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# Department of Justice

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ADDRESS

BY

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ATTORNEY GENERAL OF THE UNITED STATES

BEFORE

PENNSYLVANIA'S CRIME MOBILIZATION CONFERENCE

PENN HARRIS MOTOR INN  
CAMP HILL, PENNSYLVANIA

DECEMBER 3, 1969

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61

## I. INTRODUCTION

It is a great pleasure to be with Governor Shafer and the more than 1400 state officials and private citizens he has invited here to launch his statewide "Crusade Against Crime."

I firmly agree with the Governor that the crime problem will not be solved until the average man in the street -- who realizes its severity -- also realizes that he must join the effort because government alone cannot provide all the motivation and solutions.

Your first job is to awaken the average citizen and to convince him that there are ways to decrease juvenile crime and street crime and narcotics crime and organized crime.

He must understand that the solutions call for broad popular support --- for more money and more manpower and more programs and more research. They will not only call for expanded federal, state and local government action. They will also call for the participation of citizens on a voluntary basis to supplement government leadership.

Crime and the fear of crime must not paralyze our ability to act. We are a free nation. We possess the largest

reservoir of financial and scientific resources of any nation in the world. The time has come to stop talking and to start acting -- now; to stop describing our potential and to start utilizing our potential in the most comprehensive way -- now.

I think that this conference and the seven similar conferences that will follow should be a model for the whole nation.

## II. DANGEROUS DRUG ABUSE

I would like to address you this evening briefly on one major area of crime which is a top priority for this Administration and which should be a top priority for the Commonwealth of Pennsylvania. It is the abuse of narcotics and dangerous drugs which has now reached the point where, I can frankly say, a national emergency exists.

Between 1960 and 1968, there was a 322 percent increase in arrests for narcotics and marijuana violations. Between 1967 and 1968 alone, there was a 46 percent increase.

There were more than 62,000 active narcotics addicts reported in the United States last year. Ninety-three percent were addicted to heroin. Known narcotics addicts have increased

at least 40 percent since 1960. But we really don't have a full and completely accurate reporting. One expert has estimated that there are 50,000 addicts in the State of New York alone. Perhaps the most disturbing aspect of this situation is the alarming increase in the use of drugs by younger members of our society. During the past year the number of reported addicts under the age of 21 increased approximately 20%, while those in the 21-30 age group increased only 3-1/3 percent. Another serious indicator can be found in the Federal Bureau of Investigation's Uniform Crime Reports. Their statistical tables indicate that the drug arrests of persons under 18 rose 778.3 percent during the period 1960 to 1967 influenced primarily by marijuana offenses. It must then be obvious, to even the most casual observer that this surge of drug use by the young constitutes an explosive situation.

In addition to the increase in drug abusers the number and types of drugs and chemicals being abused are also growing. At one time we thought only in terms of heroin, cocaine, marijuana, and a handful of legitimately produced narcotics that were found in the criminal market. Today

science has provided a vast array of substances currently being abused or with abuse potential.

The picture we have today is of hundreds of thousands of high school, college, and even grammar school students smoking marijuana and using pep pills, and of millions of Americans taking sleeping pills, wake up pills, tranquilizer pills and anti-depressant pills.

Our effort against drug abuse also has a direct relation to anti-street crime programs because street crime is a prime source of cash income for narcotics addicts.

For example, one study has shown the average narcotics addict must spend an average of \$15 a day in cash every day to purchase enough drugs to satisfy his habit. Since stolen merchandise sells for about one-fifth its real value, this means that an addict who lives on street crime must average about \$75 a day in stolen goods -- or about \$27,000 in stolen goods every year.

Unfortunately, there are no accurate estimates of the percentage of crime committed by narcotics addicts. In the federal institutions, about 8 percent of the persons arrested have a history of drug abuse. On the other hand,

the New York City Department of Corrections has reported that about 40 percent of its inmates have a history of drug abuse, mostly heroin.

The President's Crime Commission pointed out that there are at least three or four crimes committed for every crime reported. Police officials claim that persons seeking money for drugs may account for as much as 50 percent of the street crime in some areas of major cities.

The concern of the Administration and the priority placed on the elimination of the drug menace is reflected in a special message President Nixon sent to Congress on July 14, 1969. The ten points in the message constitute the cornerstone of our present efforts.

In all of our efforts, there is one underlying principle which I would like you to keep in mind: we in the Federal Government are interested in prosecuting the professional trafficker -- the importer, the wholesaler, the interstate distributor, the retailer and the pusher. These are the men who make their livelihood out of exploiting the physical and emotional weaknesses of our citizens.

We at the Federal level are not interested in prosecuting the addict who must peddle small amounts of narcotics in order to support his habit. We are not interested in prosecuting the average student who smokes a few marijuana cigarettes or experiments with drugs occasionally. We are not interested in prosecuting the housewife who obtains an illegal prescription for sleeping tablets.

These people must be the object of educational and rehabilitation programs and must be dealt with at the State and local level.

Because much of our Federal program can serve as a model for states, I would like to take this opportunity to share with you what is being done on the Federal level to implement the President's recommendations.

#### A. LEGISLATION

The first of the ten points calls for new Federal legislation to meet the narcotic and dangerous drug problems at the Federal level. On July 15, 1969, I submitted to the Congress the proposed Controlled Dangerous Substances

Act of 1969. It is a comprehensive measure of some 91 pages designed to place within one body of law, all regulatory and law enforcement activities affecting narcotics and dangerous drugs. It reflects current scientific, legal, and law enforcement concepts. It will give us flexibility to respond to the changing patterns of drug abuse.

In the area of law enforcement, our proposed bill would expand Federal authority to search suspected premises and would also increase the authority of Federal agents to make arrests for crimes associated with narcotics.

Our bill would revise the present Federal sentencing structure. It would remove mandatory minimum sentences for simple possession of marijuana, heroin and other dangerous drugs so that the trial judge could tailor the sentence to the needs of the offender. It would retain very tough sentences for professional traffickers and repeaters.

#### B. MODEL STATE DRUG LAW

The second point in the President's message is the call for improved State laws in the narcotics and dangerous drug area. We have been developing a model State narcotics



and dangerous drug act, designed to complement the Federal legislation presently being proposed. The President perhaps best summed it up when he stated "Together, these proposals will provide an interlocking trellis of laws which will enable government at all levels to more effectively control the problem." The draft proposal is nearing completion after extensive consultations. We will soon be submitting it to the National Conference of Commissioners on Uniform State Laws for comments and recommendations. This legislation would streamline State legal tools and, like the proposed Federal laws, would codify and unify this body of law into a cohesive unit. We believe that many of the state laws need as much reform as existing Federal statutes.

C. INTERNATIONAL COOPERATION

In response to the third point of the President's message, which directs us to improve relations with foreign governments in the area of narcotic control, I have implemented several new projects and placed increased emphasis on those projects already under way which had proved most effective.

Turkish opium is the source of raw material from

which 80 percent of the heroin entering the United States is produced. Through coordinated international efforts and mutual understanding, we are working with the Turkish Government to the end that opium production in that country will be eliminated at the earliest possible date.

The Government of France, with our cooperation, has initiated new and creative investigative procedures to eliminate clandestine heroin laboratories that so vitally affect the United States. They have also increased the size of their specialized national police narcotic units. We are hopeful that these cooperative activities will eliminate France as the place of refinement and shipment of heroin.

Marijuana and heroin of Mexican origin have been a source of concern for several years. Recently, we instituted an intensive search and destroy operation on the Mexican border. The program was extremely successful as evidenced by the lack of availability and increased price of Mexican marijuana in this country. The Mexican Government has indicated its sincere desire to assist in this mutual problem.

Increased cooperation between the United States and Mexico can only result in materially reducing and hopefully eliminating the flow of drugs to our country.

We have increased our cooperative effort in Southeast Asia and especially in Vietnam. History has taught us that war tends to increase drug addiction and abuse. Many of our military personnel are being exposed to the drug phenomenon. To counter this temptation the various military services have initiated specific drug education programs. The Bureau of Narcotics and Dangerous Drugs of the Department of Justice is closely coordinating its enforcement programs with the military in a concerted drive against traffickers who create a problem for the Armed Services.

#### D. SUPPRESSION OF ILLEGAL IMPORTATION

The elimination of the smuggling of narcotics and dangerous drugs into the United States is the fourth point of the President's message. The narcotic and dangerous drug traffic continues to grow in complexity. Constant improvements in communications and transportation facilities allow criminal organizations to arrange for and transport massive quantities of drugs between continents and across oceans in

a matter of hours. Individuals from varied walks of life and strata of society are being recruited as couriers, and ingenious methods of smuggling are being contrived.

The Bureau of Narcotics and Dangerous Drugs and the United States Bureau of Customs are charged with the suppression of illegal importation. These two agencies have been directed to concentrate their efforts toward the elimination of this traffic. Constant liaison is carried on with foreign counter-parts to accomplish this goal.

The foreign, as well as the domestic, operations of the Bureau of Narcotics and Dangerous Drugs will receive additional resources and manpower to further assist in attacking the international sources of supply.

#### E. INTERNAL ENFORCEMENT

The fifth point concerns itself with the suppression of the drug traffic within the United States. We have directed our investigative efforts toward the large scale drug distribution systems, instead of individual violators. We are attempting to plug the faucet of supply rather than catching the seepage. The potential of moving in this

direction is reflected by the fact that several members of the Mafia have been arrested for drug violations this year.

The Bureau of Narcotics and Dangerous Drugs has increased its effectiveness and ability against national trafficking by the establishment of mobile task forces designed to function in any geographical area where the illicit traffic is concentrated.

Another example of modernization is the establishment of Regional BNDD analytical laboratories in five locations within the United States to provide support not only to Bureau agents but to those local agencies which do not have their own scientific facilities.

#### F. DRUG ABUSE PREVENTION PROGRAMS

The prevention of drug abuse through education is the sixth point of the President's message. In a national effort to give impetus to local educational programs the current session of Congress is considering three major bills all of which call for substantial funding for anti-drug abuse programs to be developed by school systems, community councils and law enforcement agencies.

The Bureau of Narcotics and Dangerous Drugs initiates and encourages educational programs on drug abuse designed to provide accurate information on narcotics, and drugs including those which have potential for abuse.

The Bureau is assuming a leadership role in the design and implementation of educational programs within the academic, and professional communities as well as for the general public. It is providing technical assistance to other groups and disciplines in the planning and implementation of such programs. We are also working with the Advertising Council to develop a three year nationwide campaign in the press and on TV to warn about drug abuse.

#### G. RESEARCH

The seventh action item in the President's message relates to research and calls upon the National Institute of Mental Health, which has primary responsibility in this area, to expand its existing efforts so that new scientific knowledge and a better understanding of the entire drug syndrome can be achieved. We must know more about both the short and long range effects of the use of these drugs which

are being taken by so many of our people. We must get the facts concerning the effects of these substances not only for informational purposes but also so that these drugs, compared with each other, can be placed in a better and more meaningful perspective.

#### H. REHABILITATION

The eighth point involves rehabilitation, which is primarily the responsibility of the Department of Health, Education, and Welfare at the Federal level. When referring to the physically and psychologically dependent regular users of drugs, the President stated that society has an obligation both to itself and to those people to help them break the chains of their dependency. The Secretary of Health, Education and Welfare has been directed to provide assistance to those pioneering in the field of rehabilitation and to actively sponsor additional research at the Federal level. For these psychologically and physiologically dependent persons, incarceration alone is not the only answer. Since they eventually return to society, and because they are human beings, we must assure that they return as productive citizens.

I. STATE AND LOCAL LAW ENFORCEMENT TRAINING

The ninth point in the President's message involves the training of personnel in the enforcement of the narcotics and dangerous drug laws. The Bureau of Narcotics and Dangerous Drugs has been directed to double last year's efforts and train 22,000 state and local officials this fiscal year. In this regard, I should point out that we are not just interested in training from a quantitative standpoint, but also to insure increased quality as well. BNDD's Training Division provides courses not only for state and local law enforcement personnel but also for college deans and campus security officials, forensic chemists, educators, the medical profession, and various community groups.

J. METROPOLITAN POLICE CONFERENCES

The tenth and last point of the President's message directed the Attorney General to conduct a series of high level state and local law enforcement conferences. A series of conferences are scheduled to be held throughout the United States. These conferences will commence within the next few months and invitations will be mailed in the very near future. The conferences will be the media thru which



we will communicate national policy, initiate contemporary programs, identify problems and requirements of local law enforcement officers, and propose mutual cooperative efforts.

### III. CONCLUSION

So far, all of our efforts are proving most rewarding.

In New York City, we seized more than \$1.3 million worth of heroin which was being smuggled into the country in fish tins. In Los Angeles, we seized \$1 million worth of pep pills. In Washington, we arrested 41 persons in a drug raid, including two alleged members of a Mafia family. In New Orleans, we arrested one man and we seized \$150,000 worth of methadone.

I might point out that in the New York and Washington arrests, a single court-approved wiretap, which I authorized in each instance, proved to be the key to the investigation. But, as I pointed out in the beginning, governmental action is not enough. We need interested citizens to help in rehabilitation projects, to work with juvenile offenders, and to help in our education projects to educate students and parents about the dangers of drug abuse and the ways to avoid them.

So I urge you to return to your communities and to support local and state requests for more money and more manpower to fight narcotics and drug abuse.

The Federal government will help you in every way possible. We hope, for example, to obtain as much as \$275 million for our federal program to help fund state and local anti-crime programs and we know that a substantial portion of this money will be to combat the drug problem.

We cannot have large numbers of our citizens -- especially our younger citizens -- operating from day to day under the influence of narcotics, marijuana, tranquilizers and pep pills. This can only lead eventually to a national tragedy.