, I believe, a unique responsibility to tell the truth, and there lies the root of the problem.

Unlike marihuana, truth is in short supply. From the beginning of its prohibition, in the Anslinger era, marihuana has been characterized as a "deadly, deadly drug, the assassin of youth."

This was, and to some extent still is, the official Government information.

Well, gentlemen, the chickens have come home to roost. When you get caught in a lie, you lose credibility. And the result is that the governmental warnings as to the destructiveness of PCP, DMT, amphetamines, Seconal, LSD, cocaine, codeine, heroin, et cetera, have gone tragically unheeded and the old bromide that grass leads to the hard stuff ignores the fact that it all starts with alcohol.

I am not trying to make the point that grass is benign. It can be as debilitating as you want it to be. A couple of tokes is one thing; two or three joints and you are good for nothing.

And let me say right now that I don't believe that lungs were designed to inhale smoke of any kind. And the governmental attempts to inform the public about smoking have been half-hearted at best.

Today our taxes subsidize the tobacco industry.

So what we have here is a failure to communicate with ramifications that boggle the mind.

As I listened yesterday to the testimony of the people charged with limiting supply of all illicit drugs it seemed obvious to me that if the intent is to reduce the incidence of drug-related crime to the extent that they, the enforcers, are successful, short of complete success, which I think they will agree is impossible, they will simply be raising the price, making it more lucrative for the gangsters who traffic in it.

Where there are billions, literally—I have heard the figure—billions of dollars involved, there are gangsters.

Now, how raising the price will diminish the incidence of drug-related crime I fail to see. I believe just the opposite is true.

What we need to concern ourselves with is demand. And here is where it gets tough. You will have to face some hard facts that are not popular with voters.

One, the figure of 40 percent high school use of marihuana is, I feel, in most major cities more realistically set at 70 percent.

Two, you are never going to convince these kids that they are about to destroy their lives with this experimentation. It is too late for that now, and it didn't work when it was tried.

Three, the hardcore drug addict is not going to stop taking his drug because the price or the sentence goes up.

Four, the only way the Government can regain its credibility is to be scrupulously honest as to the real dangers of, or lack of them, regarding all substances, starting with milk, even if it hurts the profits of big industries that deal in pharmaceuticals, liquors, tobaccos, coffee.

Finally, I believe if the Government gets serious about accepting their responsibility, the film industry will be more than anxious to devote its considerable expertise in developing educational programs aimed at the real problem, the demand for drugs.

Now, I would like to disagree with Mr. Horn in one statement that he made, and that is that TV, even Tandem, can't change the world.

Thank you.

[Applause.]

Mr. ZEFERETTI. Before we go into questioning, I would like to hear your statement, Mr. French.

TESTIMONY OF GEORGE FRENCH, PRESIDENT, LISTEN AMERICA FOUNDATION, ACCOMPANIED BY MARLA WEISS, MICHAEL SMITH, AND MICHAEL SOKOLOFF

Mr. FRENCH. I am a better speaker than I am a writer, so I am not going to read a statement.

First of all I would like to bring you greetings from Art Linkletter, the chairman of the Listen America Foundation. He would have certainly been here today, and he wanted to be here, but he had a board meeting that he just could not get out of, and so that is why he is not here.

I have been working with Art Linkletter for almost 5 years now on drug abuse. About 1½ years ago, as we saw the statistics keep going higher and higher and higher, we decided to sit down and really take a good, hard look at what we have been doing all these years because obviously all of the programs and all of the educational tools and all the scare tactics and all the films and all of the things we have been doing certainly have not done any good, but the problem still keeps getting worse.

So we sat down and we really looked at it basically from a marketing standpoint to try to figure out how we could make it popular for high school students to be straight. So this is the way Listen America came about.

First of all, the first thing that we did recognize is that Hollywood stars and television stars have a tremendous impact on all of our lives and particularly high school students and, also, because television is such a powerful medium, we try to put those two things together along with some marketing techniques, and we believe that actually with the right advertising, the right promotion, and the right incentives, we can actually make it popular for high school students to be nondrug users. So this is the way Listen America started.

The first thing we do is that we ask high school students to make a commitment. Art has challenged high school students all over the United States to take a pledge not to smoke or drink or use drugs. That is, drink alcohol of any kind. And, you know, that is about as old as when Carrie Nation was breaking up the bars with her ax, asking someone to sign a pledge.

But the high school students today don't know that, and they are buying this idea and, in fact, we have been traveling this week to 43 States in the next 2 weeks—I just left our Learjet in Texas and flew out here to testify today. But the idea of asking high school students to take this pledge has really been, the response has been tremendous.

First of all, what we do, we have decided to stop talking about the negative aspects of what the kids are doing and start talking about the positive and the constructive things that they are doing in their communities.

We also form a Listen America Club. This is a positive peer group right in each school where high school students can get some support and some reinforcement from their peers.

Education is one thing, but coming as you know probably from teachers or from mothers and dads it tends to go in one ear and right out the other, and so we have a program that where high school students are actually working with each other.

We formed this positive peer group and they all pledged not to smoke or drink or use drugs.

We have three basic requirements they have to do to move up in their school finals to compete in the Listen America pageant which

is a 2-hour television special that we did our first one this last year.

The first part of the program is that they have to average 2 hours a week of community service, which is a very positive thing for high school students.

The second one is they have to have a project that would help to educate others about the effects of drugs or alcohol or tobacco. And, here again, we are sort of holding out some incentives for them, because in our pageant we give away \$5,000 cash and a new car to a boy and a girl as the incentives for the winners.

The third qualification they have to do is they have to have a creative project that would show the effects.

Once any student completes those three requirements they automatically move up to their school finals and we pick a winner by a drawing, and then they go on to their regional pageant and then to the national pageant, which is done in Hollywood.

I have to say last year was my first time, the first time I had ever produced a TV show. We produced a 2-hour special called "The Listen America Pageant." In Hollywood I believe that the going rate is about \$10,000 a minute to produce a special of this kind. We produced it for about \$400,000, for one reason, and that is because we got cooperation from Hollywood.

I was a minister, too, by the way. So this was completely foreign to me. And I learned a lot of lessons in Hollywood. But I also found a lot of people in the industry, from AFTRA, right on down, the lighting companies, the staging companies, and so forth, who gave us their products at a discount.

We also had a dozen stars on the show who also—they were on the show to entertain, but they were also there to give recognition to these 100 high school students for the positive and constructive things they did in their community.

I might tell you that these dozen stars that were on the show, we absolutely insisted that each one of them make exactly the same pledge as the students or we would not have them on the show because we feel that the time is way past when you can tell high school students to do as I say and not as I do. That time is gone.

We had a dozen stars who came forward and made this pledge, they would not even drink a glass of wine or champagne. And that is quite a bit to ask.

We found stars like Dennis Weaver and Carol Lawrence; Gordon Jump; Philip McKeon from "Alice"; a teenage boy, Shane Butterworth from the "Bad News Bears"; some sports stars, John Naber, Tai Babalonia, and Randy Gardner; Little Richard, an ex rock-n-roller; and we had David Toma who was an ex-New Jersey policeman; and all of these stars, they felt commitment, that they needed to set the example.

We found tremendous support here in Hollywood. And they felt their responsibility to set the example before high school students.

We have found, as we have been around the United States, and as we set up these clubs in the different parts of the country, and as the Listen America pageant has aired, we have found tremendous results from it.

I would like to take just a second and read just a really good example of the thousands of letters that we have received. This one says:

Dear Mr. Linkletter, my name is Jeff and I live in Houston, Tex. I watched Listen America tonight by accident, when my mother sent me to my room for not doing my homework this weekend. Mine is the only TV in the house without cable so it was the only thing on. At first I thought you were a bunch of nerds, but the longer I watched the more I admired those teenagers my age who had the guts to say no to peer pressure and to the trap of drugs and alcohol. I just turned 18 and I smoked cigarettes for 3 years, drank alcohol for 2 years, and have experimented with marihuana. I never really wanted to, but did it to be cool with my "friends." Wow, when Mr. Toma spoke, I realized these people were not my friends at all. Starting right now I am taking the pledge. Please send me a button with information on how to start a group at my high school. I know a group like these could help a lot of the kids at my school to know they can live without drugs and alcohol and still have fun, have friends, and be really cool.

That is just a sample of some of the letters we are getting from kids around the country. They like the challenge.

It is my firm belief that a program like this can do much more than a lot of things that are coming from parents or from schools or from the Government—actually coming from their own peers. In fact, I have two of our winners from last year back here, if you would like to question them. They can give you the reaction of what happened in their school when they had enough guts to take this pledge and to wear a button that says "Listen America, I Pledged." It is very exciting, what happened.

Mr. ZEFERETTI. Could I interrupt you and ask Marla Weiss, Michael Smith, and Michael Sokoloff to come forward and sit at the witness table.

Mr. French, what part of the country are you focusing most of your attention on; where are you getting the response from?

Mr. FRENCH. Every place. First of all, last year was a pilot project, right here in California. We limited it to 50 high schools in California. We chose a boy and a girl out of these 50 schools. This year we have expanded it to all 50 States.

In fact, this is what we are doing right now. We are out finalizing the clubs and the high school students that will be actually participating in their school pageants, and then in their State pageants, and then will come to Los Angeles on January 25 to be in the second Listen America Pageant which is the national pageant. We are taping it here in Los Angeles on June 25. And every place that the show airs the response has just been tremendous.

Another thing I might mention is that I believe that hearings like this are good. For one thing, I believe that it does have an effect on parents. First of all, I am very encouraged to find around the United States that there are parent groups springing up all over the country in their own neighborhood, not prompted by anybody.

It hasn't been too long that parents were admitting they had problems. They were trying to sweep it under the rugs, as were a lot of principals, and even superintendents were trying to sort of overlook the problem.

But now they are finally making up their minds that they really do have a problem. And it is a grassroots thing that is happening.

Mr. ZEFERETTI. I can tell you that there are better than some 600 parent groups that have contacted this committee. As a matter of

fact, just a couple of short weeks ago, prior to us leaving Washington, they brought along some of the young people from this part of the country who very much got caught up in peer acceptance kind of attitudes and have related to us how difficult it was for them to pull away from the activities that were going on in the high schools that they attended.

I would like to hear from one of the young people to tell a little bit about what kind of activity is going on in their particular school, and how it is being perceived and whether or not it is being accepted in a large scale or whether it is just something that just caught fire with just a few.

Mr. FRENCH. You might be interested in hearing what Marla has to say about her reaction in her school and also maybe about one of her creative projects, or educating other projects, that she is doing and the reaction she is getting in educating elementary school students.

Mr. ZEFERETTI. Before we leave Mr. Gray—because it lends itself to what you were saying earlier as far as education is concerned, whether or not we have lost that format, to reach out and do anything about—I think what Mr. French has brought forward is, one, the opportunity to have attention and awareness goes beyond just education, it has to be a tool that is used with public figures, with those that have the opportunity to go before the public, to make some kind of attention being attracted.

Mr. GRAY. I think it is obvious that being straight is where it is at. I mean just by definition. If you are not straight, you are crooked.

Mr. ZEFERETTI. The overall idea, though, is to make them understand that that is the right way to be. Because there has to be some kind of communication. Mishandling over the years, as you indicated, talking about marihuana, talking about the kinds of drugs that do harm, just simply a drink or a cigarette, we have not done that kind of communication that has been effective, that has had an impact. And maybe this is one of the areas in which way to go.

Mr. ZEFERETTI. Marla, would you like to give us some statement?

Miss WEISS. OK. First of all, I was excited about the Listen America program not because it was a chance to go on TV but because it was a chance to help fellow peers.

Being in high school now—I am a senior—I see my friends get caught in drug traps. I go to Loma Linda Academy. They put a tremendous burden upon the students workwise. We have tons of essays. And I see more of my friends that are also working on jobs and stuff. And they have to keep themselves going, have to stay up late at night to put out so much work. So I see them turning, for instance, to marihuana and then speed and stuff, and I just feel inside me this is not the right thing.

So I joined Listen America. I go out with friends of mine. We find we have more impact on other people when we are together. And we are high school students. So when they see people like us, part of themselves in a way, they kind of latch on and, hey, it is not so bad not to take drugs. Because the peer pressure is incredible, besides just the workload that young people carry.

So we go out to different schools together and when we are starting Listen America pageants, we will show them part of the show with David Toma speaking against drugs and marihuana. Then we tell them what we have done.

I have two other students at my school. We do mice projects where we take mice and inject them with various drugs, comparable to what a human would have, and they see the effects, and they see the mice stumble over the table, go into spasms, and it affects the kids.

We have a slide show where we show birth defects. The kids are affected.

I go out and do it, just because if I can help one person out there who might be taking drugs, it is all worth it—and maybe start some thought generating.

Other times we will go out just to promote the club. We find we have problems at first because it is a difficult thing to say, "I am not going to take drugs" when all your friends are.

We found when we ask them to take the pledge, if one popular person says yes, the whole school will join in.

Right now, last year when the pageant first started, it was shown to us, there was a total of 4 people that wanted to join out of 400. I just started this year. We already have 78 signed-up, just because people are forming together, and they see it is not so bad to be straight.

Mr. ZEFERETTI. Do you find anybody signing up and then pulling away from you, saying, "Well, I don't want to do this," or "It is not what I thought it was," or something like that? Do you keep working with them? Do you keep telling them this is a proper way to go?

What happens if somebody signed a pledge and then doesn't do what they are supposed to do? Do you follow it up, go after them?

Miss WEISS. Yes. We try to keep it on a personal level. I have tried putting it in the school paper announcements. I find the thing that works the best is sending a letter to them in their homeroom, personal, with their name on it, and telling them we care.

What everybody needs to know is they are taking drugs because they have a problem. By reaching out with love, we are able to help lots of people.

Mr. ZEFERETTI. Tom.

Mr. RAILSBACK. Mr. Chairman, I think I will pass.

Mr. ZEFERETTI. Mr. Dornan.

Mr. DORNAN. Mr. Chairman, I want to make an observation before I talk to the witnesses on this excellent panel.

Just as we discussed with Greg Morris that assistance from communications industry people has to be voluntary, the most dangerous thing you can ever do is try and tell the press what is fair and unfair and what is right and what is the wrong way to go.

I am going to walk where angels fear to tread and give a little advice here today to some of my colleagues in the press.

Those of you who go home tonight in the press, after a hard-working day, and sit like all Americans and watch the evening news, you are going to have a chance to run a little litmus test on your own profession.

The Greg Morris interviews before he was a witness, out in the hall, I think will convey a different impression than what Greg Morris was confronted with here, and the opinions he held when he left.

I see a lot of heads in the audience already nodding in affirmation.

No cameras came off their tripods and went out to interview Greg Morris after he appeared before this committee. The videotape is in the can on its way back.

I think Greg Morris would be the first one to say what Marla has to say is every bit as important as what he has to say. I hope we see some of her testimony on the tube tonight. We are down from nine cameras to six. Maybe our high school teachers will get the same treatment our law enforcement officers got yesterday.

But if I see Greg Morris angry and hostile as he was when he came in here, and not Greg Morris the constructive witness, I am going to feel sorry about some of the reporting in this city.

Now, Mr. Gray, I know you are an entrepreneurial small businessman still involved with young people in recreational activity that my two sons like. My daughters are not into motorcycling, but my sons are. If you ever want to come back to make the professional comeback in show business, I suggest you try coming back as a writer.

I have heard a lot of witnesses' testimony in 5 years. I never heard so much said in such a succinct and well-presented statement as yours.

We have made a lot of mistakes in trying to separate soft and hardcore drugs, and I think the best statement you made is that the Government subsidizes tobacco on one hand and turns around and tries to get us to appropriate millions of dollars for antismoking programs through the Surgeon General.

If I could just offer one explanation there. With Turkey, with Burma, with other cultures that have been growing cocaine and opium poppies which turn to heroin and morphine, literally over centuries, 2,000 years in some cases, we do have to buy crops and do some subsidizing as we shift from something we know is killing people.

Everybody in Congress including all of our smokers, and we have as many smokers as any other segment of society, know that we lose 300,000 Americans in their productive years to emphysema and other forms of pulmonary problems because of smoking. But it is awfully tough for me to face a North Carolina Senator or Congressman and tell him "Shut down your industry and send your unemployed not to my State but to other States."

The problem is the speed with which we approach hypocrisy. I am on the side of trying to do something about cutting off the subsidies to tobacco within a proper period of time.

We never intended to put witnesses up against the wall with this "Have you ever or do you know anybody that does." But obviously you have been very courageous with your own life. You watch young people. Forget what business it is in. As you have grown up, as a person in a pressure industry, you watch young people in your industry, just like young people in any pressure job be it studying for exams in law school or medical school—turn to substances to

try to ease the pressure of modern day life. What do you think is the best approach motion pictures or television can take without using scare tactics?

Greg Morris made some excellent points on that. But to get their attention, to divert them away from changing their brains with any chemical substance, be it booze or cigarettes; what are your suggestions?

Mr. GRAY. I think Marla hit right on it. It is reach out with love. If people feel that other people are concerned about them, they respond. And there is no concern in this Government right now, I don't feel.

When we have got \$1 billion—I heard—spent on diminishing drug traffic, when if you just take half of that and turn it around to try and show people that it is not good to be on drugs. There is no real effort to do that, I don't feel. No one is really trying because, for one thing, there is too much money in it.

If I were to be really cynical I would think that the Government has a vested interest somewhere in drug trafficking, because there is just too much money involved.

You people probably cannot get tough enough because you would find that you would not get enough money to make your campaigns or whatever it is. There is so much money involved here it is mind boggling.

Mr. DORNAN. That is a fair analysis. Yet there is no evidence that any campaigns have been shifted one way or the other in our country by these billions of dollars. You were sitting here patiently through the entire series of hearings yesterday, so you know better than anybody in the room right now—

Mr. GRAY. They are overwhelmed. The enforcement, they have thrown up their hands, obviously.

Mr. DORNAN. We have seen governments fall in South America. I watched you listening attentively when I talked about Colombia, Peru, Bolivia, Jamaica—

Mr. GRAY. I think the point is really here that the emphasis is in the wrong direction. The emphasis that I heard yesterday was let's stop it coming in, as if that were going to stop the demand.

Now, I don't see that that is a realistic approach. I think what you have to do is allow people to do what they want, and then educate them so that they want what is good for themselves.

It seems apparent on the face of it. [Applause.]

Mr. DORNAN. Well, this is why we asked you to testify today. One of the hostile nonwitnesses was shocked that we spent all yesterday on supply. These committee hearings were structured that way for months. The demand side was to be today. Because one of the things I wanted to tell Greg Morris, if we quadrupled times five Customs, Drug Enforcement Administrations, and, Coast Guard ships and gave them new supersonic jets to trace down the 7,000 planes coming into the country with illegal substances, it would not stop the demand.

Today is the demand side in these hearings, to find out how we can culturally rid ourselves of this need to wallow in chemical substances of all kinds.

Mr. GRAY. I can say something about that, too. I think that there is—school, as I remember it, and I didn't get a real opportunity to

go to much schooling, I was in studio schools most of the time—but what I did get was pretty much of a bore. They didn't challenge me; they did not challenge my contemporaries. And so you looked around for something interesting to do. And I am not surprised that there is this overwhelming use of a mind-altering substance, because it is a bore in school, and there is no reason that it has to be.

I mean I wish to hell I had had biology and chemistry and these kinds of lab subjects that are fascinating. But it is they are not presented or nobody cares. I really don't know.

But I know if people were more interested in things that are out there, they would not be as interested in drugs.

Mr. DORNAN. Bill, will you stay in the hearing room through our high school principals, because you may have some ideas after that? Please write to the members.

Mr. French, one brief question.

Mr. French, do you feel you are making a dent at all? Not that you are going to give me a negative answer. Do you feel that you are making a dent as far as numbers are concerned, as you begin to come up to speed? Can you go nationwide and have an impact?

Mr. FRENCH. Well, I consider myself an expert in drug abuse prevention, since I have been working with Art for about 5 years now, and both of us realistically believe that we are going to make a tremendous impact on drug abuse all over the country.

In fact, our biggest school, our biggest club, is 300 members out of a school of 1,100. You put 300 kids in a high school wearing their jackets and so forth, and a button that says, "Listen America, I Pledged," and you turn that school upside down. And particularly when each one of those students then decides that they would like to participate in the television show and get a little recognition for the things they are doing, and they start putting in a couple of hours a week of community service, you turn that town upside down also. And they love it, too.

I find today that the average high school student doesn't do very much that he doesn't get paid for; even making his bed is tied to his allowance. And the reason that we know that community service involvement works is because of some of the good service clubs that are, like Kiwanis Key Club. The incidence of drug and alcohol usage in this kind of a club is very low. And this is why we know we are on the right track here. And we see it happening.

Mr. DORNAN. Thank you.

Mr. Gilman.

Mr. GILMAN. Thank you, Mr. Chairman.

Mr. French, is your organization a nonprofit organization?

Mr. FRENCH. Yes.

Mr. GILMAN. How many students are involved in your organization?

Mr. FRENCH. Last year we had 5,000, just in California—that was a pilot program. This year I would say we will have before our pageant in June, we will probably have about 20,000 to 25,000 involved in it. And hopefully our projections are about half a million by the end of the year. Because that will start the new school year, next year.

We have over 1,000 clubs in the process of being formed right now, and more as we go.

Mr. GILMAN. I would like to address a question to the young people who are with you. The programs that you are addressing to your peers, have you utilized any of the governmental material, educational material, in programs you present to young people in your schools in an endeavor to educate them with regard to drug abuse? Are you using brochures, films?

Mr. SMITH. What is most effective in starting clubs, getting kids interested, is showing them a tape of the pageant. I read hundreds of letters, I talk to kids on the phone every day. They say to me, "Do those stars who are on the show, did they really make a commitment just like you are asking me to make?" Kids are smart. They are not going to look at a double standard, where some stars are on a show for a while and offstage he does something different. Every one of those stars that was on the show, and I thank every one of them for it, made that same commitment. That is what really impresses kids, is that people in the entertainment industry are willing to do that. They think "If they can do it, surely I can make a commitment like that, too."

Mr. GILMAN. You find that that is an effective approach to other young people, to get them involved in what you are trying to do?

Mr. SMITH. It most certainly is.

Mr. GILMAN. Marla.

Miss WEISS. I find at the same time when I start clubs, when we show them the tape the kids are affected by it because of the stars, because of the people they see every day, and because the teenagers are involved.

A thought popped into my mind that at night is when the stars come out. And I think the United States right now is pretty dark as far as the drug abuse problems, so we need the stars to come out.

Mr. GILMAN. Good thought.

Mr. Gray, you talked about the need for better education, and that we are not doing the kind of things that we should be doing, and that we should be concentrating on demand. Of course demand is as important as the supply side of this problem. Whenever we talk about narcotics problems, we usually talk about the four pillars. We start off by mentioning the first one, and most emphasis is education, and then talk about enforcement, eradication at the source, and then treatment facilities, proper treatment procedures.

Now, in trying to reduce the demand, of course, I think that education is probably the most fundamental issue that we can focus in on in trying to reduce demand, to educate our young people about the dangers, about why we reach out for these kinds of artificial crutches in life, and try to get a better understanding of the need to move away from artificial stimulants.

Do you have any thoughts about what we should be doing in that direction?

Mr. GRAY. Yes, I do. As a matter of fact, Greg made a statement that when alcohol was prohibited, there were more alcoholics, per capita, I suppose, than when it became legal. I think this speaks to the old proverb of the forbidden fruit being sweeter.

I think it should be considered certainly that if there were not the mystique and the chicness of going behind the bungalow and smoking some grass, if that were not a forbidden fruit, I think there would be less, very much less attraction to it. And so I would consider, I would hope that you would consider the possibility that it should be decriminalized and use the money that is now going into the millions and hundreds of millions going into trying to prevent it from getting here, to put that money toward educating people as to why it is useless to fool with it.

Mr. GILMAN. You seem a little inconsistent in that argument, where you talk about the dangers of smoking for everybody, and we are not doing enough to prevent cigarette smoking. Yet on the other hand—

Mr. GRAY. I agree. The two do not follow. I think one thing is that it is being done. We cannot stick our heads in the sand. We cannot pretend that the emperor in fact does have clothes on when he does not. That is what I got out of this hearing, is that the problem is overwhelming. What are we going to do, just ignore it—we cannot say that, nobody is going to like it. Sometimes you have to take an unpopular position.

Mr. GILMAN. Well, it is fine to take an unpopular position if it is going to result in something constructive. But merely to take the unpopular position to exacerbate the problem certainly is not the direction. You heard the comments yesterday, the effects of the decriminalization here in California, with regard to I think it was the Sieroty bill talked about yesterday, and how that has had a deleterious effect.

Mr. GRAY. I do not think there was any more money put into education. Was the amount that was not used up arresting Mexicans in central Los Angeles, was that money then put into educating people about the dangers of marihuana?

Mr. GILMAN. I do not know the response to that. And there is no question, we must do more and a better job of educating. What I am asking you is what are your thoughts about how best to proceed in an educational manner. You talked about how you get started with marihuana, how marihuana led to some other narcotics.

Mr. GRAY. Yes, I experimented with just about everything you can think of.

Mr. GILMAN. And apparently you want to get that message out, that is not the way to go.

Mr. GRAY. Obviously.

Mr. GILMAN. How best do we approach that problem? What can we do effectively to deter other young people from starting down that road?

Mr. GRAY. Well, I think that you have to be—first you have to develop credible evidence and then present it credibly, neither of which I do not think are being done currently. My experience was that things I experimented with I could feel that they were dangerous to me. Like PCP. I tried that once by accident. Somebody gave me some. Boy, I could feel the gears in my head grinding to a halt. I said this stuff is terrible. That was my own perception told me that. And heroin. You can tell that these things are deathly bad for you. Apparently everybody cannot tell, so they need some help. I did not have any problem with any of these other drugs that I

experimented with. But obviously a great many people do. So I think that education obviously is the key. And I think you cannot just scare people. You gentlemen are well aware of that. I think that has been said so often, it is almost not worth saying any more. So it really boils down to being credible.

Mr. GILMAN. Do you think there is an important role for people in the entertainment industry to play?

Mr. GRAY. Absolutely. Absolutely. As Bud on "Father Knows Best" I have heard hundreds if not thousands of times that parents—I have heard both sides—I have heard parents tell me, "Gee, I wish my son was like you." And I have heard kids tell me, "My parents always compare me to you." I do not like that. I do not think that is real good. Because I was not a real person, I was a character. I have been an actor since I was 6. I created that role. It was a fantasy to begin with. No one's life was like "Father Knows Best." So those comparisons are not justified, I don't think. But they do still exist. Yes, in fact, people in the television industry are, and motion picture industry, are incredibly valuable as role models. And dangerous as role models as well. I am alarmed when I see a movie like "Taxi Driver," or any of these violent, horrible things. And people are going to have to start accepting responsibility for what they do on screen. And I think the business is derelict in that right now to a big degree.

Mr. GILMAN. Mr. Gray, you heard some thoughts today expressed about having an advisory committee, a central clearinghouse, some sort of a voluntary group to come forward from the industry. Do you think that entertainers would welcome that sort of a project, and be willing to cooperate?

Mr. GRAY. Yes, I do. And I think the point that Greg made was a good one. It has to be a bona fide nonshock production, because nobody wants to be involved in something that is run by committee and is not necessarily the whole truth. You lend yourself to something that you actually do not really feel, and it gets very sticky. And it is hard even in a production that is a commercial production, when you have the writer and the director and the actors all thinking a little bit differently on something. That can happen, even when everybody wants to do the right thing. It is not going to be easy. But I am sure there will be a lot of people that will want to try. I would volunteer my services.

Mr. GILMAN. Thank you very much, Mr. Gray, Mr. French, Marla, Michael, we appreciate your coming before us.

Mr. FRENCH. May I make one last statement. I am not sure how popular it will be. But the modeling approach in drug abuse and behavior is a very valid approach in changing behaviors. And we believe very strongly that we do have to have positive role models. I see the time when we will probably ask some Congressmen also to take the same pledge we are asking the kids to take, because this can have a tremendous effect on their lives. When they see the adults are willing to do something and set the right example for them, it is going to be a lot easier for them to accept what we are asking them to do.

Mr. GRAY. May I make one further comment. The kids you are dealing with in high school smoking grass, you do not feel they are criminals, do you?

Miss WEISS. No.

Mr. GRAY. If we are going to have criminal penalties for 40 to 50 percent of our high school children, where are we at, gentlemen? That is hypocrisy—it is mind boggling, again. There is a person here who would like to address you regarding the legalization of marihuana. I think it probably will not hurt for you to hear him.

Mr. ZEFERETTI. I want to thank you, Mr. Gray, and thank you all for your contribution to the committee. Thank you.

I would like to make part of the record a letter received from Chester Migden, national executive secretary of the Screen Actors Guild, who was unable to be with us today but sent this as part of the record. Pat, would you read it, please?

Mr. CARPENTIER. Yes, Mr. Chairman.

Dear Mr. Chairman: I regret that a business trip to New York which cannot be rearranged prevents me from appearing at your Committee's hearings in Los Angeles. There are certain matters which I feel should be in the record in order to have a complete picture and, perhaps, this letter can serve that purpose. You are free to add it to the record if you feel that the information is useful.

I represent the Screen Actors Guild as its National Executive Secretary. The Guild is a labor organization which represents 47,000 actors, singers, stunt players and other types of performers in the Motion Picture Industry. The spectrum of Guild activity covers feature films, television, television commercials, and educational and industrial films. Our function in negotiating collective bargaining agreements on behalf of our members is well-known.

The problems of both alcoholism and drug abuse in our society are well-documented and fairly obvious. Their impact on society, industry and on individuals is devastating. A number of years ago—in 1977 to be exact—in our negotiations with the industry, the guild proposed the establishment of an alcoholism program as a means of assisting individual victims of this disease as well as a means of controlling the loss of industry productivity which results from absenteeism, impaired performance, et cetera. It was proposed with the certainty that our segment of society undoubtedly harbored as many victims as the rest of society—no more, no less. The statistics made that inevitable.

Last year, encouraged by member support, we proposed as part of our 1980 negotiating package of proposals the establishment of both an alcoholism and drug abuse program. After making the proposal and actually submitting it, the limitations of the concept began to trouble us. We represent actors and not the entire industry, and yet the need is an industry-wide matter. Even before the negotiations began, I discussed the matter with Billy Hunt, the industry's chief negotiator, and suggested that the issue was larger than an actors' negotiation and should be dealt with industry-wide. He agreed.

At that point I had been considering a means of creating an industry-wide program and an effective means of administering it and handling it so that it would be effective and competent. The idea was to attempt to secure the involvement of the motion picture and television fund. This well-established organization runs the motion picture fund's hospital and country house and was already involved in a pilot halfway house program for those recovering from alcoholism. As a member of its board of trustees and executive committee, I made a presentation on behalf of an alcoholism and drug abuse program for the industry sponsored by the fund to the fund's executive committee. The executive committee unanimously endorsed the idea, and it was adopted by the board of trustees in late 1980.

Since then the job of organizing the program has been underway and significant steps have been taken. A program director was selected after numerous interviews, and retained. Funds for the purchase of additional building space to be used for the program were allocated and space purchased. Pilot programs are being developed. While the heavy emphasis is on the alcoholism aspects of the program in these early stages, the commitment of the board is to cover both alcoholism and drug abuse.

It is clear to me that the leadership of the fund has accepted a major challenge because of its awareness and dedication to its fundamental concept of "helping those who cannot help themselves." To this end, the industry owes much to the fund's dedicated staff, its President, John L. Dales, and its director, Jack Staggs.

We cannot give you a long list of achievements at this time—we have made a very significant beginning, but that is vital. To those of us who share the concern of the Committee regarding this issue, that beginning is essential.

Respectfully,
Chester L. Migden
National Executive Secretary, Screen Actors Guild.

Mr. ZEPHERETTI. Thank you, Mr. Carpentier.

We are going to try and work through lunch, and see if we can get through with as many witnesses as we possibly can.

I would like to call to the witness table four principals—Mr. Terry Pearson, James Mercer, Miss L'Cena Rice, and Mr. James Ball.

Welcome, ladies and gentlemen. Thank you for taking the time out to be with us today. You can proceed in any manner you feel comfortable with. If you have statements, they will be made as part of the record. If you want to read them—feel free to proceed in any manner you wish.

Mr. DORNAN. Mr. Chairman, could I make an observation.

I want to thank you ladies and gentlemen from my great city here in Los Angeles, for giving of your time today. School is in session today. We tried to take that into consideration. I think we have made another media mistake, putting you toward the end of the program to accommodate your being on the job with your young children, because the room is vacated of all but one camera. As a matter of fact, the reading of that exciting letter from the Screen Actors Guild vacated most of the audience.

One very important camera is left. A phenomenal thing is happening in the United States in the last year, and it has taken a lot of courage. One man decided to go into broadcasting and give us 24 hours around-the-clock news. The one camera you see here is from Ted Turner's cable network news. Right now these hearings are going into every single office of every Member of the U.S. House of Representatives in Washington, D.C., to be available to the female or male Member or to any of their staff. I believe the U.S. Senate is so wired for cable television, also.

We do not even know how extensive the audience is for cable television, somewhere between 2 and 4 and 6 million people at some given moment. So plenty of people around the country, plenty of housewives, mothers, will be watching your testimony.

You will go into the printed record, and the printed record of our testimony over 2 days in Los Angeles, it does not say a.m. or p.m. or how many press cameras were present at any given moment. At least one newspaper in Los Angeles highlighted the excellent testimony of the Los Angeles Police Department narcotics officers and chiefs of police, one of them from a city near one of your high schools, even though there was not a single still or videotape camera in the room at that time. I know you did not feel anyway you were wasting your time. But it is significant that we hear from every segment of the community here in Los Angeles, and again I thank you so much for coming down and giving us the valuable observation that you have as people in the trenches who work with young people every working day of your dedicated lives.

Thank you very much.

TESTIMONY OF L'CENA RICE, PRINCIPAL, REDONDO UNION HIGH SCHOOL

Mrs. RICE. I am L'Cena Rice, principal at Redondo Union High School. We are a school located close to the ocean, so close that we walk to the Pacific Ocean for oceanography laboratories.

We are a real segment of Middle America. We have about 15 percent minority. Approximately 75 percent of the adults in our students' homes work. That means that in the single-parent home the mother or father is working, and in the double-parent home, mother and father are working.

We completed a study this last January and found that 75 percent of our discipline referrals come from single-parent homes.

There is a real concern on the part of schools for what is happening to youngsters with regards to the physical and emotional support they are receiving outside of the school community. All students feel they have a need to belong, they need to belong in a family, in a community, and in a school. We do not have a problem in our particular area with organized gangs as I understand them in our community.

I am aware that there are drugs on every campus throughout the United States. I feel that students use drugs for many of the reasons we have heard here this morning. Probably first and foremost because their friends use them. They use them because it is fun. They use them because they see them as a solution to their problems. Whether it is an emotional problem with a boyfriend, a girlfriend, an abusive parent, an alcoholic parent, or whatever, they see drugs as solving that problem.

Another point that has been mentioned already this morning is the financial moneys that are gleaned from the sale of drugs. It is the easiest way a student can get a part-time job in school. I think it is terribly important that you understand that.

Until the problem of drugs is solved on the high school campuses, we are going to continue to have discipline and learning problems in the public schools.

In our particular school, we have a policy regarding drugs, and find it very helpful. If a student is caught selling a drug, he is immediately transferred to another high school. It will be our continuation high school unless the parent can get them into a regular high school out of our district. It does not solve the problem, but it says to the youngster we do not accept that kind of behavior. The receiving school always knows why the student left. If a youngster is using drugs in our school, the first time it is a suspension, and the second time it is removal to another school. We have had few expulsions in our district in the last 10 years—I think only one or two. Expulsion is not the kind of thing we use as a deterrent.

You should be aware that education in drugs can lead to experimental use. There are many students who hear about drugs in high school educational programs and then use them in experimental ways. So just telling kids about drugs is not always the way to keep them from using drugs.

If anything is going to be taken to extremes, it is going to be taken to extremes by the high school student, whether that be drugs or any other fad that is going on in society. We are a

microcosm of the society in which we live. As a result of that, our students will take to extremes anything that is happening in the community.

I agree with the group that was here before, that modeling is the very most important way to help students not to get involved in drugs. Sensationalism sells. It sells in music, in movies, in professional sports, in newspapers, and it sells in the government, gentlemen. Every time we see someone in the political spectrum or someone in the school spectrum, drinking, smoking or using abusive language, we are setting a model for the youth of our country. If the youth of our country are important, we jolly well better get on the ball and start being better models for those children.

Kids are really truly confused about which way to turn. I think the Listen America program is certainly one that is helpful to youngsters who are trying to find which direction their life should take. In the schools, however, I believe that discipline is extremely important, and that we cannot have any kind of learning if we do not have strong discipline. Discipline is the philosophy of the school and of the people who are in the school. Students must know what the rules are and the rules must be applied consistently. The students must know that school is a place to learn.

Students must understand when they break the rules there are going to be consequences. They may not like the consequences, but the consequences are going to be applied to all students.

If our hope is really in the youth of this Nation, we need to get drugs out of the schools so students can get down to the serious job of learning. May I say as I heard the gentlemen who sat here before me say, "school may be boring," But there is not a whole lot we can do about that, because learning is hard work. When most of us get to the point where we are doing something that is hard work, we want to give up. We call it boring.

School is important and until that attitude comes across to the youth of our country, and learning becomes important to them, and they are expected to learn, instead of expecting everybody to perform for them, we are going to continue to have the problems we have today.

Thank you.

Mr. ZEFERETTI. Thank you.

Mr. Mercer.

Mr. DORNAN. Mr. Chairman, I would like to point out to you that Mr. Mercer is principal of the only and the largest high school in the hometown of the President of the United States.

TESTIMONY OF JAMES A. MERCER, PRINCIPAL, PALISADES HIGH SCHOOL

Mr. MERCER. What I would like to do is read a statement, and then comment briefly about some things indicated, and also to respond to what some of the other people have said.

I would like to preface even that with a little Mercerism philosophy about young people.

First of all, my colleague over here, Mrs. Rice, referred to discipline and the need for it. It may come as a shock to you people, but young people like discipline. I have shared this philosophy with them for 30 years, and especially in the last 10 or 12 years as a

high school principal. My rationale with them is generally agreed upon. In school we call it discipline. In adult life we call it law and order. You have to have discipline in school if school is going to be a safe place, and there is going to be an academic environment, so you can come here and achieve and do what you intended to do when you come to school. We have the same thing in adult life. We just use a different term. If our streets are to be safe, and your parents and friends want their house and their neighborhood to be safe, we must have discipline, except we call it law and order. So do not be misled that young people do not like discipline, because they do. They like law and order, and they want their school to be safe, and they know it is against the law to do certain things. And they do not want it happening to their school.

As a school administrator and educator, I have great concern for the apparent increase in the use of drugs among young people in our society. While I deal primarily with high-school-age persons, as you well know, the drug abuse problem covers a much broader spectrum of our society. I have equal concern that alcohol abuse among young people is on the increase. Unfortunately, in today's society, many parents accept drinking beer or other forms of alcohol as a viable alternative to the use of drugs. As I have indicated to parent and student groups many times, a young person intoxicated on beer can be just as dangerous driving an automobile as he can when he is "high" on marihuana or some other form of narcotic.

An important segment of health education courses at both the junior and senior high school level are devoted to information regarding drug and alcohol abuses. The fact that young people just know about something does not necessarily mean they are not going to become involved in it.

Certain science courses also deal with it. Many schools and communities sponsor additional special programs geared around this subject. Members of the committee need to realize also, though, that during these same high school years, students are being exposed to, in living color, very attractive, well-produced television commercials that make drinking beer look like the thing that all successful, hardworking, achieving young people do. "Now it's Miller time—go for the gusto." "Share with good friends." The people in these advertisements are the all-star athlete, the hardworking truck driver or the fisherman, the outdoorsman, et cetera, et cetera. All in all, pretty tough competition for the minds of young people, and even though hard liquor is not advertised on television, the advertisements in magazines and other publications make drinking very appealing. I wish that some organization or agency would sponsor equally attractive advertisements advocating the dangers involved with drug and alcohol abuse. There are indications that the smoking of cigarettes among young people has actually declined. Any positive result has been brought about by an understanding of the facts related to the dangers of smoking. It is my opinion this is the best approach to use with young people in dealing with the problems of alcohol and drug abuse.

At our school we have taken a hard-line position in dealing with any sort of drug involvement. During the last 10 years, we have filed expulsion proceedings against any students who have been

involved in selling narcotics. We use police referrals, suspension, and in cases transfer students who are involved in possession, under the influence or using drugs on campus. Quite often we will refer a student to the police, not to get even with him, or to get rid of him, but to scare him and make him realize what he is doing is against the law. And when a parent has to go down to the police station and pick up a student who has been booked for possession or for the use of marihuana or any kind of dope, hopefully that will have an impact and possibly make the student realize it is indeed a serious thing.

Sometimes a simple matter of shoplifting can be solved if the local market will call the police and have a student picked up for shoplifting; that can put an end to that student's shoplifting when he realizes that it is not some "kid" thing.

To say that these measures have solved the drug abuse problem among the students at our school would certainly not be accurate. They may control activity on campus, but in the long run, educational programs that convince people not to use narcotics will be the real solution. And the resources of the total community must be utilized in this educational program. It cannot be just left up to the schools.

I would disagree with the young fellow that testified earlier. I think that the easy availability of narcotics is a very real problem. These young 10th graders, 9th graders, or 8th graders that start experimenting with drugs, are not shaking and trembling and saying "I have to go get a fix someplace." They are being exposed to it, and if it is readily available, then there is more chance that they are going to get exposed. If it is readily available it is just commonsense that more young people are going to get involved, even on an experimental basis.

The use of alcohol and drugs may in fact be a part of the youth culture in this country as well as many parts of the world, but we simply cannot accept it. The abuse of alcohol among young people bothers me very much, but the use of drugs frightens me. During the last 20 years in the school business, I have known personally 12 or more young people who have committed suicide. In nearly every case drugs were involved, and in all cases the young suicides were "good kids." The list of suicides due to intentional or accidental overdosing among famous young music and TV personalities has grown steadily down through the years.

When a young person asks me what is the difference between using dope and drinking alcohol, my response is:

They are both bad, and I would be in favor of prohibition if we could make it work, but I do not know of anybody who has committed suicide over drinking a 6-pack of beer.

One of the few advantages alcohol has over drugs is you either throw up or pass out before it kills you. Many a young person has lost their lives accidentally in some cases the first time they have become involved with drugs through an overdose.

It is also my opinion that the use of marihuana is an acceptable vice among young people much the same way that drinking was an acceptable vice among young people in the 1930's, 1940's, 1950's. Even if you did not do it yourself, you accepted it. If you went to a party, somebody brought in a bottle and spiked the punch—you did

not turn and walk out. Drinking was an acceptable vice—against the law, and you get in big trouble for it. I feel unfortunately that marihuana is in that same category among young people now. We have seen the decline of LSD, and the decline of sniffing glue. That used to be a major problem in some areas. You do not hear of it any more. It was a mind-destroying act.

Unfortunately, this acceptance has grown during a period of time when a lot of misinformation was put out regarding the actual effects of marihuana on the human body over a long period of usage. The jury is still out, but there are some recent scientific indications that the use of marihuana may, in fact, be very dangerous.

Philosophically, education is the long-range solution, but another very important immediate step is a stricter enforcement of the drug laws. Remove the hardcore dealers from society. One way to keep many young people from getting involved in narcotics is creating an environment where it is very difficult to obtain them.

And it makes it a lot easier for those of us in education, church people, everybody else involved, to keep young people from getting involved.

Thank you very much.

TESTIMONY OF W. TERRY PEARSON, PRINCIPAL, SANTA MONICA HIGH SCHOOL

Mr. PEARSON. I am Terry Pearson, principal of Santa Monica High School, a school of 2,700 students, grades 10 through 12. We are also located on the beach. We take in the area of Santa Monica, and also Malibu.

I have a prepared written statement for the committee. I think I will just make a few comments.

Mr. ZEFERETTI. It will be made part of the record.

[Mr. Pearson's prepared statement follows:]

PREPARED STATEMENT OF W. TERRY PEARSON, PRINCIPAL OF SANTA MONICA HIGH SCHOOL

For the past ten years, I have served as principal of Santa Monica High School, a school which has an enrollment of 2,759 students in grades 10-12. It is the single high school in the Santa Monica-Malibu Unified School District.

For 25 years, I have observed the drug problem on school campuses as a teacher, counselor, assistant principal and principal. My experience tells me that one of the most effective ways to deal with the drug problem on campus, and I emphasize on campus, is to have a tough policy adopted by the Board of Education to serve as a deterrent to bringing drugs on campus or using drugs on campus. Such a policy has been adopted by the Board of Education in the Santa Monica-Malibu Unified School District. I have with me copies of this policy for members of the Committee.

This policy states in part, that in cases of use or possession of controlled substances, the following steps shall be taken:

- A. The student shall be suspended from school.
- B. The student shall be transferred to another school within the Santa Monica-Malibu Unified School District or an interdistrict permit placement will be negotiated if possible. The transfer shall extend at least until the end of the semester in which the procedure violation occurred. In all cases, return to the sending school shall be contingent upon—

1. the recommendation of the two principals involved in the transfer, and
2. completion of a course of attendance at five drug/alcohol education groups or sessions conducted by the school district's contractors providing those services.

In cases where students provide controlled substances, alcoholic beverages or intoxicants of any kind to others, the following steps shall be taken:

A. The Santa Monica Police Department or the Los Angeles County sheriff shall be notified.

B. The student shall be suspended for five days as provided by EC 48903.

C. The parent shall be advised of any notifications, suspensions, and subsequent actions to be taken.

D. The principal shall inform the Superintendent/designee of the incident and actions taken.

E. Expulsion procedures shall be placed in effect by the Superintendent.

Has this policy served as a deterrent to bringing or using drugs on campus? The answer is yes! The visible problem on campus and in the classroom is minimal. During the 1979-80 school year, 27 students were disciplined for violation of our policy and during the current school year, 1980-81, eight students have been disciplined for violation of this policy. This year we have distributed the policy to each student and required that he sign a statement indicating that he has received it. Our students know that the policy will be enforced without exception.

Schools can implement effective procedures to control the drug problem on campus. We cannot control the influences that exist in our society nor the home environment of our students. Our students return to these influences and home environment each day. Our role is one of education. The educational programs sponsored by the schools have had an impact on the use of hard drugs by teenagers. The use of marijuana and alcohol from my perspective, is on the increase. This problem will continue until the drug traffic is brought under control by appropriate law enforcement agencies and violators receive sentences that act as a deterrent.

SANTA MONICA/MALIBU UNIFIED SCHOOL DISTRICT—IMPORTANT NOTICE TO PARENTS/GUARDIAN AND STUDENTS

NEW GOVERNMENT CONTROLLED SUBSTANCES¹ AND ALCOHOLIC BEVERAGE OR INTOXICANT OF ANY KIND DISCIPLINE AND COUNSELING PROCEDURES

The Board of Education of the Santa Monica/Malibu Unified School District has approved additional revisions to the procedures in the School Discipline Handbook (11/78 version) dealing with Controlled Substances Procedures, Chapter 6.

The revised procedures are shown below for the benefit of parents/guardians and students so that all may be informed.

It is strongly recommended that parents/guardians review the procedures with their students enrolled in the Santa Monica/Malibu Unified School District.

POLICY: GOVERNMENT CONTROLLED SUBSTANCES¹ AND ALCOHOLIC BEVERAGE OR INTOXICANT OF ANY KIND DISCIPLINE AND COUNSELING PROCEDURES

Possessing, using, being under the influence of, or providing to others of a controlled substance or alcoholic beverage, or intoxicant of any kind on school grounds or related to school attendance, or at a school sponsored or authorized activity is punishable by suspension and transfer to another school and obligation to complete a mandatory counseling requirement, or recommendation for expulsion from the school district.

I. Definitions of evidence

A. Hard evidence:

1. An admission by the student of possessing, using, being under the influence of, or providing to others of a controlled substance or alcoholic beverage, or intoxicant of any kind.

2. Discovery of the government controlled substance¹ and/or alcoholic beverage, or intoxicant of any kind, on the student's person or in possessions, such as lockers or backpacks under the student's control.

3. Eyewitness testimony of any school personnel on the actual possession, use, or provision to others.

4. Eyewitness testimony of two or more students on the actual possession, use, or provision to others.

B. Soft evidence:

1. Soft evidence is more subjective; it involves all other forms of evidence and is usually based on observation of student behavior.

¹Sec. 11007, Health and Safety Code, State of California. See most recent edition of the controlled substance inventory list published by U.S. Department of Justice, Drug Enforcement Administration, Washington, D.C.

II. Discipline and counseling procedures/use, possession, being under the influence/suspension and transfer

A. Hard evidence: In cases with hard evidence, the following steps shall be taken:

1. The student shall be suspended from school.

2. The rights and responsibilities sections of the school district suspension form shall be observed by the school principal/designee.

3. The student shall be transferred to another school within the Santa Monica/Malibu Unified School District or an interdistrict permit placement will be negotiated if possible. The transfer shall extend at least until the end of the semester in which the procedure violation occurred. In all cases, return to the sending school shall be contingent upon—

(a) the recommendation of the two principals involved in the transfer, and

(b) completion of a course of attendance at five drug/alcohol education groups or sessions conducted by the school district's contractors providing those services.

4. Students whose change of school is automatic following completion of 6th Grade or 9th Grade, and who may have been transferred in the second semester of the 6th Grade or 9th Grade, will be referred to a Hearing Panel by the Principal of school of transfer for consideration of placement prior to the 7th Grade or 10th Grade enrollment. The Hearing Panel, which shall be selected by the Superintendent/designee, will convene in September of each school year and in consultation with the student and parent/guardian will assign the student to a school.

The return to sending school standards shown in 3(a)(b) shall be observed by the Hearing Panel.

III. Discipline and counseling procedures/Olympic High School/use, possession, being under the influence

1. When another school is not available for transfer within the Santa Monica/Malibu Unified School District, a Hearing Panel consisting of an administrator and a teacher will meet within five school days. The parents or guardian of the student will be notified of the hearing in writing and requested to attend. The situation will be reviewed and if hard evidence is confirmed, interdistrict permit placement as indicated by the Santa Monica/Malibu Unified School District Discipline policy will be effected.

IV. Hard evidence procedures—providers of controlled substances or alcoholic beverages or intoxicants of any kind to others

In cases of hard evidence where the student or students provide controlled substances (drugs) or alcoholic beverages or intoxicants of any kind to others, the following steps shall be taken:

A. The Santa Monica Police Department or the Los Angeles County Sheriff shall be notified.

B. The student shall be suspended for five days as provided by EC 48903.

C. The parent shall be advised of any notifications, suspensions, and subsequent actions to be taken.

D. The principal shall inform the Superintendent/designee of the incident and actions taken.

E. Expulsion procedures shall be placed in effect by the Superintendent.

V. Soft evidence procedures

Soft evidence cases will usually involve situations in which the student is suspected of being under the influence of a government controlled substance or alcohol beverage or intoxicant of any kind. The following steps shall be taken:

A. The administrator may consult with the school nurse and may require the completion of the behavioral observation form shown in Appendix B-4.1 School Discipline Handbook.

B. Referrals to the school nurse:

1. If the school nurse feels that the student's behavior is abnormal, the parent and/or guardian shall be called to pick up the student.

2. If the school nurse is uncertain about the student's behavior, the student will be detained for further observation until a determination is made.

3. If, in the school nurse's judgement, the student's behavior is normal, the student shall be returned to class.

C. A search for hard evidence shall be made.

Administration regulations will be distributed to all principals to assist in the implementation of the procedures.

Mr. PEARSON. I just have a few comments. Much of what I was going to say has been stated by my colleagues. But as a high school principal of course we are concerned with discipline and control on campus. It is a place of learning, and a student should be able to attend classes and not have the influences of drugs and narcotics and alcohol on campus.

I have been in education for 25 years. I have observed on school campuses, as a teacher and a counselor, assistant principal and principal, the drug problem. It has taken different stages in terms of the types of drugs. But my experience tells me over 25 years that the most effective way of controlling drugs on campus, and I would repeat on campus, is to have a very tough disciplinary policy, as far as the students are concerned. Our board of education in Santa Monica has adopted such a policy. We have seen a noticeable decrease in the number of students who violate this policy on campus. That certainly is not to say when they leave campus, or they go back to their environment, that they are not involved with drugs. It is only to say that I think that an effective way to control this problem on campus is to have such a policy.

We in education of course have spent a lot of time on educational programs, on the effects of drugs, and the effects of alcohol. I personally feel that the programs that the schools have sponsored have had an impact on the use of hard drugs. I feel that is true. I do not feel that we have been able to get through, for whatever reason, to our students that alcohol and marihuana are dangerous, and that they should not be involved with. But I do feel the educational programs that the school has sponsored has had an impact on the use of drugs.

I think until we have in our society a change of attitude toward drugs, that the schools can do their part, but we certainly cannot control the influences out there in society, and we cannot control the environments that these students come from. Different families have different ideas on drugs, and their dangers and so forth.

I have also included a copy of our policy on drugs which we have adopted in our school district. And it has been effective. We have seen a noticeable decrease in the incidences on campus, where students have been involved in drugs and alcohol. I think it has been effective.

Thank you.

Mr. ZEFERETTI. Mr. Ball.

TESTIMONY OF JAMES R. BALL, PRINCIPAL, LOS ANGELES HIGH SCHOOL

Mr. BALL. Gentlemen, we appreciate the privilege of being in the hearing today. There are a couple of preliminary statements I would like to make, because I represent a high school that is perhaps unlike any you have associated with in your school careers.

Mr. DORNAN. Mr. Ball, may I interrupt you for just 1 second. Los Angeles High School lent its former beautiful facade, before the earthquake of 1971, to a television show called "Room 222." Am I correct?

Mr. BALL. That is correct.

Mr. DORNAN. So Americans across this country by the millions watched a prime time show opening and closing, and scenes shot on your campus in the world of part fantasy, part fact. Maybe they did not know it, but Los Angeles High School has been famous, and many, many prominent citizens in government and business and in show business itself graduated from your high school over the years, because of its size. Thank you very much for coming today.

Mr. BALL. As part of that, there is a 108-year history of that school.

Part of a problem you deal with on a day like this, if you deal within the particulars of a school, you are subjecting your school to an investigation that perhaps is open-ended, and conclusions may be drawn which are not warranted by the evidence I am about to present to you. Let me state I do not find in any high school in the city of Los Angeles a problem that is great enough to classify it as a den of narcotics nor a hotbed of violence. There are those problems on all campuses.

We are dealing in my school with a school of 3,500 students. About 47 percent of those students are black, about 37 percent are Latin-speaking, with a greater population coming from Central, South America, with the problems they are having there. A large percentage of the students are Orientals, Southeast Asian, and Korean young people. All told, some 52 nationalities are represented on campus, and 40-plus languages. So I deal with a little different structure than my colleagues deal with.

However, we deal with the same principles, and that is that students expect to be disciplined, the community expects their young people to be disciplined when they are in school, and we are going to present an educational program to them based on a strong disciplinary stance.

Within the last few years we have seen narcotics come and go in many forms and many patterns. Our heaviest problem at this point is marihuana or grass, and to that extent we are involved with the Sherm concept, where the students have moved away from the use of marihuana per se dipped in PCP, to the Sherman cigarette that is dipped in PCP, therefore looking like a normal cigarette, more difficult to detect. We have gone through that syndrome. We are still in it.

We are primarily concerned at this point on our campus with the control of the flow of narcotics. I have had as many as 30 students throughout the years expelled from school for the use of narcotics or the sale of narcotics on campus. We have utilized only 30 arrests on my campus for the use of narcotics and sale of narcotics. If a young person is apprehended on site for selling, possession for sale, usually this is marihuana; in some cases it might be cocaine, but for the most part, it is marihuana. If a student is apprehended for that, he will be arrested by the police, he will be suspended by the administration. Upon his return from his suspension, formal processes of expulsion will be begun with the hope that the school board will choose to move him out of the school community at least to a smaller school where he may receive intensive counseling to rehabilitate him.

At the same time, we try to parallel the strong disciplinary stance with the young people with an educational program. That

educational program is a value-structure-oriented program. It has many problems with it, because as you well know, the school system, through the State, has taken severe cuts budgetarily. Therefore we do not have the flexibility we once had presented with drug prevention programs which we need on a daily basis. In large urban high schools the situation is very complex. It goes beyond any one answer. It does have a tremendous impact of role model. This is very personal.

Several years ago I went home after a very difficult day, because during that day a young person on our campus who had been smoking marihuana dipped in PCP went off. It took four people my size and larger to control that young person, and eventually we wrapped him up like a mummy with tape to keep him from injuring himself. I got home that evening. My wife and I were watching a TV talk show. There were some celebrities on the talk show. The discussion was the free use of marihuana. This one person spoke vehemently about his right to use marihuana, what it does for him. All the time I saw my young person coming off the wall, attacking his mother. We had to pull him off his mother in the room to keep him from harming her, because he did not recognize her.

We need a many-thrusted approach to control this problem. We need among other things a strong statement by our Government as to what they expect for teenage values, what you expect from a teenager, what are your expectations educationally. Your committee perhaps does not deal with educational dollars, but other committees do. What do you expect that money to pay off in the way of values and instructions for young people in my school and any school that receives your dollars. We do not have a profile drawn by any committee telling us what you anticipate us to produce in young people. We are struggling with this, because we see our young people facing a community where community support is declining. Institutions that we could once rely upon somehow seem to fail young people at critical times.

I am suggesting one of the avenues we might approach drug abuse through, is a strong posture taken by our Government, not only as to the story about the debilitating effect it has, but ramifications of future employment if you were to examine the record of a young person who has a narcotics arrest.

I think we need also to look at the prevention angle again.

There is no one answer. And I think too many times we have been led to believe that this is the answer that is going to stop the whole thing for us, there is going to be a series of answers and a series of flexible programs that we may have to adjust in mid-stream.

I welcomed to my campus Los Angeles Police Department officers. The police department has assigned to us what we call a J-car. These are specially trained officers. They work in conjunction with my security agents. I have three armed agents on campus. They are sheriff academy trained. They are also the best counselors I have for a certain group of young people.

I have backing the three security agents 10 deans who work administrative discipline, who also patrol the campus. Beyond that are the counselors I can call on in times of emergency. Beyond that I have a group of educational aides, young men, ladies, 3-hour-a-

day employees, to patrol halls and doors and gates. They work in conjunction with LAPD.

The J-car is welcome on campus. Our students know who the J-car officers are. They stop them on the street and talk to them. Because of the posture we put up about discipline and the hard line we take about narcotics violence, and I will touch on that in a moment, young people respect the position we have taken because they believe we are protecting them and they rap to us and tell us who is selling.

Most of the arrests we make on campus are because young people have chosen to tell us who the seller is. They will remain anonymous. But we get much information through them.

The J-car is welcome. The young people know them. They will stop them 2 blocks away from campus and tell them things they don't feel free to tell them on campus. The officers are free to walk the campus and the classrooms to talk about problems, to talk about gang-related problems, about drug problems, violence prevention and crime prevention in a very positive vein.

One of the elements I would like to bring to you this morning have been displays of graffiti found throughout the whole city to the point I would show you graffiti which have two symbols in them, "M" and "13". Now, "M" stands for marihuana and "13" being the 13th letter of the alphabet, "M", stands for marihuana.

When you have that, gentlemen, you have a gang making a statement. We are talking about teenage gangs saying to a community, it is the person whose name appears on the board is selling or the gang is selling, or, "This is our turf to sell in, if you come into it you are going to pay our dues or there is going to be a problem."

Involved in this, we believe is a tie into the major Mafia gangs: black, white, brown, Mafia gangs. Our ability to penetrate into this area is extremely limited. We deal with the pusher we find on campus. It is very difficult to work from him to his supplier because it changes so rapidly. But in some cases we have been able to make some contacts which we have turned over to vice officers who work narcotics, to a far greater extent than we are allowed to or wish to, and they continue to pursue those ideas and concepts.

Obviously we are talking about big money. We are talking about somebody backing kids to go on the street and sell. It is common knowledge that if you get busted as a teenager, you don't spend as much time as you do if you are busted as an adult. So gangs recruit teenage sellers.

If you go down with a narcotics rap as a teenager you can be out overnight. If as an adult, they will keep you awhile. This places them in the main line of school. This puts them into a position where they have often become the hero figure, because they have the money, dress well, can afford to go to the nice places, can afford to drive the nice cars.

They go into a circle that has a great deal of fast movement in it, and that draws attention, and therefore draws other young people into drug traffic and drug use. The situation is complex.

The community which I serve has taken a very definite stand backing the school board's position against narcotics. They do not want narcotics on campus. They do not want in any way at all the educational program to harm their young people.

We have taken a very strong stance. It costs me many hours of teacher time, time that could go into the classroom, to keep those halls straight, to be sure we keep the narcotics off campus.

As a consequence, most of the dealing in my area is done away from the site. The kids know if they get busted, they are going to go down hard. It does not mean every child who is found with one cigarette on him is going to go to jail. He has committed a crime to be sure. Very often it is a counseling process. But when we catch the young person who is selling or in possession for sales, if he does go, a very hard line is taken toward him.

I am concerned that we be able to put together a comprehensive package, not only of drug prevention, but that we be able to elicit again the cooperation of the various social and cultural and functional agencies which we have available to us.

Our young people will listen to values instruction. They will listen to role models, to ministers. They will listen to people who talk to them about how to live.

Most of my young people come from families where there is at least one parent missing, and many from families where there are no parents. They have no one to give them value instruction or role models.

My staff will adopt kids. They will take a special project on. They will love some kid who is unlovable. And that is a very difficult role. They are not paid for that. But they will do it, because they see the value of a young person's life.

The situation is very complex. Your one hearing would not allow to give you full time to investigate only what happens at Los Angeles High School.

Gentlemen, I thank you.

Mr. ZEFERETTI. Thank you so much for a very, very informative statement.

I would like to clarify one thing. You said the business of black and white Mafia gangs. What are you talking about—organized crime?

Mr. BALL. Yes, sir.

Mr. ZEFERETTI. We had some local law enforcement people here yesterday that did not feel or did not have the concept, that same concept of organized crime running that kind amuck within our localities as it was such an independent kind of effort, because it was such a profit-making kind of thing, that it sprung out anywhere and any time, because of the profit—rather than an organized effort to go in and create that kind of a problem.

Mr. BALL. I would agree you have both. I think you have a little bit of both.

Mr. ZEFERETTI. The other thing is, one of the areas I am concerned with, and I am sure the committee is also, we talked to local law enforcement officers. Chief Keane talked about the young boy they had just arrested, who had a \$500-a-day habit, that was going from one jurisdiction to the other, doing burglaries throughout the area—whether it was in your county or the adjacent one.

The thing that concerns me is that where does the teacher's role come in here. Where is there an identification of the individual who must have some kind of character change, some kind of atti-

tude changes that go on in the classroom as a result of a \$500-a-day habit, that can be identified as a problem?

Where is the responsibility for that kind of effort to be attacked?

Do the teachers have that kind of training that they can make that kind of identification? Do they relay that kind of information to you as a superior, or do they call in the parents? Is there a continuity of effort that goes forward educationally, if you would, that helps all factors to be identified?

And beyond that, does it even go as far as the school board, to give them that kind of notification of what is going on on the individual basis?

Mr. PEARSON. In our district, and particularly my high school, we have had in-service sessions with a drug counselor. That is the faculty. Their role is hopefully identification. If they see this in the classroom, if they see this behavior change you are talking about, they do let counselors know, they let our deans know, who are in charge of discipline, and then we deal with the problem when we see it.

I think over the years that some of these students have developed quite a sophistication in terms of not being detected on campus. You can sometimes detect them when they are under the influence, or if you know that someone has possession, through whatever means you have at your school. And we deal with that, when we see it. We don't see everything at schools.

Mr. ZEFERETTI. I don't want to dwell on an individual case. But it seems to me that anyone that has a \$500-a-day habit is somebody that over a small period of time anyway, you can see there has got to be a complete change of the individual, whether it be academically, socially, no matter what it might be.

Again, it is an individual case, so it is not a fair assumption. I am just curious whether or not the teachers pay that much attention to that kind of character change in the individual. Because I think that could be a tremendous instrument for us to sort of separate those that need the attention.

Mr. PEARSON. I think in-service staff development sessions for people, particularly teachers, and all people in education who deal with young people, the more knowledgeable they are about the drug problems, the effects of drugs, the things that we can visually see, that might be characteristics of someone who is involved in drugs, would be helpful.

Mrs. RICE. If you have not read the book "The Falcon and the Snowman," I would certainly recommend it to you. It is the story of two young men who went through junior high school and were model students. In high school they got involved in the drug scene, the two young men who stole the secrets from the TRW and sold them to the Russians.

It is typical of what can happen, and how a student cannot be seen by their parent or by the teacher or by the school. But the students do know what is going on. And we heard these young people today. They are really the ones who can identify them.

As adults, we are not educated to what is happening with the youth culture right now. We have to rely on students who do care about what happens to our society and their ability and their willingness to assist us. It is an excellent book.

Mr. ZEFERETTI. I think we use the word "education" very loosely. I think it has to transcend itself from beginning to end. By that I mean from the home all the way into the school. And I think the educational process has got to be a learning experience that we could all take part in so we will recognize it, whether it comes from the young people or the family structure itself.

Mr. MERCER. I would like to comment on identification of somebody who may be developing a problem.

Sometimes our counselors are trained. Teachers vary in their sensitivity to changes, even to a youngster's appearance. Some teachers are really quite expert at detecting the slightest change in personalities. But one of the things you look for as a counselor, as a teacher, is a change.

As we discuss with parents, when a student is having problems in school, and their grades start to nosedive—all of a sudden they are going with different kids, and the red lights go on because this is a clear and bright clue.

What brought it so quickly to mind was just within the last 3 weeks I happened to be personally conferring with a parent, because I had known the person in past years. She had come to me—instead of sending her to the counselor I talked to her.

Here is this pattern all the way through junior high school: good grades, good work habits. All of a sudden in the second half of the 9th grade—here she is in the 10th grade with a nosedive. The person had complained, identified the change in friends.

And I said, "Well, is there any—do you have any suspicion she has gotten involved in narcotics?"

"Oh, no, absolutely not."

The next day we made arrangements to have the father come in to deal with some attendance problems. The next day, before we could have the conference with the father and the dean, the same young lady was arrested on campus, smoking a marijuana cigarette.

Mr. ZEFERETTI. I think you all pretty much said the same thing when you said that the young person that might be caught selling or might be in possession of drugs gets expelled or suspended from school. I would hope he is not just dropped out there in society and left out there without any kind of opportunity to come back into the mainstream of education.

Regardless of what happens, as far as the courts are concerned, I would hope he has the same opportunity to come back. Otherwise, we have another lost person.

Mr. BALL. Our pattern is if the young person is expelled, he is expelled from a comprehensive high school. He goes to a special school. At the special school, a storefront type school that has perhaps 11 students enrolled, there is intensive counseling, individualized instruction, consistent followup on behavioral attitudes and patterns, working with the probation department.

After a period of time that person is reinjected into the mainstream of school life. During one period of about 4 years I followed a number of those cases which I personally was involved in. I found they were about 70 percent effective. That is a very high ratio.

Mr. ZEFERETTI. Mr. Railsback.

Mr. RAILSBACK. Thank you, Mr. Chairman.

I wonder if I could ask all of you, if you have educational programs or films for use in your schools? If not, do you think that maybe we could, with the help of experts, design an educational program that would be credible and would stimulate interest on the part of your students.

Is there anything now? What is your feeling about that?

Mr. MERCER. There is no one thing. We have taken whole 10th grade classes to Camarillo, the State hospital, and given them the chance to observe firsthand the end results of narcotics addiction.

Mr. RAILSBACK. It seems like a good idea—

Mr. MERCER. For some students that is a very effective lesson. For others, it is not. Some films can be very good. Bringing in an ex-addict to talk to groups of kids. There is some written material that is excellent—just factual. I just don't think there is any one program.

Mr. RAILSBACK. I gather from listening to all of you that regardless of whether it is Los Angeles High, or one of the other schools—you all think that the problem is very, very serious, and it is hard to get a handle on.

Do you think that by reason of the serious nature of it, that it would be beneficial for the Federal Government, say the National Institute on Drug Abuse, which is, I believe, working on something now, to prepare some kind of a training program, course or a film to apprise the young people all over the country about exactly what drugs are all about.

What is your feeling about that?

Mr. PEARSON. I would agree with the comments Mr. Mercer made earlier. I think over the years our students have been—they have seen many, many, many films. In most school districts there is a course required on alcohol, drug, and narcotics. Within those classes, they are exposed to numerous films. Some are good, some are bad.

Mr. RAILSBACK. Is that true nationally?

Mr. PEARSON. I don't know.

Mr. RAILSBACK. Is it true in California?

Mr. PEARSON. Yes; it is required in California. Some students view these films, and they have meaning for them, and they have an impact on them. For other students, they do not. So it doesn't take—there is not just one approach. The home environment is critical. The support that they receive from their parents regarding education within the home on drugs and alcohol and narcotics and these types of things. But they have been exposed to material.

Sometimes if you expose them to materials too early, that is not too good.

Mrs. RICE. I think as Mr. Ball stated, we sometimes get caught up and think all kids are involved in whatever we happen to be talking about. I think we should keep our perspective straight and understand there are a large number of students in the high schools that are not involved in the drug culture.

Some of them are tired of writing essays and seeing movies and all of this sort of thing and say, "Hey, this isn't part of my life, I am really not interested, why do you keep throwing it at me all the time?"

I think we have to be careful when we talk about kinds of educational processes. "Midnight Express" certainly made a great impression on the students on our campus in terms of a young man who did a foolish thing, who ended up in a foreign prison, and what happened to him there. In the end, for those who are hardcore, there has got to be something that happens that is distasteful, because it is not happening now with our youngsters at the high school level.

When they saw "Midnight Express" they said, "No way will I get involved in that kind of a situation." But in the United States, you get involved in it, and not too much happens to you.

Mr. RAILSBACK. Do any of you have any so-called peer pressure groups, where the students meet among themselves, with maybe a counselor, without any threatened sanctions, where they can have a free exchange?

Mr. BALL. We call that group counseling or rap room. And we do it on several levels as a structured basis with counselors who are trained in group counseling sessions. We have peer counselors who do it as well. At least, in my school.

Mr. RAILSBACK. Do you receive any extra funds for that? Do these counselors receive training in addition to their regular duties?

Mr. BALL. That is a task they take on above and beyond, because they love kids.

Mr. RAILSBACK. I think that is admirable. I happen to have been at a high school in Illinois that was an experimental program, where they did have a peer group—the same thing you are talking about—only they were federally funded to permit the hiring of some additional counselors. Then, of course, the funding fell through.

I am very glad to hear that in your programs you have been able to interest teachers in duties beyond what normally is required of them. It sounds like a very good idea to me.

Mr. BALL. I think part of the problem, and we have all talked about it, is this great confusion among teen-agers about value. They are at a very impressionable age. They see a statement here that is not supported, and the public image on the other side which is supported.

They are told that is the wrong image, but this is the success syndrome. They get confused about it. When we get into some of these rap sessions and talk with young people, they are very hungry to belong, and so hungry for self-acceptance and peer acceptance, so hungry to succeed, they will go the route that the culture shoves them to.

They are being shoved down a value structure which they do not really always agree with, but all popularity has a great draw to them, and they feel they can succeed on those issues.

Mr. RAILSBACK. I want to thank you all very much for coming.

Mr. DORNAN. Gentlemen and lady, when we began the hearings yesterday morning, I basically made my opening statement excerpts from one of America's leading news magazines, Newsweek, and the series they did in the international edition called "The Booming Drug Trade."

I did not read the closing line. Newsweek tags their piece with the following statement, basically about Europe: "We now have a self-inflicted modern version of the plague and it has yet to reach its peak."

I would like to talk about some peaks.

Now, the chairman has been very gracious to me as the host Congressman, in letting me invite the law enforcement guests and the high school principals. We all took the responsibility of trying to have some people come forward from the entertainment community.

But I try not to be selfish and stay within my own district. That is why I asked representatives from Fairfax High School, and Los Angeles High School. Your school has about the best mix. It is almost half black. Great representation of Orientals, Hispanic Americans of all types, and even some of the boat people.

The 27th district is shaped basically like a dumbbell standing on its end. The wealthy areas are at the top. President Reagan's hometown, Pacific Palisades, at the bottom. In between is a great mix of middle class, lower middle class, with some poor pockets, and the high schools in those areas reflect all of those varying levels. Actually my district, I believe, is a real microcosm.

Were some of these young girls tortured to death, mutilated, filmed being murdered, tape recorded with their screams; were any of these girls in your high school?

Mrs. RICE. They were not presently members of our school. However, we did cooperate with the press to identify numbers of photos. We had 500 photos that we went through.

Mr. DORNAN. Could you explain that? The killers were convicted for five deaths. They did find in the murderer's van 500 photographs of young girls from high schools all over the city.

Elaborate on that.

Mrs. RICE. What they were trying to do is identify any other runaways from the pictures that perhaps were part of that murder group. It was a frightening experience. It was certainly an educational experience for our youngsters in terms of being careful what they are doing and where they are going. It led us to do a lot of talking in our classes about being picked up by strangers, getting in people's cars, that you and I would just assume people would do.

And still we have a number of young people who think that they are so safe in this free society of ours that they do not have to be careful.

It was a group of, from what they could tell, a number of the people were runaways who had been involved in the drug scene. These men had taken pictures without the knowledge of most of the girls. They would entice them into the van for one reason or another, and the girl would indeed go, and then they would become victims.

I understand the killers in their van would prowl the high schools of our country and photograph prospective targets and then entice the girls into the van, and what I learned yesterday for the first time recently, offer them marihuana. And the officers that had been involved, particularly the new chief who lives in Hermosa Beach, said that obviously a normal human being doesn't torture

someone to death and photograph and tape record it unless they themselves are engaging in drugs.

We don't have to go any further than the President's congressional district to hear stories we never heard in all of our lives.

Do high school teachers come together in the Los Angeles district, Mr. Ball, and if I could expand the question, do they come together from the 81 incorporated cities and county areas of our county to share not only the horror stories but to share who may have developed a successful program and keep an attitude developed that is opposite from what Newsweek said?

Is there any sharing of information, material, and experience by all of the high schools in this large county?

Mr. BALL. Incidentally, we may do it within a structural four or five high schools in a local area. We may do it as senior high principals sit together and sometimes as department chairmen, but never formally, never been a topic where we deal with it publicly.

You would be talking, if you are talking about teaching staff, 27,000 people of the school district. The idea is not without merit, however.

Mr. DORNAN. Then you probably never meet on the other jurisdictions.

Mr. MERCER. I think the health education teachers as a group in the district would be more involved. I should go farther than that.

I think schools in their own individual staff development might be involved, but as far as a citywide conference on this, I am not familiar with that.

Mr. PEARSON. I think we all belong to professional associations as well as teachers. Teachers of English belong to an association. When they get together they talk about English curriculum, this type of thing. Administrators belong to professional associations. Counselors belong to professional associations. Some of the conferences we attend, there are sessions on drugs and alcohol and narcotics.

But as far as teachers are concerned, to my knowledge there is not a general conference involving a number of people from various school districts on drugs and alcohol and narcotics.

Mr. DORNAN. I want to defer to my colleague.

Mr. GILMAN. Thank you, Mr. Chairman.

I certainly welcome the testimony we have heard. Coming from the people out on the front line, like yourselves, the administrators, who have to daily cope with the problems, it is most important to us.

What would your best recommendation be for helping to improve the educational processes in our schools, the educational processes with regard to drug abuse?

Mrs. RICE. I would like to second Mr. Ball's recommendation in terms of what is expected of the public schools. We are right now all things to all people and not succeeding.

Mr. GILMAN. Do you think that is a role for the Government to tell you what the teenage value model should be or should that come out of the school system?

When you were talking about that before, I questioned in my mind, is this a role for Government to be playing, to tell what a model should be for students?

Mrs. RICE. In my personal politics I wish it were left to the local school level. But, unfortunately, that is what is happening to us. We are getting categorical funds from the Federal Government and also from the State of California.

Mr. GILMAN. About to be block grant funds.

Mrs. RICE. If they would give it to us in the general fund, that would be fine. But the concern is, if we get categorical funding to do specific things, then we have to spend that money in that specific way. Given a choice, we would rather have it in the general fund to do with as we see fit.

When we are given categorical funds, for this, that, and whatever else, I have five different budgets that I have to work with. If indeed we are expected to be all those things to all those people, we need to know really what do we expect of the public education system?

I have great concern that we are losing our public education system, and I have great concern that the youth of our country are not going to have the advantages you and I have had in public education, and the reason we are losing that is because we are having our hands tied in so many ways of being all things to all people that we do not have time to work with educating the youth.

If we are going to have to feed them, if we are going to have to teach them what the family ought to be teaching them and what the teacher hopes to be teaching them, there are not enough hours in the day to do all those things.

Somewhere, somebody is going to have to give us guidance in terms of what is the public education system for.

Mr. RAILSBACK. Mr. Ball, I remember in your statement that you mentioned the same thing Mrs. Rice is now saying. That is, there is a need for some direction. Yet, what bothers me about that, is whether we want the direction to come from the Federal Government. Would it be better if the impetus came from the State or the local school boards?

That is a key question, because we get criticized many, many times when the Federal Government tries to set policies for local school districts and then fails to provide any money to help them implement the policies.

Mr. GILMAN. That is a question that I directed to Mrs. Rice. We would welcome all of your thinking, since you raise this issue of values.

Mr. BALL. I am not talking about the project you have in mind, Mr. Railsback. I am concerned about a marriage across this country of home, community, school board, county, State, or Federal Government, as to what values we intended to inculcate in young people, and come out with a definitive program to see those are inculcated.

Mr. RAILSBACK. In other words, all of them working together to develop the program.

Mr. BALL. Your committee cannot do it. This local school board cannot do it by itself. The State cannot do it by itself. The problem we are facing is greater than any one agency problem.

We need to be able to put together a definitive program of value instructions for this country. And I think it has to be pretty much

a nationwide pattern, because young people are just as mobile as their parents.

Mr. GILMAN. Let me explore that a bit further if I might.

What would you suggest as an ingredient for those values; what are you suggesting; what sort of values do you think we should be adopting?

Mr. BALL. I think a good portion of the conversation we are having today is determined by the value of personal orientation toward oneself, personal value, the right of life, the right of experimentation, the right to education, the right to knowledge, the right to success. All of these rights I think have been a part of our conversation without being explained.

That would be a good starting point. What does a young person have to believe that he will become within himself unless he is given some guidance to reach those directions?

Mr. GILMAN. Are you limited now in your ability to develop those kinds of values?

Mr. BALL. No limitation is imposed except the expediency of time and finances?

Mr. GILMAN. Are you suggesting that you need more time to develop those values? Is that what you are saying?

Mr. BALL. Values instruction and values role playing and development is a very prolonged process. It has to be coordinated from home to community. It should begin in elementary school and continue through college.

We sort of assume values are going to continue to occur. We are working in our school now to divide between the school community and the school staff and the student body what are the values that we should really be concerning ourselves with.

Mr. GILMAN. Are you talking then really about maybe interjecting a philosophy program into the school system?

Mr. BALL. I wouldn't want a philosophy course per se. I think it ought to permeate every subject taught by every teacher.

Mr. PEARSON. Maybe what we are talking about, I don't know, I think values education is extremely important. I don't think Mr. Ball is talking, maybe he is, about the Federal Government should prescribe values, one, two, three, four, five, six, that all the schools should be concerned with.

I think the important thing is that students recognize the importance of having a value system. We receive a lot of Federal funds over the years for specific types of programs, like vocational education and various title programs. Maybe some funds could be allocated to give schools the resources to develop a values education program, which is not to say that the Federal Government is going to prescribe what those values are.

Those could be developed locally.

Mr. GILMAN. Do we really need Federal funding to do that, Mr. Pearson? Isn't there room to do that within the existing structure?

Mr. PEARSON. Yes; there is, but sometimes it is important to have maybe additional personnel assigned that can serve as resource people or have funds where you can provide substitutes, so that people can be relieved of their teaching duties for half a day or for a day, in which they can have these workshops to work on these types of things.

Mr. GILMAN. Let me ask this: If this is an important field for instruction, have any of you experimented in this direction or are considering going in this direction?

Mr. PEARSON. We have; we do this in our classrooms at the present time. But teachers at the secondary level, particularly at the high school level, they teach chemistry or biology or they teach individual subjects.

I think values education comes in in different ways. They don't take out of a chemistry course, "All right; we are going to talk about values now." But there are ways I think we can get at this.

I think it is something that maybe the committee could explore and have some influence on.

Mr. GILMAN. Mr. Mercer.

Mr. MERCER. I would like to get back to this drug business. One place where we get help, when we have the reading scores all declining in the district, then special funds, categorical funds, are set aside in each school, allocated extra dollars to do something about reading. And this is one area where I think, since we are talking about a national problem, that there may be a role for the Federal Government, let alone the State government, to provide some funds, additional funds, that could be used in combating drug and alcohol abuse.

Mr. GILMAN. Isn't that part of your curriculum? Isn't there a requirement at the State educational level to do some educating?

Mr. MERCER. Reading is part of our curriculum. Vocational education is part of our curriculum. We get additional funds to provide vocational education. I think we are in an area where drug abuse and alcohol abuse among school age children is a national crisis.

Mr. GILMAN. I am certain you must have a division of drug education in your State department of education, and don't they focus in on the problem and help to develop a program?

Mr. MERCER. Well, we had to stop taking our youngsters to Camarillo, because we didn't have any money to pay for the buses. There were no dollars available to underwrite it. That was a field trip and it was eliminated.

If I had a few thousand that I could only use in our drug abuse program or alcohol and drug abuse, I could spend some of those dollars. I am not saying that is the answer. I am just saying that seemed to be a real learning experience for some kid.

I hated to see it stopped.

Mr. GILMAN. You would like to see some more dollars spent on just this area of education?

Mr. MERCER. I think we are in a crisis state. It has been identified. It is not just crisis in California, Los Angeles. It is across the country. That is why you people are here.

Mr. GILMAN. You touched lightly before on the age level. At what age level do you think we should be starting to get into education on drug abuse and alcohol abuse?

Mr. BALL. In my community, I think you ought to start in elementary school.

Mr. PEARSON. I would agree with that. It takes different forms. Your program of course is geared to the level you are trying to reach. But it has to start at the elementary level.

Mr. GILMAN. Do you all agree?

I regret that my time is limited. I have a plane schedule. I want to thank you for appearing before the committee. Thank you, Mr. Chairman.

Mr. DORNAN. Mr. Chairman, if I could ask two final questions. Two of our members have been called back to their own districts.

I mentioned earlier that this is not an easy task to come across the country 3,000 miles away from your own district, where your own constituents don't know what is happening to you, or they may even read some negative quick line on the evening news about this hearing.

There were at least 50 to 100 Members of the House of Representatives who asked to be on this committee and could not be accommodated. By overwhelming vote it was reconstituted for the third Congress in a row, because we are only funded as a select committee for each 2-year congressional period.

Could I ask you a question? The police officer Chief Keane, said yesterday that general city crime has increased 50 percent absolutely by drugs, and possibly 70 to even 90 percent.

Has your discipline problem, that is, the law and order problem, as you say, Mr. Mercer, increased by the same percentage because of alcohol and drug abuse, 50 to 90 percent?

Mr. MERCER. At my school I would say that would not be true.

Mr. PEARSON. That would not be true at my school.

Mr. DORNAN. What would you say drugs add to the discipline problem?

Mr. PEARSON. As indicated earlier, the visible presence of drugs on campus, because of the tough policy our board has established, is not that extensive. That doesn't mean it is not happening away from school. But on campus, it is not there in a great amount.

Mr. MERCER. I would say, though, that the increase in truancy and absenteeism and discipline problems like that, where it may not be 70 or 90 percent, there has been a significant increase over the years in this area, and drug and alcohol abuse has played a role in that.

I would not say it would be 70 or 90 percent, however.

Mr. BALL. I think we have all devised effective programs for combating the problem on campus. Where the cost factor comes to us, we begin to just assimilate into regular planning processes over the years the hours out of classroom to supervise the halls and restrooms, be sure that narcotics traffic is not occurring onsite, that is where the price is paid.

Mr. DORNAN. Our news sources across the country write about several epidemics hitting our young people; venereal disease, unwed motherhood. We know there has been a great social change in the last generation over approaches to sexuality among young teens.

Do you think that drugs, particularly alcohol also considered as a drug, exacerbates this problem of sexual promiscuity in high schools?

Mr. MERCER. To a degree; I think what kids are exposed to in films and TV and magazines, advertisements, are really a much greater impact on the sexual behavior.

Mr. DORNAN. We have had as our most faithful attendees in the audience over the last 2 days, and their decorum has been exemplary, people who want marihuana legalized.

Some of them, including some of our eloquent witnesses, have made a case: remove this one problem and we draw a distinct line on the next problem.

Playboy magazine, which has affected our culture in many ways, most negatively I think, has vigorously over the years pushed for the legalization of marihuana. They want to legalize cocaine. Wherever we draw the line, something is legal and something is illegal.

Could you give me your opinion on whether decriminalization of marihuana in our State would exacerbate the problem or help you define to the young people what is very bad, what is a little bad, or bad only if abused?

Mr. MERCER. There was a time when I advocated letting kids smoke cigarettes at school with their parents' authorization. They were smoking everywhere else. And then when we began to find out just what the cigarettes were all about, no way would we support that position.

I feel the same way about marihuana. We don't even know what the end result of marihuana is. And to decriminalize it or make it legal with as little actual knowledge as we have about it I think it is a big mistake.

Mr. PEARSON. I share that feeling.

Jim mentioned about smoking on campus. Some people thought that the solution for just regular cigarette smoking on high school campuses was creating smoking areas; then you would get it out of the other places. But in schools that tried smoking areas on campus, that did not work. They still found smoking in the same places they had before.

I don't think that helps.

Mr. BALL. The problem I think is compounded by the fact that it is still illegal for a high school age young person to be in possession of marihuana.

Mr. DORNAN. That is right.

Mrs. RICE. I do know that in Europe there are a number of things that are legal that are not legal in the United States of America. And the attitude toward drinking and smoking and that sort of thing is very different than it is here.

Our problem is an attitude problem, and when young people are exposed to these sensational kinds of attitudes, they have difficulty controlling themselves. As long as that attitude persists, I do not believe it would be in the best interests of our youth to legalize anything else that is going to confuse them more in terms of how to live a healthy life.

Mr. DORNAN. Europe is looser in the whole range of food and drug control. The pro-legalization people gave me a butt that said "God made grass." God also made rattlesnakes and poisonous mushrooms and other things we are supposed to avoid.

I want to ask a question about affluence. I know, Mr. Ball, many of your problems are created by children of affluent parents. There have been articles about your school, Mr. Mercer.

Are these articles true when they write that in your parking lot, there is the occasional \$20,000 Porsche automobile available to a young person?

Mr. MERCER. We have 2,300 students. There are about 400 of them that drive automobiles to school. We have some students from very affluent families, but I think if you come and walk through our parking lot you see lots of Toyotas also. We are talking about 350 or 400 cars out of a student body of 2,500.

Mr. DORNAN. Do you see any difference in availability of drugs between middle-class students and the young person in that small slice of your student body from the very affluent family with perhaps so much money that the temptation is overwhelming?

Mr. MERCER. No; I still think there is no socioeconomic level either way. I think you can have a youngster from an extremely wealthy family who wouldn't think of touching drugs.

By the same token, you can have another youngster from an equally wealthy family with very little family support who is bored to death, has no values, has everything materially. The only thing his parents don't spend with him is time, and they never have. He is looking for anything for kicks. There is just no stereotype.

Mr. DORNAN. We want to thank all of you for coming today. All of your words and thoughts and helpful suggestions are being recorded.

Thank you very much.

Our next panel is a group that came to us this morning with a positive program from the unions in the motion picture business. Then we are going to hear from our final witnesses, the distinguished coroner of the city of Los Angeles, Dr. Thomas Noguchi. He has brought with him Dr. Irma Stranz. They have agreed to wait until we can hear from a young person who feels his life has been saved by a new operation in the motion picture business called "Bring America Together." It started with the help of IATSE which is the principal bargaining agent and union for all of the crafts guilds in the motion picture industry.

Would Mr. Allen Price, who is the business agent for local 44 of IATSE, please come forward and bring the young worker with you, Mr. George Hogan, who works in the motion picture business.

We also have Mr. Martin Bacow, a labor consultant.

Mr. Price, could you briefly explain BAT? I became aware of it through an excellent column by Jim Bacon. Your media timing was unfortunate in that the day you kicked off this organization all of the media from southern California were up on that glorious day watching the Space Shuttle. Could you briefly tell us about Bringing America Together?

TESTIMONY OF ALLEN PRICE, BUSINESS AGENT, LOCAL 44, IATSE

Mr. PRICE. Yes, sir. It is a concerted effort by the International Teamsters and the IATSE. In conjunction together we are going to try and detoxify alcoholics and drug users.

George is a member of my union and he has been through the program. And, of course, he wants to tell his story.

My international, as the Teamsters, my president who is Walter Deal in New York, is very much concerned about drug abuse and

alcoholism in the motion picture industry. And that goes for the United States and beyond its boundaries. We also care about people. That is why we are making this great effort to see to it that there is some type of program such as BAT which will detoxify people.

The doctor is here. I am sure he will explain it much better than I can. You just won't believe it. It is unreal. It is the greatest thing I have ever heard of in my life.

Mr. DORNAN. All right. Would you please tell your story? Your experience is with your own age group on the sets.

TESTIMONY OF GEORGE HOGAN, GREENSMAN, LOCAL 44, IATSE

Mr. HOGAN. That's correct. I just don't know except inside my own little circle of people that I know.

There are people in this industry and throughout the whole country that have a problem. There are people that will help and get this thing together. And Dr. Libby has the answer to pull people off of these drugs.

Mr. DORNAN. What was your own drug experience, just briefly?

Mr. HOGAN. Four years of heroin addiction. Then I moved to methadone, which is a substitute for heroin. One year of maintenance on heroin. And Dr. Libby has brought me off of that in 7 days with no pain, which is remarkable.

Mr. DORNAN. You told me methadone is harder to quit than heroin.

Mr. HOGAN. Well, I would compare it to a flu. With heroin, you would have a couple of days like the flu symptoms. With methadone you are more or less close to your deathbed, going through withdrawals for such a long period that that is why none of the detoxes ever worked.

I had been through four detoxes in the last 4 years. Each time I would come out or leave early. I would come out and always return back. Because I still had the methadone in my system. It enters into the bones. It just does not let go of you that easy. So this treatment that Dr. Libby has is going to change the world.

Mr. DORNAN. As a young person in America you were introduced to drugs in school, so you brought with you a familiarity with drugs to your employment.

Mr. HOGAN. That's right. It was not introduced to me on the set.

Mr. DORNAN. However, drugs were available on the set.

Mr. HOGAN. There is drugs. No one is saying there is not drugs within our industry. But what we are trying here is to get help for these people that do have the problems within our industry.

We have got the answer to help the people now. Now we just need everyone else to stop thinking about where the drugs are coming from and who is selling them and stuff. Let's help the people who are strung out on them.

Mr. DORNAN. We have to do both.

Mr. HOGAN. I understand that. But it is so important to get people to clean up and stay off of these things. This methadone and heroin is just such a problem.

Mr. DORNAN. Mr. Bacow, as a labor consultant with three decades in the business, could you give us some of your observations so

we can set the record straight in these hearings that the labor unions want to be an up-front force to correct a problem in this industry that maybe is greater than most industries?

TESTIMONY OF MARTIN BACOW, WRITER-DIRECTOR-LABOR CONSULTANT

Mr. BACOW. Congressman, first of all I would like to clear the air here. I am not condemning the people in the motion picture industry, nor condoning what is taking place. Your presence over here, the mere fact that you are here asking questions is bringing an awareness, not only to Hollywood but to the people of the entire Nation.

I want to go back to my background. Back in 1958, if you recall, you have heard on the air, "It is 11 p.m.; do you know where your children are?" That was taken from my "Tragedy USA."

Before that I was a sports commentator, worked with Attorney General Tom Clark, worked on the Gillette Cavalcade of Sports. I came out here in 1948. And my whole dedication was because of my background.

I came up with labor, with people out of Detroit, which is my home.

I know the situation.

I was dedicated to what I wanted to do. When I first found out 18 months ago about Dr. Libby's program I told the doctor, "Doctor, if you have what you profess to have here, I will bring America behind it."

Thanks to the Teamsters, and now the entire motion picture industry, I believe we have here now what Jonas Salk did to eradicate polio. We have the same thing over here. We have had cases over here, and especially the young man sitting here right now. A week ago today, I received a telephone call, and it was an urgent call, that a man from the IA is near death, he has gone through four different programs, can we put him through. I immediately made arrangements, and then at the same time we were called by People magazine, and the photographer is here right now. And George agreed that he would allow the photographer to do a pictorial report—preceding, following, and a complete followup. Because there was a lot of skepticism whether a man could be detoxified within 10 hours without any withdrawals.

Anyway, he was near death. And George, I am going to ask you something. After you OK'd the telegram to be sent by the IA, you agreed to go through the program over here, with photographers. I want to ask you a question. Of all your programs, you have had withdrawals before?

Mr. HOGAN. I have had withdrawals before, severe pains.

Mr. BACOW. On this program did you have any withdrawals?

Mr. HOGAN. I had very, very minimal withdrawal pains. And they are completely gone now.

Mr. BACOW. I believe you told me you had a pain in the leg.

Mr. HOGAN. In my legs, the lower back.

Mr. BACOW. Was that normal?

Mr. HOGAN. One day. One day of pain like that. And that was it.

Mr. BACOW. Do you feel you have licked it completely?

Mr. HOGAN. I know I have, because I have people behind me now.

Mr. BACOW. No drugs are used. Amino acid, vitamin C, and minerals.

Mr. ZEFERETTI. Can I interrupt you, please? Is this a bona fide program that has been accepted by the State? Is it something that is in process right now, that the State is accepting and licensed and is using?

Mr. BACOW. Well, I am glad you asked that question. No. 1, no drugs are being used. It is already in the hospitals. The first hospital is the International Hospital right here in Los Angeles. I have been sitting here listening to people say they want help from the Government. The people got into this, are doing this. No drugs are being used. And as far as being—

Mr. ZEFERETTI. You are not answering my question. What kind of program is it? Has it been accepted by the State as a bona fide program?

Mr. BACOW. Well, whether or not it has been accepted by the State, we will go into the history, and I don't want to say anything embarrassing here, but you are asking me a question and I will answer it this way: the Teamsters had in a State hospital over here 25 fellows who went through a program where they were completely detoxified. After this came about, and they knew the Teamsters were involved, then I believe they came from the U.S. Government, from the Veterans' Administration, "Why weren't we told about this before?" The doctor said, "We tried to get to you; nobody would talk to us." So when you are asking, he did go into a State hospital. We watched over 25 prisoners be detoxified. So as far as their approval, you are asking whether they solidified to that extent. All I can say is only what has taken place. And the answer would have to be no.

But we have the Motion Picture Association. The Television Fund checking in. They have been out there to talk to the various people. They know what we have. Dr. Salkin, one of the doctors, says the mere fact that a man can be in 48 hours, not have any withdrawals, is something unique in itself.

Mr. ZEFERETTI. We are not disputing that. I am just saying to you if it is a bona fide program, it should be something that should be exposed, that should be given in such a way that it could be accepted. And that shouldn't be the kind of a program that you have to go to one hospital to get one doctor.

Mr. BACOW. We have hospitals lined up, and—

Mr. ZEFERETTI. I am not talking about you. I am talking about the State providing that kind of acceptance that would make the program that kind of program that would be meaningful for people that have the problem.

Mr. BACOW. Congressman, the mere fact that you are sitting here and asking those questions, I think it is perhaps in your power that you can have this accepted, not from me, not from the doctor. You are asking these questions. There are answers.

Mr. ZEFERETTI. You are asking me to accept the program. There is a vehicle within the State structure that you can follow to get that kind of program accepted. I am just saying to you whether this has been tried. I am asking you whether somebody has made

the effort to get this certified program that could be accepted through State authorities.

Mr. BACOW. All right, the only thing that I could say is this: it is like anything else, instead of getting the blessings—we know what we have had. We have tried it this way. They are all starting to come on the bandwagon right now.

Mr. ZEFERETTI. Our next panel has some people from the State that maybe could be responsive to that kind of question. Let me put it to them.

Mr. BACOW. Fine. This is great.

Mr. DORNAN. Just one question. Mr. Price, maybe there was a misunderstanding here. It looked like we were jumping on only one drug abuse, cocaine; only one segment of the business, performers. We can go all the way back to the tragic death of Wallace Reed—people hurting themselves with alcohol and drugs. Again, these people are visible and known to all of the country. That is why they are more important than the banker in Memphis, Tenn. Take Elvis Presley for example.

What happens to an alcoholic in your business, under a lot of pressure, compressed into a 2-month period, location-every-night more pressure? What does an alcoholic do when he realizes he is an alcoholic and comes to the union for help?

Mr. PRICE. Well, I would make every effort to get him into a program and help him all I can. We do have a lot of them in the business. I know several of my close friends for over 25 years are in AA.

Mr. DORNAN. Do all of the health programs in the unions, cover narcotic problems?

Mr. PRICE. We don't have any. This is our first attempt to get this moving across the United States. I happen to be a veteran and I know that the VA hospitals are loaded with young men that came back from Vietnam on drugs. After World War II we didn't have a drug program. We didn't have that within ourselves. But the young men today have it. They need all the help they can get.

Mr. DORNAN. Hasn't the Motion Picture Home been a model in your industry for industries all across the country?

Mr. PRICE. Yes, sir, they have. But they don't have a drug program such as this one.

Mr. DORNAN. Maybe you can be a model for many other unions and many other industries across the country.

Mr. PRICE. This is what we are going to try to do. This is our attempt. It is my opinion that our organ here in Hollywood is probably the largest propaganda organ in the world. And I think that we can, should, and will do everything we can to help this committee, to help ourselves and the rest of the people in this country.

Mr. DORNAN. I have no more questions, Mr. Chairman, except to thank George Hogan for having the guts to come forward and tell us about this problem, and to be fair to his own industry.

Good luck.

Mr. HOGAN. Thank you very much.

Mr. PRICE. Thank you for permitting us to be here.

Mr. ZEFERETTI. Dr. Noguchi and Dr. Irma Strantz.

Welcome. Thank you for being with us.

Your full statement will be made part of the record. You can proceed in any manner you wish.

TESTIMONY OF DR. THOMAS T. NOGUCHI, CHIEF MEDICAL EXAMINER, CORONER, COUNTY OF LOS ANGELES, CALIF.

Dr. NOGUCHI. Thank you, Mr. Chairman and members of the committee.

The chief medical examiner-coroner of the county of Los Angeles is responsible for the investigation of sudden and unexpected deaths occurring in the county of Los Angeles. Last year, approximately 60,000 deaths occurred. Our office investigated approximately 16,000 deaths. Nearly 1,500 persons died as a result of traffic accidents and 1,000 persons died as a result of accidents occurring in home and industry; about 1,500 persons died as a result of suicide; over 2,000 were classified as homicides.

The last 15 years indicate increased rates of deaths due to overdose of drugs; however, the total number of deaths certified as drug overdose has declined gradually since 1975. However, since 1975 suicide steadily increased and homicide increased at an even faster rate. Although the deaths as a result of overdose of drugs have declined, we observed certain types of drug usage had increased, causing death. Heroin death is gradually declining, but in 1979 our department found positive PCP in 89 cases, and in 1980, 104 cases. Ten deaths in 1979 and 3 deaths in 1980 were certified as the sole cause of death; a combination of PCP with other drugs or other medical cause of death totalled 26 PCP involved cases, whereas in 1980, only 15 cases. The deaths due to cocaine were as follows: 21 positive tests in 1979; 31 positive tests in 1980 when 16 persons died as a result of cocaine overdose, and in 1980, 22 were recorded. Drug usage has changed considerably: in 1950 barbiturates; in the 1960's tranquilizing drugs; in the 1970's LSD and PCP, with increased cocaine use in the 1980's.

I would like to present my personal view as to why drug abuse continues in this community. We often develop dependency toward drugs because of inability to cope with inner conflicts, lack of exterior success and the eagerness for recognition by others, resulting in loss of self-esteem and self-worth. This is certainly due to the lifestyle led by the person based on no permanent roots, no traditions, and no personal beliefs or convictions. These lifestyles tend to occur if parents lose parental authority as a result of a divided family. This family breakdown occurs when there is nothing to hold the family together. It happens when the individual continues to seek independence and freedom without self-restraint.

In order to curtail this drug abuse, there are a number of on-going programs which must be emphasized. I believe that based on statistics, enforcement of drug traffic is under control. Certain legislation may be needed. Public education should continue to emphasize the dangers of drug abuse and cannot emphasize enough that family stability and parental guidance and supervision are a must in the control of drug abuse. The parents must act like parents, and there is a definite need for stronger directions from Federal, State, and local levels, as well as private organizations to emphasize the importance of family relations and interpersonal

relationships. Emphasis on homemaking, care of children, and education is a must.

I think perhaps the leaders in Government may choose to designate days for National Child Day, sponsorship for the outdoor sports competition, and reward in the public and private schools for high achievement and good discipline.

A few days ago, I gave a talk in Sunday school following a presentation on the increase of crime and homicides. I asked the young people who were attending for their opinion. Shocking, but true, they blamed the lack of parental supervision.

Right and wrong concepts are part of the training in the first 5 years of life. This can be learned from simple dog training. In order to train the dog to behave, the commands must be consistent. If the dog disobeys, immediate instruction and punishment. When the dog performs well, immediate approval and encouragement. A constant feeling of security and caring must be maintained. Discipline is the backbone for a successful future.

In order for us to be able to understand new trends of abuse, the resources of the office of the chief medical examiner-coroner should be tapped. There can be found the true testimony—from the person who died as a result of overdose of drugs. Needed is the development of a more comprehensive data system within our office so that this valuable information can be properly examined and disseminated. More research and education should be conducted on the drugs and illicit chemicals. Often the chief medical examiner may be the first to find new drugs or illicit chemicals affecting the human body and in this way can be a team member in an early warning system. In fact, I believe he should be a member of the City Planning Commission. Education for those who have been convicted of drug use, and exposure of the effects of dangerous drugs should be stepped up—educational programs which can be supported by grants, but they must be programs with a no-nonsense approach.

This is my written statement. The material which I submitted for this committee—attached are five pages of the statistics.

Mr. ZEFERETTI. They will be made part of the record, Doctor. [Dr. Noguchi's prepared statement follows:]

PREPARED STATEMENT OF THOMAS T. NOGUCHI, M.D., CHIEF MEDICAL EXAMINER, CORONER, COUNTY OF LOS ANGELES, CALIF.

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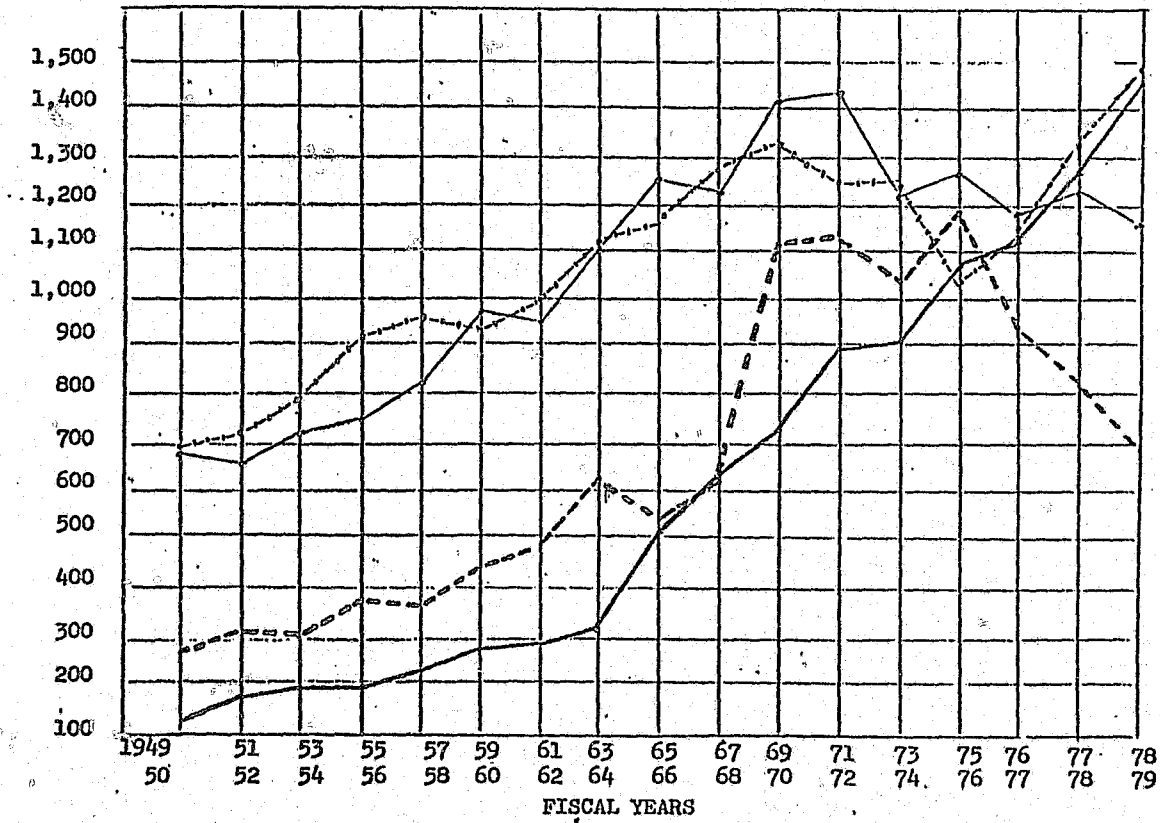
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THIRTY-YEAR COMPARISON OF SOME SPECIFIC DEATHS

HOMICIDES  DRUGS & POISONS 
 SUICIDES  VEHICULAR ACCIDENTS 

No. of
Cases

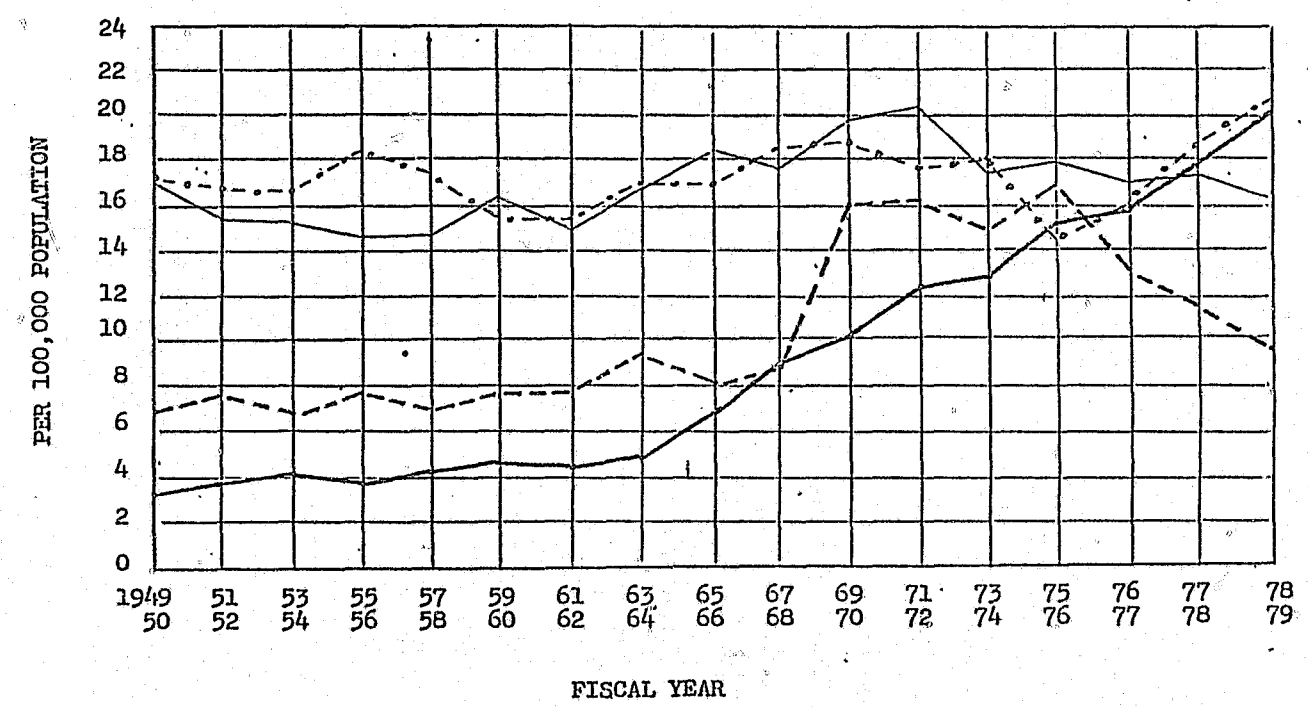


CHIEF MEDICAL EXAMINER
 COUNTY OF LOS ANGELES
 1104 N. HESBORN RD.
 LOS ANGELES, CALIF. 90033

THIRTY-YEAR RATES OF SOME SPECIFIC DEATHS
PER 100,000 POPULATION

HOMICIDES ——— DRUGS & POISONS - - - -
SUICIDES ——— VEHICULAR ACCIDENTS

CHIEF MEDICAL EXAMINER-CORON.
COUNTY OF LOS ANGELES
1334 N. MISSION RD.
LOS ANGELES, CALIF. 90033



CHIEF MEDICAL EXAMINER-CORONER
COUNTY OF LOS ANGELES
1104 N. MISSION RD.
LOS ANGELES, CALIF. 90033

CASELOAD AND POPULATION RATES
July 1, 1978 - June 30, 1979

Mode of Death	Total Cases Reported/In- vestigated	Percent of Total	Rate per 100,000 *Population
Naturals	7,763	46.59	108.6
Suicides	1,165	6.99	16.3
Homicides	1,455	8.73	20.4
Accidents	3,338	20.03	46.7
Home	(1,209)	(7.26)	(16.9)
Vehicular	(1,454)	(8.73)	(20.3)
Occupational	(82)	(0.49)	(1.1)
Therapeutic	(16)	(0.09)	(0.2)
Railway	(18)	(0.11)	(0.2)
Aircraft	(36)	(0.21)	(0.5)
Other	(523)	(3.14)	(7.3)
Undetermined	187	1.13	2.6
Coroner Inquiry	1,636	9.82	22.9
Non-Coroner	1,118	6.71	15.6
TOTAL	16,662	100.00%	233.1

*Based on the Los Angeles County population of 7,146,500 residents
(January 1, 1979, population estimate Los Angeles County Regional
Planning Department/Population and Human Resources).

SUICIDE
DRUG DEATHS

(Type, Age, and Sex)

July 1, 1978 - June 30, 1979

CHIEF MEDICAL EXAMINER-CORONER
COUNTY OF LOS ANGELES
1104 N. MISSION RD.
LOS ANGELES, CALIF. 90033

Drugs	Sex	Age Groups									Sub Total	Total
		0 ≤ 9	10 ≤ 19	20 ≤ 29	30 ≤ 39	40 ≤ 49	50 ≤ 59	60 ≤ 69	70 ≤ 79	80 ≤		
Barbiturates	M		3	10	2	4	4	7	6	3	39	101
	F		1	5	7	11	12	9	10	7	62	
Narcotics	M						1				1	1
	F											
Combined Barbiturate and Narcotic	M											
	F											
Analgesics	M		1	1	2	3	2	1			10	33
	F		1	4	3	9	3	1	2		23	
Anesthetics	M			2	4	4	1				11	16
	F				1	2	2				5	
Hypnotics, Sedatives, and Tranquilizers	M			8	6	2	3	2	4		25	56
	F		1	7	9	4	3	4	1	2	31	
Stimulants and Anti- depressants	M		1	7	3	2		1			14	37
	F		1	8	2	4	6	2			23	
Multiple Drugs	M		1	6	2	5		4	2		20	57
	F		2	10	5	7	5	4	4		37	
Other Drugs	M					2	1	1			4	5
	F					1					1	
Unknown Drugs	M			1				1			2	7
	F			1	1		1	1		1	5	
Ethanol Only	M											
	F											
Poisons	M			3		1	1	1		1	7	11
	F		1			1	1			1	4	
Sub Total	M		6	38	19	23	13	18	12	4	133	324
	F		7	35	28	39	33	21	17	11	191	
Total			13	73	47	62	46	39	29	15	324	

8.

SUICIDE
DRUG DEATHS
(Ethnic Group, Sex, and Type)

CHIEF MEDICAL EXAMINER-CORONER
COUNTY OF LOS ANGELES
1104 N. MISSION RD.
LOS ANGELES, CALIF. 90033

July 1, 1978 - June 30, 1979

Drugs	Sex	Ethnic Group						Sub Total	Total
		White	Spanish Surname	Black	Japanese	Chinese	Other		
Barbiturates	M	33	1	4	1			39	101
	F	60	2	1				63	
Narcotics	M	1						1	1
	F								
Combined Barbiturate and Narcotic	M								
	F								
Analgesics	M	9		1				10	33
	F	17	3	3				23	
Anesthetics	M	11						11	16
	F	5						5	
Hypnotics, Sedatives, and Tranquillizers	M	22	1	2				25	56
	F	26		3	1	1		31	
Stimulants and Anti- depressants	M	12	1	1				14	37
	F	10		4				23	
Multiple Drugs	M	18	1		1			20	57
	F	31		6				37	
Other Drugs	M	4						4	5
	F	1						1	
Unknown Drugs	M	2						2	7
	F	2		2	1			5	
Ethanol Only	M								
	F								
Poisons	M	5	1	1				7	11
	F	3		1				4	
Sub Total	M	117	5	9	2			133	324
	F	163	5	20	2	1		191	
Total		280	10	29	4	1		324	

BLOOD ALCOHOL LEVEL IN VEHICULAR ACCIDENTS AS TO AGES
July 1, 1978 - June 30, 1979

CHIEF MEDICAL EXAMINER-CORONER
COUNTY OF LOS ANGELES
1104 N. MISSION RD.
LOS ANGELES, CALIF. 90033

Blood Alcohol Level	AGE OF VICTIM								Totals
	0 -9	10 -19	20 -29	30 -39	40 -49	50 -59	60 -69	70 -79	
Not Tested	109	86	89	43	32	35	31	69	494
Negative	9	117	149	67	48	51	57	50	548
Positive		68	169	92	33	39	20	9	430
0.01% - 0.04%		8	22	7	1	8	4	4	54
0.05% - 0.09%		11	40	20	5	3	3	2	84
0.10% - 0.14%		24	28	13	3	10	3	2	83
0.15% - 0.19%		12	37	23	7	8	3	1	91
0.20% - 0.24%		9	24	20	12	6	4		75
0.25% - 0.29%		2	9	7	2	2	3		25
0.30% - 0.34%		1	5	1	1	1			9
0.35% -		1	4	1	2	1			9
Total Tests	9	185	318	159	81	90	77	59	978
Total Cases	118	271	407	202	113	125	108	128	1,472

10.

CHIEF MEDICAL EXAMINER CORP. FOR
COUNTY OF LOS ANGELES
1104 N. MISSION RD.
LOS ANGELES, CALIF. 90033

ALCOHOL LEVELS IN VEHICULAR ACCIDENTS
July 1, 1978 - June 30, 1979

Blood Alcohol Level	Operator		Passenger	Pedestrian	Motor-cycle Operator	Un-specified	Total
	Bike	Others					
Not Tested	35	117	100	174	63	5	494
Negative	14	178	101	149	98	8	548
Positive	5	194	65	80	83	3	430
0.01%-0.04%	3	23	8	9	11		54
0.05%-0.09%	1	31	16	12	23	1	84
0.10%-0.14%		39	21	13	10		83
0.15%-0.19%	1	42	8	20	19	1	91
0.20%-0.24%		38	7	17	12	1	75
0.25%-0.29%		12	2	6	5		25
0.30%-0.34%		5	3		1		9
0.35%+		4		3	2		9
Total Tests	19	372	166	229	181	11	978
Total Cases	54	489	266	403	244	16	1,472

11.

Los Angeles County

	Year 1979	Year 1980	
Total Drug Overdose Deaths	532	504	slight decrease
Total deaths - Drug tested positive but not cause of the death	306	322	slight increase
Total Positive tests high enough to be affecting behavior	838	826	slight decrease
Heroin/Morphine total positive tests	126	109	decrease
Heroin/Morphine overdose deaths (heroin-China White mentioned in 3 Intravenous Narcotism with no positive lab tests for heroin/morphine)	(85)	(77)	
		11	
Phencyclidine (PCP) Total positive	89	104	increase
PCP only as cause of death	(40)	(3)	
PCP with other drugs	(13)	(8)	
PCP with medical disorder	(3)	(4)	
PCP involved	(26)	(15)	
PCP Tested positive but not the cause of death	(63)	(89)	
Cocaine Total positive tests	21	31	increase
Cocaine overdose	(16)	(22)	
Cocaine positive but not cause	(5)	(9)	

Mr. DORNAN. Mr. Chairman, many of my colleagues may not be aware that Dr. Noguchi has a national reputation and has presided over some of the great tragedies in this part of the country.

Dr. Noguchi, did you perform the autopsy after the tragic murder of Senator Bob Kennedy?

Dr. NOGUCHI. Yes.

Mr. DORNAN. You also performed the autopsy after the tragic death of Marilyn Monroe.

Dr. NOGUCHI. Yes.

Mr. DORNAN. How long have you been the coroner for this county?

Dr. NOGUCHI. I have been in office as coroner for 20 years, and the last 13 years I have been chief medical examiner. I have seen many, many unfortunate deaths.

Mr. DORNAN. Dr. Noguchi, it was not by design you are to be our last witness today. Benjamin Franklin, the first Secretary of State, said the only things that are certain are death and taxes. We have been hit on the tax issue here once today. I think we resolved that.

Your testimony today is particularly meaningful, because most often you see people that cannot be saved, after death has taken them. And I think this is a very thoughtful statement. I am proud you are our coroner here.

You said at one point in your testimony we should use the resources of your office, and you have gone beyond what people would think would be the coroner's primary duty, to a philosophical approach. I, for one, appreciate your statement. I will reread your testimony thoughtfully. I am awfully glad you could be with us today.

Dr. NOGUCHI. Thank you very much.

Mr. ZEFERETTI. Dr. Strantz.

TESTIMONY OF DR. IRMA H. STRANTZ, DRUG ABUSE PROGRAM DIRECTOR, DEPARTMENT OF HEALTH SERVICES, COUNTY OF LOS ANGELES

Dr. STRANTZ. On behalf of the Department of Health Services, Drug Abuse Program Office, and the large network of professionals and citizens concerned about drug abuse in this county, I wish to convey a warm welcome to your committee. Sometimes we in California tend to feel ignored when select committees such as yours regularly convene to study special health problems in Washington or some equally distant eastern city. We appreciate your committee's concern about the drug abuse problem in Los Angeles and the opportunity which you have provided us to present some of the critical issues facing us here today.

My office, the office of the County Drug Program Administrator, is responsible for the planning and implementation of drug abuse services in Los Angeles County where government funding is provided—whether Federal, State, or county dollars. The level of government support at this time is over \$23 million. Almost \$10 million, or 44 percent, is National Institute on Drug Abuse funding, channeled through the State Department of Alcohol and Drug Programs. The State of California provides an additional \$8.9 million—39 percent—and the county of Los Angeles provides the remaining 17 percent—\$4.3 million.

This funding provides the basis for a comprehensive system of drug abuse services, from primary prevention to methadone maintenance.

In describing this system as comprehensive we are implying only that there is an array of services. In terms of depth or in terms of meeting the needs of a metropolitan county with over 7.2 million people, some of these services are sadly underfunded and in danger of collapse by July 1, 1981. Before expanding on this situation, it may be helpful to describe the services and the clients in Los Angeles County.

Recipients of Government-Funded Services: Federal, State, and county funding is specifically addressed to providing treatment services to those who cannot afford to pay for these services through the private sector. Nevertheless, fees are assessed according to the clients' ability to pay for services; some clients can afford nothing; they are hard-pressed to manage shelter, food, and clothing for themselves and their dependents. Some clients, particularly those in methadone maintenance programs, can afford \$75 to \$80 per month, an amount which represents approximately half of the cost of providing this type of program.

On any given day in Los Angeles County, 7,500 drug abusers and addicts are receiving Government-funded treatment, whether in hospital, therapeutic community, or outpatient clinic. In the course of a year, over 23,000 individuals are admitted for treatment. Six out of every ten admissions are for heroin or opiate addiction. Slightly over one out of five is for treatment of PCP or phencyclidine abuse, and the remainder are admitted because of abuse of other drugs such as barbiturates, amphetamines, tranquilizers, and marihuana. Increasingly, it is found that while clients seek treatment for heroin addiction or phencyclidine abuse, these represent only those drugs of abuse which they perceive as causing them problems. Concurrently they have been using barbiturates or amphetamines or a wide array of other substances, all of which serve to complicate their medical detoxification.

According to our data, ethnic minorities are over-represented in the Government-subsidized treatment system, partially due to the strong correlation between poverty and minority status. In 1980, 24 percent of those admitted for drug abuse treatment were black, while preliminary census data shows that the black population in Los Angeles County remains stable at approximately 13 percent. In the same year, 34 percent of drug abuse treatment admissions were Hispanic, which is slightly more than the census estimate, while approximately 1 percent each were Asian American or American Indian in origin, which ethnic groups were slightly underrepresented.

The fact that the black and Hispanic minorities are over-represented in the treatment population is also a result of the strong correlation between drug abuse, particularly phencyclidine, and minority status. This is not to say that PCP and other drug abuse is not prevalent throughout the county. However, those groups which appear to be most visible in terms of arrest and probation statistics, emergency room visits and the medical examiner's office are poor blacks and Hispanics.

For example, for drug-related arrests in 1979, the arrest rate for blacks was 3,604.7 per 100,000 population, followed by Hispanics at 1,020.8 and whites at 783.2 per 100,000. For blacks, this represented a 24-percent increase over 1978 rates; for Hispanics a 10-percent increase in the same time period.

For drug-related convictions in 1979, blacks far exceeded any other group, with a rate of 394.2 per 100,000. For Hispanics and whites, the rate per 100,000 was 104.3 and 90.6 respectively. Convictions relating to possession or use of dangerous drugs, such as phencyclidine, increased from 31 percent of all drug convictions in 1978 to 38 percent in 1979.

For drug-related deaths, blacks, particularly males, were overrepresented in both 1978 and 1979. The overall county rate in 1979 was 10 drug-related deaths for every 100,000 people. For blacks, this rate was 15.5 per 100,000. The number of deaths attributed to stimulant and PCP abuse rose in 1979, although barbiturates and heroin or opiate-related deaths maintained their first and second places respectively.

With reference to emergency room admissions in 1979, PCP or phencyclidine intoxication ranked first, accounting for 17.3 percent of all drug-related emergencies. In south central Los Angeles, where the population is predominantly black and Hispanic, PCP admissions accounted for almost 47 percent of all drug-related emergencies.

The new epidemic: Polydrug abuse. In 1975, Los Angeles County was the site of a heroin epidemic, when it was estimated that there were over 70,000 traditional—single-drug—heroin addicts. Now, in 1981, we are in the midst of a polydrug abuse epidemic, where few addicts are purists and illicitly manufactured drugs are cheap and plentiful.

Phencyclidine and its analogs, crank or speed, and phony amphetamines and cocaine abound on the streets—the “garbage” drugs which the poor and the naive can obtain cheaply.

Our small and soon-to-be-terminated street drug identification program receives samples regularly from those who are suspicious about content or who are monitoring street sales.

During the first quarter of 1981, 20 of 58 samples submitted for testing were being offered as cocaine; 45 percent of these turned out to be either caffeine or procaine or cocaine diluted with these. Thirteen samples were reported to be “speed” or “crank,” all of which turned out to be caffeine, ephedrine and PPA. Phony amphetamines, phony methaqualone—some of these containing potentially lethal doses of other drugs—were also being sold on the streets.

Phencyclidine derivatives, such as PHP—or PCPy—are also being offered widely, with the sales pitch to youth at some schools that these new drugs are “like PCP only they’re safe or OK.”

Thus, in terms of the size of the drug abuse problem in Los Angeles County, the consensus among planners and service providers is that we are reaching only a small proportion of those who need help.

Prevention services: We do not have enough prevention and education services that reach into the community with those techniques which have been proven helpful in reducing youthful ex-

perimentation and abuse of drugs. Only 7 percent of our Government funds are being utilized for prevention programs. During fiscal year 1979–80, 20 drug prevention/education programs were in operation, providing group sessions, classes and workshops aimed at strengthening the family and youthful self-esteem, as well as demonstrating that there are worthwhile alternatives to drug abuse. While over 126,000 people participated in these programs, this represents less than 2 percent of the county’s population.

Sixty percent of the population served represented ethnic minorities, with the Hispanic population comprising the largest population—almost two-fifths. Efforts last year to increase the level of prevention funding across the State almost succeeded; a bill earmarking almost \$5 million for primary prevention activities in the schools and neighborhoods passed both the California Assembly and Senate before being allowed to die on the Governor’s desk.

Treatment of phencyclidine abusers: We do not have sufficient funding to deal effectively with the PCP abuser in the treatment system. The management of the acutely toxic and disturbed PCP or phencyclidine abuser is a service that many hospital emergency rooms and psychiatric units prefer to avoid, if they can. Despite efforts by the State and the county to provide specialized training in the care of the PCP abuser, those on the front line in emergency rooms too often turn these individuals over to law enforcement for disposition and management. Special emergency and psychiatric facilities are needed, together with the upgrading of staff in traditional residential rehabilitation programs to deal with these clients over a long course of rehabilitation. The level of funding in these residential programs—approximately \$6,200 per slot—is ridiculously low.

Criminality and drug abuse: In recent months, legislators and politicians are increasingly turning to law enforcement and the courts in terms of providing stiffer penalties to deal with the problem of violent crime. The relationship of criminality and drug abuse has also been underscored by the politicians, with the result that increasingly, individuals convicted of drug-related offenses are being sent to jail rather than diverted to treatment.

In 1980, less than 30 percent of adults in the drug abuse treatment system had ever been in jail. This represents a startling change, particularly with reference to heroin and opiate abusers. Whereas in 1978, 37 percent of all treatment admissions had been referred by the criminal justice system—probation and courts—in 1980 this had dropped to 9.8 percent. While the new determinate sentencing law may have contributed to this trend, there is also the possibility that the courts are less confident in the treatment system, particularly outpatient programs. If so, this is most unfortunate for those drug abusers who engage in crime primarily in support of their addictions, and who will receive no treatment or rehabilitation while incarcerated. It is also unfortunate for the taxpayer, who will be required to support additional prison inmates at \$15,000 or more per slot, as opposed to \$6,000 to \$8,000 per slot in a community residential rehabilitation program. Such programs have learned through experience and various treatment outcome studies that the 35-percent success rate can be greatly improved

when there is probation supervision and the threat of incarceration as part of the condition for treatment.

Outcome studies in recent years have demonstrated the success of methadone maintenance and residential rehabilitation programs in dealing with addicts whose criminal careers were related primarily to theft, drug sales or prostitution. Also, the recently reported study of 243 male opiate addicts in Baltimore has demonstrated that when treatment efforts succeeded in bringing about a change in the addict's lifestyle as well as abstention from opiates, there was an 84-percent decline in their crime rate—they had committed an average of 200 or more crimes annually over an 11-year period.

Projected fiscal problems: The drug abuse prevention and treatment system in Los Angeles is facing a fiscal crisis of enormous proportions this year. A potential reduction of 32 percent may occur after July 1, 1981, because of the following actions at the Federal, State, and local level:

First, the loss of NIDA 409 formula grant money because of inclusion in President Reagan's rescission budget. In Los Angeles County, this would mean a reduction of \$828,811 which would eliminate over half a million dollars of direct prevention services as well as prevention planning and training activities.

Second, the 25-percent reduction of NIDA 410 Statewide Services Grant moneys, because of President Reagan's plan to reduce Federal support to local programs. This would mean a loss of \$2,291,700 in Los Angeles, which would affect all types of treatment: detoxification, methadone maintenance, residential rehabilitation, day treatment, and outpatient counseling.

Third, the loss of all county funding, other than that required by State law as match to State hospital treatment. The reason for this proposed elimination of drug abuse funding, according to the county administrative officer, is that the provision of drug abuse services and funding are the responsibility of the State. This policy decision was developed independent of the county fiscal crisis which may occur if insufficient discretionary dollars are allocated by the State for the next fiscal year. Approximately \$3.9 million are involved, which currently provides funding for a 700-slot methadone maintenance program for the indigent and medically indigent; an inpatient detoxification and rehabilitation program that treats addicts with acute medical problems or physical handicaps; an information, referral and outreach service, which serves the whole county and provides special counseling and referral services in the jails and probation camps; and five new prevention programs for youth, situated in various high-risk parks and beaches in five areas of the county.

Fourth, unavailability of any cost-of-living increase in the State Short-Doyle allocation, which in effect would precipitate a reduction of services in order that programs can reduce staff in order to meet costs relating to leases, utilities, transportation, food, et cetera.

Finally, the threat of inclusion in the block grant system as proposed by President Reagan's budget team will assure the demise of the Federal drug abuse program across the Nation. While astonishingly vocal and organized, the constituency for comprehensive, high-quality drug abuse prevention and treatment is too small to

be heard at the State when block grant dollars are being distributed to an array of health and human services, each of which will have already been reduced by 25 percent.

Congress should be proud of the drug abuse treatment and prevention system which it has supported since 1972. It was through actions by your committee in 1978 that increased support for prevention programs was obtained. Having testified before your committee on May 25, 1978, in support of primary prevention programs, the stand which your members took is quite vivid in my memory. I am sure that you are keenly aware that by shifting to the block grant system, the visibility and accountability of many health and human services programs will be lost to Congress. Before too long, as the saying goes, these programs will be "out of sight and out of mind," and ultimately out of funding.

I would urge that you support the concept of maintaining the categorical integrity of drug abuse funding as would be possible through the formula grant system. The flexibility, the opportunity for local control and management would be obtained, while the ability of Congress to monitor the program would continue. Your colleague, Mr. Waxman, has introduced the NIDA reauthorization bill (H.R. 2272) which would provide a formula grant system which is both fair and feasible. I strongly urge your advocacy for this bill.

Thank you for your courtesy in hearing my presentation.

[The tables attached to Dr. Strantz's statement follow:]

TABLE 1.—DRUG-RELATED ARRESTS BY ETHNICITY, SEX, AND HEALTH SERVICES BY REGION, JANUARY TO DECEMBER 1979

Ethnicity/Sex	Central		Coastal		San Fernando		San Gabriel		Southeast		Total	
	Number	Rate ¹	Number	Rate ¹	Number	Rate ¹	Number	Rate ¹	Number	Rate ¹	Number	Rate ¹
White	3,850	1,720.8	8,326	825.5	4,152	479.8	3,599	527.9	2,929	2,110.9	22,856	783.2
Male	3,038		6,685		3,247		2,950		2,341		18,261	
Female	812		1,641		905		649		588		4,595	
Black	5,419	2,868.0	5,681	4,369.1	4,415	18,598.1	2,112	3,842.1	4,231	2,027.5	21,858	3,604.7
Male	4,805		4,952		3,937		1,825		3,706		19,225	
Female	614		729		478		287		525		2,633	
Hispanic	3,637	906.6	3,241	969.5	2,699	1,096.3	3,467	934.4	2,745	1,415.0	15,789	1,020.8
Male	3,267		2,861		2,429		3,100		2,418		14,075	
Female	370		380		270		367		327		1,714	
Other	152	182.9	234	231.1	123	277.6	77	116.7	111	761.5	697	225.4
Male	131		200		105		66		89		591	
Female	21		34		18		11		22		106	
Total	13,058	1,455.9	17,482	1,110.5	11,389	965.5	9,255	788.5	10,016	1,801.4	61,200	1,137.5
Male	11,241	2,644.1	14,698	1,909.4	9,718	1,691.8	7,941	1,397.9	8,554	3,211.8	52,152	2,602.9
Female	1,817	385.1	2,784	346.1	1,671	276.2	1,314	217.0	1,462	504.7	9,048	325.9

¹Rate is calculated per 100,000 population at risk (10-64 years).
Source: Bureau of Criminal Statistics, California Department of Justice.

TABLE 2.—DRUG-RELATED DEATHS BY DRUG AND HEALTH SERVICES BY REGION, JANUARY TO DECEMBER 1979

Type of drug	Central		Coastal		San Fernando		San Gabriel		Southeast		Total ²	
	Number	Rate ¹	Number	Rate ¹	Number	Rate ¹	Number	Rate ¹	Number	Rate ¹	Number	Rate ¹
Heroin/Opiates	32	3.6	36	2.3	10	0.8	12	1.0	19	3.4	121	2.3
Barbiturates.....	37	4.1	43	2.7	22	1.9	11	0.9	17	3.1	136	2.5
Stimulates	10	1.1	8	0.5	7	0.6	6	0.5	2	0.3	35	0.7
PCP	4	0.5	3	0.2	1	0.1	2	0.2	0	0.0	10	0.2
Miscellaneous	31	3.5	57	3.6	38	3.2	25	2.1	15	2.7	176	3.3
Unknown	18	2.0	17	1.1	8	0.7	6	0.5	4	0.7	56	1.0
Total	132	14.8	164	10.4	86	7.3	62	5.2	57	10.2	534	10.0

¹ Rate is calculated per 100,000 population at risk (18-64 years).

² Includes deaths for unknown region.

Source: Chief medical examiner office and vital statistics, Los Angeles County Department of Health Services.

CONTINUED

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TABLE 3.—EMERGENCY ROOM DATA BY DRUG MENTIONS¹ AND HEALTH SERVICES BY REGION, JANUARY TO DECEMBER 1979

Type of drug	Central		Coastal		San Fernando		San Gabriel		Southeast		Total	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
PCP.....	328	8.2	509	15.8	145	5.4	253	11.9	1,341	46.9	2,576	17.3
Other hallucinogen.....	16	0.4	20	0.6	36	1.3	8	0.4	8	0.3	88	0.6
Heroin.....	109	2.7	51	1.6	24	0.9	20	0.9	59	2.1	263	1.8
Other narcotics.....	189	4.7	194	6.0	160	6.0	102	4.8	73	2.5	718	4.8
Marihuana.....	24	0.6	19	0.6	69	2.6	38	1.8	21	0.7	171	1.2
Barbiturate sedatives.....	411	10.3	232	7.2	146	5.4	92	4.3	211	7.4	1,092	7.3
Nonbarbiturate sedatives.....	402	10.1	287	8.9	281	10.4	142	6.7	77	2.7	1,189	8.0
Stimulant.....	268	6.7	164	5.1	143	5.3	99	4.6	73	2.5	747	5.0
Depressant.....	397	10.0	308	9.6	398	14.8	308	14.4	134	4.7	1,545	10.4
Tranquilizers.....	679	17.0	582	18.0	549	20.4	463	21.7	228	8.0	2,501	16.8
Over-the-counter drugs.....	200	5.0	211	6.5	167	6.2	120	5.6	63	2.2	761	5.1
Prescription drugs.....	309	7.8	365	11.3	328	12.2	243	11.4	115	4.0	1,360	9.1
Inhalant.....	6	0.2	11	0.3	13	0.3	6	0.3	1	0.0	37	0.2
Other.....	71	1.8	24	0.7	28	1.0	36	1.7	10	0.4	169	1.1
Unknown.....	576	14.5	251	7.8	204	7.6	202	9.5	448	15.6	1,681	11.3
Total.....	3,985	26.7	3,228	21.7	2,691	18.1	2,132	14.3	2,862	19.2	14,898	100.0

¹ Drug mentions refer to the number of drugs cited during emergency room visits for drug-related problems.
Source: Drug abuse warning network, National Institute on Drug Abuse.

Mr. ZEFERETTI. Thank you, Doctor. Thank you very much. You can rest assured the members of this committee are very, very much in line with your thinking in the area of the reductions in that kind of treatment program. I cannot speak for all the members. Each individually have their own points of view. But I know when it comes to treatment and prevention programs, that is foremost in their mind.

In your statement you make mention of the kind of dollars that are spent on community residential rehabilitation programs. We have found in my city, New York City, that we have a problem with getting locations, getting acceptance from the community for those kinds of programs to go forward. Are you finding the same thing?

Dr. STRANTZ. Yes; of course.

Mr. ZEFERETTI. How do you combat it?

Dr. STRANTZ. Well, what we find happening is that certain areas of the county which used to have residential drug programs now do not have any. The services are still being provided, but the programs had to relocate into another area, where, No. 1, the rents were not exorbitant; No. 2, the zoning was all right, and the local community did not get upset; and No. 3, they could—

Mr. ZEFERETTI. Through the community board process, reaching them first?

Dr. STRANTZ. Yes.

Mr. ZEFERETTI. We have been trying to do the same thing and are finding all kinds of problems, whether it be drug or alcohol abuse. We lose programs that way.

Dr. STRANTZ. Yes, exactly.

Mr. ZEFERETTI. One other aspect here. You talk about cost-effectiveness, and you are so right. You talk about spending money for people that are incarcerated rather than people getting some form of treatment. We have not too often looked at it that way as a cost-effective type of program. Did you hear the testimony that the young man and the members of the union made reference to a treatment program that was being used and considered to be an effective one? I do not know whether you heard the testimony.

Dr. STRANTZ. I heard bits of it, yes.

Mr. ZEFERETTI. Is there a formal process that the State requires for that kind of program to be accepted?

Dr. STRANTZ. There is a research evaluation panel, or research advisory panel at the State level, which is the monitoring agency for all drug-related research. However, I believe that most of their supervision relates to chemotherapy studies or drug abuse treatment research, where specific drugs are employed. Now whether or not vitamins, at whatever dosage levels, would constitute chemotherapy and be included within their purview, I do not know. But I would suggest that that would be the group to contact first and foremost.

Mr. ZEFERETTI. Then if they are still in the audience, you would suggest that is the route they take, rather than coming to us and saying this is a good program—they should first get a bona fide certification by the panel that has jurisdiction?

Dr. STRANTZ. Yes.

Mr. ZEFERETTI. Thank you, Doctor.

If I might, we had a report that the homicides in Los Angeles that were drug-related, there was a tremendous increase this last year. Doctor, what kind of problems do you have in making that kind of determination? Do you find yourself restricted by virtue of having the tools with which to do the kind of research necessary to bring in that drug-related kind of death—is there any way we could help to make that job a little easier? Is there any way that the Federal Government can get involved to make that possible?

Dr. NOGUCHI. Yes. I think the resources of the medical examiner's, coroner's office, have been underestimated for a long, long time. The local governments often responsible for maintaining the medical examiner's office no longer have resources to do the job and to keep up with the changes happening.

For example, my office, the last 5 years the total number of homicides went up so fast we just barely have enough manpower to keep up for just the processing. We do not really have a capability of conducting research, meaningful research, that could be applied to the health services planning as well as city planning.

What the Federal Government could do is to provide certain funding use in the medical examiner's setting—forms of grants, as well as joint research conducted with the university. It would be most helpful.

In addition I would like to suggest the year of 1980 that efforts should be made to tapping into the medical examiner's office, not locally in a separate fashion, but the data that comes from Los Angeles should easily be comparable with the New York, Chicago, Miami data. We find cocaine deaths—the Miami pattern and the Los Angeles pattern is dissimilar.

Mr. DORNAN. Doctor, would you yield for a second there. You mentioned the cocaine deaths, that there is no quick way to find compatibility. We need this information. I am going to be nicer to the only actor in this city who has attacked this committee, than he has been to us. I will not mention his name. Last night he said "I have a lot of friends who use cocaine, it is not that bad, it is not a killing substance. Let's talk about alcoholism."

All right, that kills more. Cocaine is a killing substance. I am going to autograph to this actor the entire proceedings of these hearings so he can disabuse himself of the idea that cocaine does not kill.

If I could ask you to go to page 2 of your testimony, I think maybe a semicolon is in the wrong place. Starting on page 1 it says, "The deaths due to cocaine were as follows: 21 positive tests in 1978."

Does that mean deaths? What does "tests" mean?

Dr. NOGUCHI. "Tests" mean those who died, we tested for cocaine, came up positive. Although with 21 cases in 1979—the sense was not too clear.

Mr. DORNAN. You see what I mean. Then it says 31 positive tests in 1980.

Dr. NOGUCHI. This is what I mean. I would state 16 persons in 1979 died as a result of cocaine, although 21 were positive—5 cases were sufficient, but not used as purely a cocaine death.

Mr. DORNAN. If we just add the year 1979 and the word "in" after "60's" then it becomes clear. So from 21 positive deaths in

1979, of which 16 were certain deaths due to cocaine, it has jumped in this last year, to 31 positive tests on cocaine, of which 22 resulted in cocaine death.

Dr. NOGUCHI. Those are the actual cases, the actual you can count.

Mr. DORNAN. Now, if we try to use your statement, together with Dr. Strantz' statement, we have, when you include the polydrug epidemic, we have cocaine across the field finally possibly contributing in various combinations, to death. And then if we could collate these figures together with what is happening in every major metropolitan area, and the Caribbean, and Central and South America, we have a major problem with cocaine. As you both have said, each generation has had its particular drug abuse. But instead of shedding that drug in the next generation, it may drop slightly. But we maintain the prior, add something else. And, always the drug of alcohol is the underlay to all of this.

I just cannot tell you how much I appreciate your statements.

One thing I was discussing with Mr. Zeferetti's staff is that we always try to improve our hearings. With all due respect to you, sir, I think if we had them to do over, we should lead off with Dr. Strantz, and you would be our second witness, with all due respect to Mayor Bradley and the others. I think I would have then gone to the high school teachers, doing the demand day first and the supply day second. I appreciate that we have your testimony for the record, and on videotape, I thank Cable Network News.

Mr. ZEFERETTI. We are concerned also with the budgetary restraints that you have, and that you have to work from. If there is a way of supplying that kind of assistance—I know in my own New York area, our medical examiner has done away with the statistical part of his office that lends itself to that kind of help. So it is a necessary element, I think, for that to go forward.

Dr. NOGUCHI. I think it is not only necessary. If you do not know what direction we are going, there is no way we can cope with the dangers we are facing.

Mr. ZEFERETTI. Thank you so very, very much.

Mr. DORNAN. Dr. Strantz, I recall your excellent testimony in Washington, although I was not there. Then I was only ex officio. Most of our committee is back home. We have 19 regular permanent members, and 11 ex officio. We are only a small body within the House of Representatives of 435. There is no equivalent committee on the Senate side. We go back and generate this interest. I am supposed to be a fiscal conservative Republican. The chairman is gracious enough to say maybe we do not all have the same ideological basis but, I can assure you we are one mind on this. And again I come back to a cliché that I used earlier, penny-wise and pound-foolish. If we can stop the crime in our country by drug preventive maintenance and treatment programs, we are saving money. This is something we have to make very clear to Mr. Stockman, and the President will have one problem resolved. I really appreciate your testimony.

That is why I say you should have gone first. A lot of press and motion picture people in our area would then understand a great responsibility rather than just hiding in Washington and according to the Herald Examiner letting them phone in a year-old editorial

that will just completely make us aware of the problem. The problem grows exponentially in proportion to the way it was last year. We have to stay in touch with the programs out in the field and we have to know how to defend properly what is being done in the field—when it is good, how we can improve it! I am so glad both of you were able to participate in our hearings.

Senator Cranston supports these hearings. I just received a telegram from Senator Hayakawa which I ask to be inserted in the record at this point.

[The telegram referred to follows:]

[Western Union Telegram]

WASHINGTON, D.C., April 23, 1981.

HON. ROBERT K. DORNAN,
Select Committee on Narcotics Abuse and Control, the Federal Bldg., U.S. Customs & Courtroom, Los Angeles, Calif.

I am very glad to hear of your interest and concern about narcotics abuse and control in Los Angeles. Unfortunately the notice of your hearings only reached me yesterday and my schedule will not permit me to attend. I am particularly concerned about the supply side of narcotics in view of the bumper crop of poppies in the "Golden Triangle" of East Asia. Burma, Laos and Thailand are expected to harvest more than eight times the amount of opium as in previous years which implies a tremendous increase of heroin on the streets of our country. As Chairman of the Senate Foreign Relations Subcommittee on East Asia and Pacific Affairs, I intend to work with the Governments of those countries in order to achieve a common understanding so that we may cooperate on a solution to this problem.

S. I. HAYAKAWA,
U.S. Senator.

Mr. ZEFERETTI. Thank you.

This concludes our hearings. We find ourselves with a hearing that is going to be continued. We are not going to close them off. We are going to continue the hearings and make ourselves available for those that might want to testify or might want to submit testimony in writing, or come in person. We will leave this area as of today. But the hearings will be continued in Washington, D.C. for the sole purpose of gathering additional information that could be useful and that could make an impact on the overall drug problem.

Let me say that I for one am gratified at the fact that we came to Los Angeles, gratified not only because of the kind of testimony that we have been witnessing over these last 2 days, but the kind of record that set forth what I feel was the primary purpose of our mission out here. Again, not to rehash the kind of thing that has been going on—we did come out here to learn about what the conditions were. We came out here to find out how we could best utilize the kind of information that would make an impact on local authorities' responsibilities, and on the overall problem of drug abuse. More importantly, we did meet with the industry that could give us the kind of liaison and the kind of influence and impact on the drug problem that is so necessary. I am so grateful for those from within the industry that came forward to offer their assistance. We are going to utilize that kind of assistance in the very, very near future. We will set up those kinds of avenues for communications, for an exchange of the kind of information and transfer of information that will be meaningful.

I am grateful for my good friend and colleague, Bob Dornan, who represents this area, who gave us the opportunity to utilize his

office, and to have the kind of response that he generated in this community. And I thank him for that on behalf of the committee. And I also would like to thank the members of the U.S. Customs who have been so helpful to us, Regional Commissioner Albert Bergesen, and the Assistant Regional Commissioner, who really extended a hand of hospitality in utilizing their facilities here, and giving us the kind of cooperation and the kind of assistance that made it possible for us to function.

There are many people from behind the scenes that have helped, and I am grateful to them, too.

Let me, just before I turn it over to Mr. Dornan, say that the kind of press that preceded us, I think, through the process of 2 days, these types of hearings have made a turnaround, I think, in their whole philosophy of what our purpose was. For that I am grateful. I just want to say thank you to the city of Los Angeles for having us.

Mr. DORNAN. Thank you, Mr. Chairman.

I think in the weeks ahead our real purpose here and what we have tried to accomplish as we move across the country, taking testimony from other segments of America, it will become very clear why this committee was reconstituted in the 97th Congress, and why it has the best bipartisan cooperation of any of the 14 committees that I have served on in the 5 years I have been in the Congress.

I want to reemphasize an article in the Los Angeles Times today, reporting something that happened in Washington this morning, or yesterday afternoon. Mr. Ben Gilman of New York read part of this earlier.

Presidential Counselor Edwin Meese III said Wednesday that the Reagan administration is going to mount a more massive and expensive campaign than has ever been tried before to combat international drug smuggling. He received a standing ovation in front of 250 prosecutors when he said that we would all be full partners in the Federal Government's all-out war on violent crime.

I think that your chairmanship of this committee during the next 2 tough years will set a standard in the House of Representatives, Mr. Zeferetti, for bipartisanship cooperation. We do not pay any attention to what party anybody belongs on this committee, either with our respective staffs, minority and majority staff, or the members on the committee. The closest we came to any witch-hunting was when I was able to host you at the Magic Castle last night.

I thank you for acceding to my wishes and the wishes of some of the west coast Congressmen, coming to our area first, because of our tremendous smuggling problem.

We were told over and over again yesterday, that the Los Angeles Airport is the No. 1 port of entry in this area.

I look forward to joining you at hearings in the city of my birth, New York City, and in going down to that part of our country that we keep trying to tell one actor, one actress, and one producer, that is far worse than the Hollywood community, and that is the besieged area of southern Florida, with almost daily gunfights in the streets by drug warlords.

Thank you, Mr. Chairman, for coming to this beautiful part of the country.

Mr. ZEFERETTI. Thank you. All testimony can be sent to the Select Committee on Narcotics Abuse and Control, U.S. House of Representatives, room H2-234, Annex 2, Washington, D.C. 20515. This address will be left at the table here, so that people may be able to copy it. Thank you very much.

**TESTIMONY OF ROBERT STEIN, CHAIRMAN AND TREASURER,
CALIFORNIA MARIHUANA INITIATIVE**

Mr. STEIN. Congressman, I respectfully request a few minutes of your time. I have submitted a written statement and sat patiently for 2 days. I feel that we should be entitled to at least—if this is some sort of an inquiry, I feel maybe the condemned should be allowed at least a couple of minutes.

Mr. ZEFERETTI. Who is "we"?

Mr. STEIN. Representing the marihuana reform movement.

Mr. ZEFERETTI. I have not gotten any notification you were here to testify.

Mr. STEIN. Since the very first day, last Friday, I made contact with Mr. Dornan's staff, drafted a statement; I presented it here today. All I am asking is for 2 minutes of your time, just to read it.

Mr. ZEFERETTI. I have no objection. You want to read your statement.

Mr. STEIN. Fine. Thank you.

My name is Bob Stein. I work in the motion picture industry as an artist, technician.

Mr. ZEFERETTI. Are you part of a group?

Mr. STEIN. Yes, sir. I am the treasurer of California Marihuana Initiative, the Committee to Legalize, and other political action committees. My background is I am a native Californian, son of a police officer, eagle scout, artist, and political activist.

Mr. DORNAN. Who is the president of your organization of which you are the treasurer?

Mr. STEIN. President? I am chairman and treasurer.

We the people of the sovereign States of America believe that the present marihuana laws should be repealed.

Because they are archaic, cruel, unjust and allow for unreasonable interference into the privacy of the individual.

Because they require billions of dollars of public funds to be wasted enforcing the marijuana prohibition instead of dealing with the rising tide of hardcore violent crime.

Because they condemn millions of law abiding citizens to commit a felony by growing and purchasing a natural substance.

Because there's more to the marijuana issue than the simple personal moral decision of whether or not to use a natural God-given substance.

Today, marihuana users are probably the most persecuted minority in our society. But they are no longer just "hippies" or a fringe element of young, rebellious dropouts from mainstream America. They are now often the most concerned, successful, responsible of our citizens: The best and the brightest. They are actors and artists, doctors and nurses, lawyers and judges, musicians and poets, journalist and teachers, politicians and policemen—top grade professionals at all levels.

The marihuana prohibition has existed about 50 years now. But, it has not been very successful. Much has been said about why. We feel it is because after all that time, the Government still has not been able to scientifically prove any significantly harmful effects

from its use. Yet the laws against its cultivation and use continue as they unjustly have for almost five decades now. The results of this attitude are truly depressing when you consider the consequences of our policies for that long.

We have wasted billions of dollars, divided the Nation, damaged hundreds of thousands of lives, denied millions the medical relief available from a natural medicine, defined millions of good respectable citizens as common criminals, and more.

All this over a relatively simple herb, a mild intoxicant, that most honest investigations have found harmless compared to nuclear radiation, air pollution, toxic wastes, white sugar, alcohol, coffee, or commercial tobacco. All known killers, all legal and often subsidized by our Government.

It is hard to imagine how anyone, even our worst enemies in Moscow, could have developed a more divisive, wasteful, misguided policy. It is as if the administrators of these laws were foreign agents intent on sowing seeds of ignorance, dissension, and prejudice dividing this country, its generations, and its families.

Our marihuana policy has become a domestic Vietnam, a national disaster.

We, of the marihuana reform movement, have no argument with the proposed intent of your hearings. Drug abuse is a problem in America. But all too often when drug abuse is discussed, marihuana alone becomes the target of debate. We feel this is counterproductive. For to blame marihuana for drug abuse is like blaming food for obesity, diabetes, heart disease, and cancer.

We feel that in order to save young people and our society from drug abuse, we must first learn to distinguish between the common use of a relatively harmless substance like marihuana and the abuse of substances which are in fact dangerous.

Continuing to perpetuate the propaganda myths about marihuana only prevents young people from believing the truth about real drug abuse, and prevents law enforcement from concentrating its energies on suppression of dangerous hard drugs and violent crime.

Therefore, we the people of the sovereign States of America hereby call for a moratorium on the use of our tax dollars for marihuana enforcement. We also demand a stop to the use of paraquat, a poisonous herbicide sprayed on marihuana fields all over the world in a program sponsored by our Government. This is the real outrage to our marihuana policies, because much of that paraquat-sprayed, poisonous pot finds its way to the homes of America. After 50 years of prohibition and persecution they could not prove it was the killer weed, so they made it that way with paraquat. Could genocide be the current strategy to suppress marihuana use?

We recommend that each of the gentlemen from Congress reevaluate their positions on marihuana. And law enforcement realine its priorities. Otherwise, we in America just may not be able to solve some of our real social problems.

Thank you.

Mr. DORNAN. Could you stay for one question? One of the radio stations called me this morning and asked if we were swearing in the witnesses. I said of course not, it is not that type of hearing. And I know that I can get a frank answer from you, because that is

a very passionate, forceful statement. When you study logic, the first thing you learn is a dilemma. Sooner or later we have to draw the line somewhere. I mentioned earlier that Playboy magazine has put money into causes like this. They also do it for cocaine. Without being sworn in, give me a straight answer—do you think we should legalize cocaine?

Mr. STEIN. No, sir.

Mr. DORNAN. I appreciate that. Your statement is part of the record. If there is anything else you want to give to my staff here in Los Angeles, or back in Washington, please do so.

This does have some of the aspects of a dilemma. It is a little tough for a pilot in a cockpit to bring a fifth of whisky in a paper bag if you caught a glimpse through the front door of his chug-a-lugging a little. But a marihuana cigarette is still an intoxicant. It is very easy to transport and smoke in an automobile, and the National Transportation Safety Board tells us that 15 percent of all our fatal deaths on the highways are due to people using marihuana in the wrong place. I am sure you would say, it is not as bad as alcohol. But if we were going in your direction, we have the youth problem: What would be the legal age? And we also have the problem of where it can be used. Then we have the problem of purity, which we have with alcohol. White lightning is illegal. We have all sorts of Government regulations that still exist in a society of order.

We will take any other testimony from you in the future. But all of these problems are tough. That is why we are in the field trying to get all opinions. I have directed my staff to accept any statements. I told one of the gentlemen that may belong to a group similar to yours to submit written testimony.

Mr. STEIN. Thank you.

Mr. ZEFERETTI. I might indicate for the record we have been studying for a long period of time whether or not marihuana is harmless or not. There has been evidence to the contrary over a period of time that has been accumulated. And that study is still going on.

Mr. STEIN. We hear pro and con. I think it is a matter of harmful or harmless compared to what. We have a comparative situation here. I think that is what we have to base our judgments on.

Thank you again for your time.

Mr. ZEFERETTI. Thank you.

[Whereupon, at 2:45, the Select Committee was adjourned, to reconvene at the call of the Chair.]

END