REPORT FROM THE FRONT LINE: THE DRUG BATTLE IN CALIFORNIA

HEARING

BEFORE THE

SUBCOMMITTEE ON NATIONAL SECURITY, INTERNATIONAL AFFAIRS, AND CRIMINAL JUSTICE

OF THE

COMMITTEE ON GOVERNMENT REFORM AND OVERSIGHT HOUSE OF REPRESENTATIVES

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REPORT FROM THE FRONT LINE: THE DRUG BATTLE IN CALIFORNIA

MONDAY, SEPTEMBER 23, 1996

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE ON NATIONAL SECURITY,
INTERNATIONAL AFFAIRS, AND CRIMINAL JUSTICE,
COMMITTEE ON GOVERNMENT REFORM AND OVERSIGHT,
San Luis Obispo, CA.

The subcommittee met, pursuant to notice, at 9 a.m., at Officers' Club, building C–53, Camp San Luis Obispo, San Luis Obispo, CA, Hon. J. Dennis Hastert, presiding.

Present: Representatives Souder and Shadegg.

Also present: Representatives Hastert and Seastrand.

Staff present: Sean Littlefield, professional staff member; Ianthe Saylor, clerk; Chris Marston, legislative assistant; and Daniel Hernandez, minority professional staff member.

Mr. HASTERT. Ladies and gentlemen, the Subcommittee on National Security, International Affairs, and Criminal Justice will come to order. I want to first of all say good morning to everyone and thank all of you for coming today. And also, I want to thank the California National Guard for providing this very nice venue for this hearing today.

Today, we're holding the seventh in a series of field hearings on national drug policy or counternarcotics policy and how that policy affects us locally. It's a privilege to be chairing this hearing here in San Luis Obispo, and I think we'll learn a lot as these proceedings unfold today.

I can also assure you that the Members of Congress here today will bring the knowledge we gain back to Washington to use it to set the course for our Nation's drug strategy. This morning, we will hear testimony from three distinguished panels, including witnesses from a number of Federal, State, and local agencies. These are people who are on the front lines of the drug fight day in and day out.

Our topic today, as most of you know, is a report from the front lines. We will be focusing on California's battle against drugs and the link between that battle and international drug trafficking.

Our central aim today is threefold—first, we're going to explore the national security threat posed by international narcotics trafficking; second, we will hear testimony on how that threat is materializing here in California; and third, we'll try to examine the link between domestic and international drug trafficking and related problems.

Let me say that this location is the perfect place, in my opinion, for a field hearing on national drug policy. We have people working very hard to turn back the tide of illegal drugs. And we have indications in this region of both the strengths and vulnerabilities of our current national drug policy.

Deadly drugs produced in Peru and Bolivia, processed in Colombia, and transshipped up through Mexico are here with a vengeance. In describing the growing national security threat posed by the Colombian and Mexican drug cartels, it is hard to know exactly where to begin. And what I would like to do is to start with a few basic facts, but I think it's alarming facts, as well.

Last year for the third year in a row, approximately 400 tons—not kilos and not pounds, but 400 tons—of cocaine entered the United States. Of that total, roughly 70 percent came over the border with Mexico. And the DEA estimates that 26 percent was trafficked through Puerto Rico.

What many people don't realize is the close link between these seemingly far-away places and our own homes and schools. Virtually all the world's coca, the plant from which cocaine is made, grows in the Amazon Delta part of Peru and Bolivia. Almost all of the coke is processed into cocaine, HCL, in Colombia, from which it comes to the United States through Mexico or Puerto Rico.

And while most of the cocaine, heroin, and marijuana comes from Mexico, most people don't realize that 80 percent of the drugs that arrive in Puerto Rico also end up in the mainland of the United States and, sadly, that means into the hands of our kids.

This year, several General Accounting Office investigations commissioned by this subcommittee reported that maritime narcotic traffic is up. Mexico's four powerful cartels are simultaneously mounting a new and serious threat to this country on our Southwest border.

These reports confirm the low priority recently placed on the drug war and the dire effects of that decision. They also indicate quite clearly that we are as a Nation missing the insidious creep of this national threat toward and around us.

Not least, we are missing key assets of drug interdiction in the Caribbean and on our Southwestern Border and in fighting the powerful drug trafficking organizations at their source, in the source countries of Peru, Bolivia, Colombia, and Mexico.

While stopping cocaine and heroin production in these countries is critical—Mexico is a threat for other reasons. Last year, Mexico produced 150 tons of methamphetamine. This deadly drug commonly goes by the name "speed," and it's killing our kids and putting them in hospital and emergency rooms alongside LSD, heroin, and crack.

Mexican drug cartels are now shipping two deadly types of heroin into the United States called white and black tar heroin. And marijuana coming from Mexico and Colombia is up to 25 times more potent than it was in the United States streets in the late 1960's.

I personally believe that we as a nation have to begin recognizing the enormity of this problem that is confronting us and that our children and grandchildren now must deal with on a daily basis. This threat of illicit drugs and drug-related crime is not receding.

In fact, over the past 3 years, it has deepened. One reason, I think, is a general failure to understand or to fully appreciate the direct link between the international and domestic sides of the drug war. While both are important, neither can produce lasting results by themselves.

The message, I hope, we all begin to think more about is fairly simple—America is under siege. The international cartels and narcotraffickers are getting very close to home, and they are sophisticated, they're wealthy, and they're powerful. And as I'm sure, we'll hear that today.

To beat this threat, we have to put our differences aside and work together, setting the right priorities and implementing a multilevel, balanced counternarcotic strategy; prevention and treatment, with sound drug interdiction and source country programs.

Let me roll out a few other statistics very briefly, the kind that may bring this terrible war home, like casualty counts and body bags have in other types of wars. Over the past 3 years, we have witnessed a 200-percent increase in drug use by the Nation's children. That's kids aged 8 to 17. At the same time, the price of dangerous drugs has fallen by several magnitudes.

Availability has risen, and street purities for cocaine, heroin, and marijuana have each gone through the roof. For the fourth year in a row, the Drug Abuse Warning Network, which collects emergency room data from accounts across the Nation, reported record level emergency room admissions for cocaine, heroin, methamphetamines, and THC, or marijuana.

In 1995, overall drug-related emergency room episodes jumped 12 percent. Cocaine episodes leaped up 21 percent. And heroin-related episodes skyrocketed 27 percent just for the year 1995. Marijuana-related emergencies as a result of higher purities and lacing with PCP were up 32 percent. And the methamphetamine emergencies were up 35 percent.

The sad part is that most of the use is among kids. Supply and purity are also so high and prices are so low that kids can buy or have pushed on them drugs that were unaffordable and unavailable 10 years ago. These drugs are destroying young lives in record numbers.

Now, let me tell you something else. There will always be those who say, "We cannot win the drug war," or, "We cannot permanently disrupt the production and distribution of cocaine, heroin, and marijuana." In my view, we cannot afford not to win this war. I'll go a step farther. If we frame the right strategy, get the proper interagency coordination, and get proper funding, we will win.

History shows us that we can generate excellent results with the right priorities. Former DEA administrator and Federal judge Robert Bonner recently testified that between 1985 and 1992, regular drugusers fell by 80 percent, from 5.8 million to 1.3 million. Crack use declined to nearly a million in 1990 to just over 300,000 in 1992. Marijuana use plummeted from 22 million regular users in 1985 to 8.5 million in 1992, a 61-percent decrease.

Unfortunately, at the national level, we're still a long way from getting back on track. Today, drug use is up for juveniles in every drug category—heroin, crack, cocaine, LSD, non-LSD hallucinogens, stimulants, inhalants, and marijuana. Today, 1 in 3

high school seniors has smoked marijuana, which is up to 25 more times potent than it was in the 1960's.

In 1994, there were three-quarters of a million more teenagers using drugs than in 1992, only 2½ years' difference, a reversal of that 1981 to 1992 downward trend. Even the Justice Department has made the point that drug-related violent juvenile crime will double by the year 2010 if we do not turn it back now.

Let me close by saying that a lack of funding is a big part of the problem. In 1992, President Bush committed $1.5 billion to drug interdiction. In 1993, President Clinton cut $200 million out of the interdiction effort. Unfortunately, the President mothballed Customs and other aircraft and moved certain intelligence assets and reduced the number of cutters, shift days, flying hours, and personnel.

This subcommittee detailed much of those losses in our annual report. Sadly, in 1994, the administration cut interdiction again by another $8 million and in 1995 by another $5 million. In the 1996 strategy released last spring, President Clinton has put drug interdiction down at a level still nearly $100 million below what the 1992 level was, and source country programs are $123 million below 1992 levels.

Now, there are a lot of committed people, both inside and outside the administration. And I will share with you today that I have been working closely with the Speaker of the House in the past few months to get these numbers back on track. And we have. And I have real hope that we can do the whole process very, very soon.

In my view, we have to stand up and say it like it is. This is a war, and it's deadly. It's also winnable. This effort should be our No. 1 national security priority. I think that the dedication shown already by those who are witnesses today deserve enormous recognition. We're lucky to have such dedicated people working on this resurgent threat.

Let me then welcome all of you and turn to my fellow Members for brief openings. And after that, we'll introduce our witnesses and open our first panel. We'll then go quickly to questions and thereafter turn to our distinguished second and third panels. In the interest of saving time, I ask that each witness today summarize their statement in about 5 minutes and submit their entire written statement for the official record.

I would like now to introduce Congresswoman Andrea Seastrand, who is serving as our host today. Congresswoman Seastrand has served in the 104th Congress as one of the most tireless, committed, and effective Members. It's a pleasure to be here today and certainly in your district.

Congresswoman Seastrand, please continue.

Ms. SEASTRAND. Well, good morning. And to our Jewish community and our friends here that are with us, I just want to recognize that it's your highest holiday, Yom Kippur. And I just wish you the best today.

I thank everyone for coming today. This is the seventh in a series of field hearings on national drug policy and how that policy affects us locally.

I asked the subcommittee of the House Committee on Government Reform and Oversight to hold one of the field hearings here

on the central coast to learn more about our local drug concerns and what is being done to address them. The information, as our chair has stated, will be taken back to Washington, and it will help us formulate Federal policies that will better assist California in its efforts to combat drugs.

Our goal is to both enhance effective programs currently in place and formulate new and innovative solutions for the future. This morning, we hear testimony from three distinguished panels, including witnesses who are on the front lines of the war on drugs every day.

Let me welcome all of our witnesses. It is a privilege to have you here. I think we're going to hear a lot as the proceedings unfold. And let me mention those Members of Congress who have joined us here today, all outstanding leaders in the drug war. They are Denny Hastert of Illinois; Mark Souder of Indiana; and John Shadegg of Arizona.

Before we begin hearing testimony, I would like to take a moment to outline the magnitude of the problem presented by drug abuse and drug trafficking.

The National Household Survey on Drug Abuse reported that drug use among our Nation's youth age 12 to 17 years had dramatically risen since 1992. And as was earlier commented, marijuana use has doubled, cocaine use has gone up three times the level it was in 1992.

Fifteen thousand more young people visited emergency rooms for drug-related problems in 1985 than in 1982. And here in our own back yard, in 1995, there were over 1,000 drug arrests in Santa Barbara and more than 700 in San Luis Obispo.

This increase in drug abuse is simply frightening and completely unacceptable. It is disheartening to see the turnaround of a longstanding trend toward a decrease in drug use among our young people. Throughout the 1980's and early 1990's, drug use fell. And now, the drug culture seems to be on the verge of a strong comeback.

Well, I hope to learn two things from the activists who have joined us here today. First, what programs have you found successful that might work well in other communities? Second, how can the Federal Government help you in your efforts or, perhaps just as important, stop hindering your efforts?

If my colleagues and I can take that information back to Congress, it will help us bring the national drug strategy in line with the needs of the communities, where the real action in the drug war has to happen. Law enforcement officers and State officials are important segments of the community that the Federal Government must work with in unison. We need to learn about the success of our community-based and statewide programs so that the Federal Government can effectively assist California in combating drugs.

And before we proceed, I want to thank the National Interagency Counterdrug Institute and the National Guard Bureau for hosting us today. The institute, in the words of Col. Louis Antonetti, "provides unique programs designed to teach our students how to plan, coordinate multijurisdictional and inter-agency counterdrug and support organizations and operations and programs that utilize

military resources." This organization helps provide cohesion and focus, and we are fortunate to have this organization.

As we seek to build upon successes, learn from the problems here on the central coast, Congress has in the meantime jump-started the drug war at the Federal level. For fiscal year 1997, we have appropriated $7.1 billion for the Nation's antidrug efforts.

And this funding included increasing the Drug Enforcement Administration's budget by more than $173 million. And additionally, a new $75 million initiative will be established to stop drugs at source countries, and $56 million initiative will target drugs currently pouring over our Southwest Border.

It's my sincere hope that what we take with us here today at this hearing will greatly enhance the stepped-up war on drugs. Only in a unified, broad coalition of support from the Federal, State, and local level in our communities, can we hope to win this terrible and costly war.

And I thank the gentleman for being here today. Welcome.

Mr. HASTERT. Thank you, Congresswoman. Certainly, in your other career as both a teacher and a State legislator, you've been very much involved with us. And we appreciate your passion to solve this problem and certainly the leadership in Congress to do that.

I would now like to welcome my good friend, Mark Souder, who is also a neighbor in a neighboring State of mine, in Indiana. So Mark, welcome.

Mr. SOUDER. Thank you. One of the things that is really helpful to do in the field hearings is to hear in the beginning how the drugs are getting into the different areas and then hear from grass roots activists how they're trying to deal with it.

It's often in Washington we can get into contemplating our own navel and self-obsession on the east coast. One of the things that Andrea does in our freshman class is always remind us that there's a California over on the other end of the world. And it's important for us to get out here and to hear that.

We were in Hollywood on Saturday for a hearing more focused directly on the movie and entertainment industry, but we debated about going down to San Diego. We debated up farther on the coast. But this is a good location, for several reasons. One is that we can have both the San Francisco, L.A., as well as the southern California people there and get more of a perspective of the whole coast.

Often when we do some of the big city hearings and we hear about some of the problems in the bigger cities, we don't hear how the drugs are flowing from there and threatening a lot of the smaller-sized cities in more rural areas.

And the growing threat to the military is that we're also concerned about—there has also been a steady flow of questions for about the last 30 days, and it was just some sort of a political thing. Well, it's somewhat of a political thing, because the amazing thing about politicians, we're usually last to discover what the people at home and in the neighborhoods are talking about.

In 1989, Washington was obsessed with the drug problem, and they thought that by throwing a whole bunch of money at it, the whole drug problem went away. And for politicians to acknowledge

from about 1989 till now that the drug problem hadn't gone away would have been an acknowledgment that somehow, we failed as politicians. But the grassroots, it never went away.

And particularly in the last 2 years, it has gotten really violent. We see the—you've heard the statistics about the prices dropping, the purity up, and the pressures—hometowns and back in the neighborhoods, this was a grassroots policy driven up to where every politician is all of a sudden talking about it.

The two parties are competing to see who can do the most about it. And hopefully, that will be good for our country, because we have ignored it. And it's threatening all of our families and our homes. And I thank Andrea for urging us to come out here and providing the forum and be at the center and we can learn more about the center as well.

Mr. HASTERT. Thank you, Mark. And now, I would like to welcome again my friend, John Shadegg, from Arizona. Arizona has its own deep problems. They have problems along the border. And the Mexican drug cartels are pumping drugs up into this country through the Arizona border.

So, John, I certainly welcome you. Thank you for being with us today.

Mr. SHADEGG. Thank you, Mr. Chairman. It is a pleasure to be here. As a former special assistant attorney general in Arizona, but most importantly as the father of a 14-year-old and a 10-year-old, this is an issue of grave concern to me. And I am pleased that we were able to get testimony on the drug problem in Hollywood on Saturday morning at that hearing.

I am particularly pleased, Andrea, at the distinguished list of witnesses that you have been able to assemble for this hearing. It is, if you go through it, quite startling that you've been able to amass this level of expertise and to bring in experts, as Mr. Souder said, both from San Francisco and from Los Angeles, experts from Customs and the Coast Guard. It is, indeed, quite an impressive group of witnesses.

I am looking forward to our own hearing on October 10 in Phoenix, AZ, where we are going to look at the same issues and hear from some experts there. And then we are going to take a flying tour to Nogales and do an inspection of the border and the border facilities there.

It seems to me that one thing that ought to be mentioned is the dedication that the chairman of this subcommittee, Mr. Zeliff, has brought to this issue. And no one should think that this is an issue which is here because of the political impact of the studies that have been released in the last 30 to 60 days.

In point of fact, this subcommittee, led by Mr. Zeliff, began hearings on this issue literally within days of when we were sworn in on the 104th Congress. We have heard now from witness after witness both in Washington, DC, and across America in various hearings. And there has been a long progression of information and knowledge built as a result of those hearings.

And I think that the recent studies that America is looking at in the popular press simply ratify what we had discovered in our investigative effort beginning 12, 18 months ago. And I think this

is extremely important. I know that this is a grave plague upon our society.

It seems to me that, having grown up in the 1960's and been through a part of that whole debate and listened to my friends—and some of my friends now who say, "Well, we can't win the war on drugs."

And I have political supporters who view that—it seems to me that what we have now discovered, and particularly so with the results of the studies that are coming out now and the information that I expect we will hear today from these experts and the information, Mr. Chairman, and the statistics that you shared in your statement, that one thing is true.

You may define "win" however you choose. And if you define it in a certain way, perhaps it is true we will not win the drug war, particularly if you define it as "eradicate all drugs from our society." But the recent trends in the last 3 years, the dramatic, shocking increase in drug use by every level of our school children in this society and of every single different drug tell us one thing quite clearly—you can lose it.

And it seems to me, we have as a result of having abandoned our efforts, our efforts at source country interdiction, our efforts at drug kingpins, our efforts at stopping drugs and prosecuting drugs here in the United States, we have produced a very dire consequence and one we cannot be proud of.

Again, I am pleased to be here. I look forward to the testimony and commend you, Congresswoman Seastrand, on an excellent series of panels today.

Mr. HASTERT. Thanks. I would now like to introduce our first panel. We have two DEA witnesses here today, Rick Gorman, associate special agent in charge of the DEA's Los Angeles office; William Mitchell is the special agent in charge of the DEA, San Francisco office; John Hensley is the special agent in charge of the U.S. Customs Service; Johnny Williams is the chief patrol agent for the Immigration and Naturalization Service; Capt. James MacDonald is Pacific Area Chief of Staff for the U.S. Coast Guard; Col. Louis Antonetti is currently Director of the National Interagency Counterdrug Institute.

Colonel, we thank you and commend all of you and your staff for what you've done to host this hearing. And we also thank you for the work that you are doing here in assisting counterdrug activities between Federal, State, and local law enforcement agencies. We thank all of you for being here today.

And with that, let me ask you to stand and raise your right hand.

[Witnesses sworn.]

Mr. HASTERT. Let the record show that the witnesses responded affirmatively.

Please have a seat. At this point, I would like to start to our extreme left. And please identify yourself for the record and try to hold your statements to about 5 minutes, and then everything else will be submitted for the record.

STATEMENTS OF RICHARD GORMAN, ASSOCIATE SPECIAL AGENT IN CHARGE, DRUG ENFORCEMENT ADMINISTRATION, LOS ANGELES; WILLIAM MITCHELL, SPECIAL AGENT IN CHARGE, DRUG ENFORCEMENT ADMINISTRATION, SAN FRANCISCO; JOHN HENSLEY, SPECIAL AGENT IN CHARGE, U.S. CUSTOMS SERVICE; JOHNNY WILLIAMS, CHIEF PATROL AGENT, IMMIGRATION AND NATURALIZATION SERVICE; JAMES M. MacDONALD, COMMANDER, PACIFIC AREA, U.S. COAST GUARD; AND LOUIS J. ANTONETTI, DIRECTOR, NATIONAL INTERAGENCY COUNTERDRUG INSTITUTE

Mr. GORMAN. My name is Richard Gorman. I'm the associate special agent in charge of the Los Angeles field division, Drug Enforcement Administration.

Congresswoman Seastrand, Congressman Hastert, and members of the subcommittee, it is a pleasure to appear before the subcommittee today to discuss DEA's efforts against the organized criminal groups who control drug trafficking in California and in the United States.

Before I begin my testimony, I would like to express DEA's appreciation for the support the committee has given us over the years, which has enabled us to work effectively against the world's most sophisticated drug traffickers.

For the sake of time, I will concentrate my remarks on the operations of the major organizations in Colombia and Mexico and provide you with information on what DEA is doing to address these serious problems internationally and in the Los Angeles field division. Then, my colleague, Bill Mitchell, who is the special agent in charge of the San Francisco DEA office, will discuss the drug situation in northern California and the bay area.

In the early 1980's the Colombian drug organizations began to monopolize the cocaine trade in the United States. The syndicates in Colombia realized the way to maximize profits was to control the product from manufacture to wholesale distribution. To that end, the Cali cartel developed sophisticated, disciplined, and compartmentalized cell systems for their entire criminal operational structure.

Both the Cali and Medellin cartels struck deals with traffickers in Peru and Bolivia to buy coca leaf from peasants and process it into cocaine base and ship it to Colombia for further processing into cocaine hydrochloride. Until recently, the Peruvian and Bolivian traffickers were producing cocaine paste that was refined to cocaine base in large, well-equipped labs located in remote jungle operations.

Counterdrug operations during the 1990's successfully dismantled massive conversion labs in Bolivia and Peru, forcing the traffickers to abandon these large operations in favor of small, more mobile laboratories in remote locations.

Also, law enforcement efforts took aim at the air transportation bridge, which was a trafficker's preferred method of transporting cocaine base from the mountainous jungles of Bolivia and Peru to the cartel operations in Colombia. This resulted in the traffickers having to abandon their air routes and resort to riskier transportation over land and water.

The Southwest Border has become the focal point of drug trafficking in the United States. In fact, this 2,000-mile stretch of land along the southern border provides many opportunities for criminals to smuggle cocaine, methamphetamine, and marijuana into the United States.

The organized drug traffickers from Mexico operating along the United States-Mexican border are becoming more brazen and more violent, threatening and intimidating American ranchers, terrorizing local communities, and operating on American soil. During the last 5 years, the Cali cartel has shifted a significant portion of the drug smuggling operations from the Caribbean corridor, which was the epicenter of drug smuggling activities in the 1980's, to Mexico.

The leaders of the Cali cartel first employed transporters from Mexico to ship cocaine into the United States and in so doing cemented a relationship with their Mexican counterparts. Early on, the Mexican transportation groups were paid $1,000 to $2,000 per kilogram for the shipment of services.

They received the cocaine in Mexico from a Colombia transportation group, smuggled it into the United States, and turned it over to the Colombian distribution cell. More recently, the Mexican traffickers have received cocaine instead of cash as payment for services rendered. Receiving up to half of every shipment of cocaine they transported, the Mexican traffickers set up their own distribution organizations and increased their profits dramatically.

The smuggling of cocaine into the United States is now primarily controlled by organized criminal groups in Mexico. Through their alliance with the Colombian traffickers, 60 to 70 percent of the cocaine entering the United States enters through Mexico. Mexican traffickers have replaced United States-based outlaw motorcycle gangs as the predominant force in methamphetamine production and trafficking in the United States.

There is an enormous demand for methamphetamine in the United States, and the youth problem is reaching epidemic proportions. Methamphetamine deaths have risen dramatically in cities such as Phoenix, Los Angeles, and San Diego. Mexico was a source of as much as 50 percent of the marijuana supply in the United States. Mexican heroin is the most prevalent form of heroin available in the Western United States and accounts for 5 percent of the heroin seized in this country.

There are four major criminal groups from Mexico under the umbrella of the Mexican Federation which control the vast majority of heroin and cocaine trade in Mexico. A fifth similar group, headed by the Amezcua-Contreras brothers, is responsible for virtually all of the methamphetamine imported into the United States.

The Tijuana organization is headed by the Arellano-Felix brothers, Benjamin, Francisco, and Ramon, and is headquartered in Tijuana. This group controls smuggling across the border for California and is among the most violent of the Mexican organizations. During 1994 in San Diego, this group was engaged in a turf war over methamphetamine territory which resulted in 26 homicides. Benjamin and Francisco Arellano-Felix are both under indictment on cocaine charges in San Diego, and both remain in Mexico.

The Sonora cartel is headed by Miguel Caro-Quintero. Rafael Caro-Quintero, Miguel's brother, is in jail for his role in the murder

of DEA Special Agent Enrique Camarena in 1985. The Sonora cartel has direct links to the Colombian syndicates and operates smuggling rings in California, Arizona, Texas, and Nevada. Miguel Caro-Quintero is indicted in Arizona and Colorado and remains a fugitive.

The Juarez cartel is headed by Amado Carillo-Fuentes, currently the most powerful figure in the Mexican drug trade. His organization is linked to Rodriguez-Orejuela's organization in Cali, and his family has ties to the Ochoa brothers in Medellin, Colombia. Carrillo-Fuentes is the subject of indictments in both Dallas and Miami and has been a fugitive for 8 years.

The gulf group, based in Metamores, was headed by Juan Garcia-Abrego until his arrest on January 14, 1996, as one of the FBI's 10 most wanted fugitives. After his arrest, Mexican authorities worked quickly to expel Garcia-Abrego to the United States.

Garcia-Abrego's trial began on September 16, 1996, in U.S. district court in Houston on charges including conspiracy to import cocaine, the management of a continuing criminal enterprise, and money laundering. His organization has smuggled well over 30 tons of cocaine into the United States and was distributed as far north as Michigan, New Jersey, and New York.

The Amezcua-Contreras brothers, Jesus and Luis, are responsible for huge quantities of methamphetamine being smuggled into the United States from Mexico. They have been identified as the largest known importers of ephedrine into Mexico and across the United States border. Since September 1992, over 5 tons of ephedrine have been seized from the Amezcua-Contreras brothers.

They have been trafficking in cocaine and methamphetamine in both the San Diego and Los Angeles areas since 1988. This organization operates primarily out of Guadalajara and through agreements with other Mexican trafficker gangs has extended its operations along the United States-Mexican border.

During the past 2 years, DEA has focused our resources and attentions to the Southwest Border and call it the Southwest Border initiative. This initiative combines effort with the Federal Bureau of Investigation, U.S. attorney's office, the Department of Justice, the Border Patrol, and the U.S. Customs Service and State and local authorities throughout the Western United States.

By combining the resources of a number of law enforcement agencies, we have been able to target Mexican trafficker groups, as well as their Colombian counterparts, on both sides of the United States-Mexican border. The Southwest border initiative helps reduce corruption, violence, and alien smuggling associated with drug trafficking activities along the border areas.

This project also utilizes binational task forces from Monterrey, Juarez, and Tijuana, Mexico, along with specially trained Mexican law enforcement units. This provides DEA a solid base for effective law enforcement operations aimed against these international traffickers. DEA has increased investigative activity directed toward these multinational criminal groups which operate along our Southwest border, and focuses on the disruption and dismantling of their organizations.

This cooperation with other law enforcement not only enables us to share intelligence and pursue investigative leads, but also as-

sists other DEA offices in investigations involving these international criminal organizations that are being conducted.

One of the most significant results of the Southwest border initiative has been the culmination of a major case known as Zorro II. This investigation clearly demonstrated the domination of drug trafficking in the United States by groups in both Mexico and Colombia.

The manipulations of these criminal groups were widespread, reaching from the city of Cali, Colombia, to cities such as Detroit, Chicago, Richmond, VA, and Rocky Mount, NC. Hundreds of individuals were employed to transport and distribute drugs throughout the country. This case is historic, because it clearly identifies the absolute dominance of the groups of the cocaine trade of the United States.

Los Angeles is used as a major hub for both the Colombian and Mexican trafficking organizations. Colombian organizations ship the cocaine to Mexico, where the major Mexican drug organizations smuggle it across the United States-Mexican border. The majority of this cocaine is bound for Los Angeles, which is the base of operations for both the Colombian cells and the Mexican trafficking groups.

From Los Angeles, the Colombian and Mexican organizations distribute the cocaine on the west coast and transport it across country for distribution on the east coast. Zorro II is particularly important because for the first time, we dismantled not only United States infrastructure of a Colombian organization producing the cocaine, but we also dismantled the organization from Mexico responsible for the transportation of the cocaine.

During the course of this 8-month investigation, law enforcement offices coordinated and shared information leading to more than 90 court-ordered wire taps. The operation involved several Federal agencies, 42 State and local agencies across the country, and 10 U.S. attorney's offices. As a result of this operation, 156 people were arrested, approximately 5,600 kilograms of cocaine was seized, and $17 million in assets was seized.

When Americans express frustrations about the problems of drug trafficking and violent crime in their communities, they focus their attention on what is visible to them, a crack dealer on the corner or the carjacker on the evening news. Many Americans do not immediately associate these criminal activities as an extension of the international drug syndicates operating overseas.

These international cartels employ thousands of surrogates within the United States to distribute and sell drugs in American cities and towns. And many times, they are gang members who are associated with nationally known and prominent gangs, such as the Bloods, Crips, and Latin Kings.

Drug trafficking and drug abuse have been problems in major cities for many years, and we have paid the price associated with these problems. The cost of substance abuse in New York City alone is estimated to cost taxpayers over 21 cents of every tax dollar they pay for the city.

However, drug trafficking is not limited to America's big cities. Rural America is suffering from many of the same drug-related problems that have turned several urban areas into virtual war

zones. By addressing quality of life issues, by going after the drug dealers, prostitutes, and panhandlers, for example, the police have been able to send a clear message that no crime will escape the attention of law enforcement.

Sociologist James Q. Wilson has written about the "broken window" theory. If we tolerate the small degradations of life, we slowly begin to accept the major erosion of our social values and conditions. DEA subscribes to the philosophy that we have two obligations to the American people, to improve the quality of life by removing violent drug traffickers from the communities, and to immobilize the world's most notorious drug traffickers through complex investigation.

To further that strategy, DEA has established mobile enforcement teams comprised of specially trained agents that can be deployed to America's communities at the request of local authorities.

The DEA's MET teams work with local authorities to dismantle these drug organizations and arrest the criminals, who are perpetuating the senseless violence. By removing them from the community, it has demonstrated that these predators can be held accountable for their crimes and that cooperative efforts between Federal, State, and local agencies can return control of the communities to the citizens.

In April, the Los Angeles field division mobile enforcement team was deployed into the Los Angeles rampart division in a joint law enforcement effort with LAPD, ATF, Immigration, and the California Department of Corrections in full to address drug-related street violence. This deployment was concluded in July and resulted in the arrest of 412 defendants.

In addition to those arrests, the West Lake rampart community experienced overall reductions in major crimes, including 9 percent decrease in aggravated assaults, 31 percent decrease in robberies, and a 51-percent decrease in sexual assaults. Burglaries and burglaries from vehicles were down 27 and 28 percent. Stolen vehicles were down 17 percent.

In an unprecedented act, the citizens of the community invited DEA to participate in the media coverage and dedicated a full-sized billboard to DEA and ATF to publicize their efforts.

San Luis Obispo's major drug trafficking problems have centered around methamphetamine trafficking by Mexican criminal organizations. Since early 1993, these criminal groups have plagued and disrupted the community. In May 1995, the Los Angeles division deployed its mobile enforcement team to the San Luis Obispo County Narcotics Task Force.

Together, they targeted Mexican criminal organizations that had migrated to this area and were involved in the manufacture and distribution of methamphetamine. Intelligence indicated that Mexican traffickers had been using remote cooking sites on privately owned property to manufacture methamphetamine since 1992. Many of these labs are capable of cooking a minimum of 50 pounds of finished methamphetamine per cook site.

As a result of this deployment, 81 individuals were arrested for various drug trafficking and firearms violations. Approximately 77 percent of those individuals were charged with methamphetamine-related charges. Many of these traffickers are linked to the Los An-

geles area Mexican national octopus, comprised of chemical and glassware stash houses and businesses that supply the major Mexican meth labs in rural central and in southern California.

This concludes my statement, and I now yield to my colleague, Bill Mitchell.

Once again, I thank the members of the subcommittee for their support of DEA as we work diligently to attack the criminal organizations that flood our country with drugs.

Mr. HASTERT. Thank you. Mr. Mitchell. And if you could try to hold your remarks to 5 minutes.

Mr. MITCHELL. Absolutely. No problem.

As Richard has already stated, I will focus my remarks on what DEA is doing to diminish the impact of these international drug organizations in the bay area and northern California and describe for you current drug trends in the area.

First of all methamphetamine is the most predominant drug we have in the bay area. Mexican trafficking organizations are continuing to move their methamphetamine manufacturing operations from southern California northward into the central valley and the bay area. California has traditionally led the Nation in the number of clandestine laboratories dismantled each year.

From 1993 to 1994, lab seizures increased over 28 percent here in California. And many of these laboratories were capable of producing over 60 pounds of methamphetamine per cooking cycle. Methamphetamine is currently more available than ever before throughout not only the San Francisco Bay area, but all of California, as well.

In 1991, a pound of methamphetamine sold for approximately $6,000. Today, it can sell for as little as $3,000 a pound. Along with this decrease in price, we have seen a steady rise in purity. Purity levels today can reach as high as 80, even 99 percent pure methamphetamine. Just a few years ago, the average purity was only about 45 percent.

California has moved quickly to enact legislation, by the way, and now has one of the Nation's most progressive chemical control programs and is backed by very aggressive laws. These controls have forced traffickers to search for other ways to obtain ephedrine and pseudoephedrine. And actually, they have succeeded by forcing these traffickers to look elsewhere to obtain precursors. By "elsewhere," I mean other parts of the United States, even overseas.

Cannabis. Although Mexico, as already stated, is responsible for about 50 percent of the marijuana sold in the United States, certain domestically grown cannabis is prevalent throughout California and also through other regions of the United States. Domestically grown cannabis, which we here call "Sin Semilla," without seed, is much more potent and, by the way, much more expensive than Mexican marijuana.

Cannabis ranks as the No. 1 cash crop here in the State of California. And while it is grown throughout the State, it is most prolific in northern California. Plot sizes range from 500 plants to 2,500 plants. And this type of a plot is fairly common. The number of indoor cultivation sites is increasing in rural and urban areas, with cannabis growers using both hydroponic grows and traditional, soil-growing techniques for production.

In traditional soil grows—and this is becoming more and more a problem—cannabis is often planted on privately owned land, as well as Bureau of Land Management acreage, which is located in national parks and forests. DEA's Fresno resident office in the Fresno County narcotics enforcement team last year seized a plot with approximately 7,500 marijuana plants. That's a huge plot, capable of yielding 5 pounds per plant. And this was hidden among bean and squash plants.

All of the 17 defendants arrested in this investigation were Laotian nationals, who are believed to have ties to violent Laotian gangs back in the San Francisco Bay area. And we now are starting to look at them as a potential new threat.

Heroin. In northern and central California, black tar heroin is the heroin of choice. It is marketed to the Hispanic population, and its purity averages about 43 percent. Black tar heroin is controlled by organized criminal groups in Mexico. And Bakersfield, Fresno, and San Jose, in my area of the State, act as primary distribution points in the transfer of heroin into northern California as well as into Oregon and the State of Washington.

Just as the Mexican traffickers find much of their market in the Hispanic community, Asian heroin trafficking organizations utilize the bay area's large Asian community to import Southeast Asian heroin. The traffic of Southeast Asian heroin has traditionally been dominated by ethnic Chinese, who use commercial cargo to ship heroin in 50 to multihundred kilogram quantities to the United States.

Southeast Asian heroin's final destination is usually cities located on that other coast, the east coast, such as New York and Baltimore. But it is also being consumed here, as well, in Los Angeles and San Francisco.

Mr. Chairman and members of the subcommittee, the current drug situation in California and other areas of the United States is serious and must be addressed quickly. We would like to thank you again for the opportunity to testify at this hearing and hope we have left you with a clear understanding of the drug trade in the United States and particularly how the international drug trade impacts you here or us here in California.

More importantly, we want to emphasize that the drug trade is a seamless continuum from the source countries to the streets of our cities and towns. To be successful against these powerful syndicates, we have to apply our resources all along the continuum, from the growing regions of Bolivia and Peru to the syndicate and organizational cells that are responsible for the distribution of drugs into the United States.

Richard and I will now be happy to answer any questions that you might have.

[The prepared statement of Mr. Mitchell and Mr. Gorman follows:]

Testimony of Bill Mitchell
Special Agent in Charge
San Francisco Divisional Office
Richard Gorman
Associate Special Agent in Charge
Los Angeles Divisional Office
Drug Enforcement Administration
before the Subcommittee on
National Security, International Affairs, and Criminal Justice
San Luis Obispo, California
September 23, 1996

Congresswoman Seastrand, Congressman Hastert and Members of the Subcommittee: It is a pleasure to appear before the Subcommittee today to discuss DEA's efforts against the organized criminal groups who control drug trafficking in California and in the United States. Before I begin my testimony, I would like to express DEA's appreciation for the support the Committee has given us over the years, which has enabled us to work effectively against the world's most sophisticated drug traffickers.

This morning we would like to describe the drug trafficking situation in the State of California, give you insight into the workings of the major organizations in Colombia and Mexico, and provide you with information on what DEA is doing to address the serious problems affecting the entire region.

Building an Empire

In the early 1980's, the Colombian drug organizations began to monopolize the cocaine trade in the United States. The syndicates in Colombia realized the way to maximize profits was to control the product from manufacture to wholesale distribution. To that end, the Cali Cartel developed a sophisticated, disciplined, and compartmentalized cell system for their entire criminal operational structure.

The Cali drug bosses were able to combine business acumen with cunning and violence. They also realized that it was necessary to dominate crop production, as well as wholesale distribution. Both the Cali and the Medellin cartels struck deals with traffickers in Peru and Bolivia to buy coca leaf from peasants, process it into cocaine base and ship it to Colombia for further processing into cocaine hydrochloride (HCL).

The coca leaf harvested in Bolivia and Peru, is processed into a pasty substance known as cocaine paste and then flown into Colombia where the paste is converted into cocaine HCL powder, then packaged and shipped by the Colombian cartels to Mexican transportation organizations. Counter-narcotic actions in these countries are having a significant impact on coca processing and transportation, which is changing the drug trafficking situation dramatically.

Until recently, the Peruvian and Bolivian traffickers were producing cocaine paste that was refined to cocaine base, in large, well equipped labs located in remote jungle areas. Many of these labs were

built and financed by the Colombian cartels. They were expensive for the traffickers to operate and provided law enforcement with excellent targets of opportunity. Counter-drug operations during the 1990's successfully dismantled massive conversion labs in Bolivia and Peru, forcing the traffickers to abandon these large operations in favor of smaller, more mobile laboratories in remote locations.

Also, law enforcement efforts took aim at the air transportation "bridge" which was the trafficker's preferred method of transporting cocaine base from the mountainous jungles of Bolivia and Peru to the cartel operations in Colombia. This resulted in the traffickers having to abandon their air routes and resort to riskier transportation over land and water.

Impact of Proximity to Mexico

The Southwest border has become the focal point of drug trafficking into the United States. In fact, the majority of the cocaine in the United States is smuggled across our border with Mexico. This 2,000 mile stretch of land along our Southern boundaries provides many opportunities for criminals to smuggle cocaine, methamphetamine, and marijuana into the United States. The organized drug traffickers from Mexico, operating along the U.S.-Mexican border, are becoming more brazen and more violent, threatening and intimidating American ranchers, terrorizing local communities, and opeating on American soil.

During the last 5 years, the Cali Cartel has shifted a significant portion of their major drug smuggling operations from the Caribbean corridor, which was the epicenter of drug smuggling activities in the 1980's, to Mexico. Drug traffickers in Mexico have had a long history of polydrug smuggling, and their well-entrenched trafficking routes

provided a ready alternative for the Colombian drug lords who were seeking safer avenues into the United States. The leaders of the Cali Cartel first employed transporters from Mexico to ship cocaine into the United States, and in so doing, cemented a relationship with their Mexican counterparts.

Early on, the Mexican transportation groups were paid $1,000 to $2,000 per kilogram for their services. They received the cocaine in Mexico from a Colombian transportation group, smuggled it into the United States, and turned it over to a Colombian distribution cell. More recently, the Mexican traffickers have received cocaine instead of cash as payment for services rendered. Receiving up to half of every shipment of cocaine they transported, the Mexican traffickers set up their own distribution organizations and increased their profits exponentially.

The smuggling of cocaine into the United States is now primarily controlled by organized criminal groups in Mexico. Through their alliance with the Colombian traffickers, 60-70 percent of the cocaine entering the United States enters through Mexico.

Further establishing themselves in the illicit drug market, Mexican traffickers have replaced U.S.- based outlaw motorcycle gangs as the predominant force in methamphetamine production and trafficking in the United States. There is an enormous demand for methamphetamine in the United States and the abuse problem is reaching epidemic proportions. Methamphetamine deaths have risen dramatically in cities such as Phoenix, Los Angeles and San Diego. In Phoenix, deaths attributable to methamphetamine abuse rose 510 percent between 1992 and 1994.

Mexico also remains the number one foreign source for marijuana in this country. In addition, Mexican heroin is the most prevalent form of heroin available in the western United States and accounts for 5 percent of the heroin seized in this country. Much of this drug trafficking is also controlled by five organized criminal groups from Mexico.

The Mexican Federation

There are four major criminal groups from Mexico under the umbrella of the Mexican Federation which control the vast majority of the heroin and cocaine trade in Mexico. A fifth criminal group, headed by the Amezcua-Contreras brothers, is responsible for the majority of the methamphetamine imported into the United States from Mexico.

The Tijuana organization is headed by the Arellano-Felix brothers-Benjamin, Francisco and Ramon. It is headquartered in Tijuana, Baja California Norte. This group controls smuggling across the border to California and is among the most violent of the Mexican organizations, and has been connected by Mexican officials to the murder of Cardinal Juan Jesus Posadas-Ocampo at the Guadalajara airport in 1993. During 1994, this group was engaged in a turf war over methamphetamine territory in San Diego where 26 homicides were committed during one summer as rivals battled for control. Benjamin Arrellano-Felix was indicted on May 2, 1989 in San Diego on charges of maintaining a continuing criminal enterprise which involved the importation and distribution of cocaine. Francisco Arrellano-Felix was indicted in San Diego for possession with intent to distribute cocaine. Both remain in Mexico.

The Sonora cartel is headed by Miguel Caro-Quintero. This group operates out of Hermosillo, Agua Prieta, Guadalajara and Culiacan, as

well as the Mexican states of San Luis Potosi, Sinaloa, and Sonora. Rafael Caro-Quintero, Miguel's brother, is in jail for his role in the murder of DEA Special Agent Enrique Camarena in 1985. The Sonora cartel has direct links to the Colombian syndicates and operates smuggling routes into California, Arizona, Texas and Nevada. Miguel Caro-Quintero was indicted in Arizona for shipping two tons of cocaine from Mexico to Arizona, and he has been indicted twice in Colorado. He remains a fugitive.

The Juarez cartel is headed by Amado Carillo-Fuentes, arguably the most powerful figure in the Mexican drug trade. His organization is linked to the Rodriguez-Orejuela organization in Cali, and his family has ties to the Ochoa brothers in Medellin, Colombia. He previously moved drugs from regional bases in Guadalajara, Hermosillo, and Torreon. Carrillo-Fuentes is the subject of indictments in both Dallas and Miami, and has been a fugitive for eight years.

The Gulf group was headed by Juan Garcia-Abrego until his arrest on January 14, 1996, as one of the FBI's Ten Most Wanted Fugitives. After his arrest, Mexican authorities worked quickly to expel Garcia-Abrego to the United States. Garcia-Abrego's trial began on September 16,1996 in U.S. District Court in Houston on charges including conspiracy to import cocaine, the management of a continuing criminal enterprise and money laundering offenses. The Gulf group is based in Matamoras. This organization has smuggled well over 30 tons of cocaine into the U.S. and has distributed it as far north as Michigan, New Jersey, and New York.

The Amezcua-Contreras brothers--Jesus and Luis--are responsible for huge quantities of methamphetamine being smuggled into the United States from Mexico. They have been identified as the largest known

importer of ephedrine into Mexico and across the U.S. border. Since September, 1992, over 5 tons of ephedrine have been seized from the Amezcua-Contreras brothers. These brothers have been documented since 1988 as trafficking in cocaine and methamphetamine in both the San Diego and the Los Angeles areas. This organization operates primarily out of Guadalajara, but through agreements with other Mexican trafficking gangs, has extended its operations all along the Mexico-U.S. border.

DEA's Response

United States Government efforts to infiltrate and dismantle these organized criminal groups is multi-faceted. DEA has focused our resources and attention to the Southwest border of the United States during the past two years. This initiative will continue for a number of years with combined efforts of the Federal Bureau of Investigation, the United States Attorney's offices, the Department of Justice, the Border Patrol, the United States Customs Service, and state and local authorities throughout the western United States. This combined effort falls under the mantle of the Southwest Border Initiative.

By combining the resources of a number of law enforcement agencies we have been able to target Mexican trafficking groups, as well as their Colombian counterparts on both sides of the U.S. - Mexico border. Within DEA and the FBI, cooperation in the border area has increased tremendously during the past eighteen months.

The Southwest Border Initiative helps reduce corruption, violence, and alien smuggling associated with drug trafficking activities along the border areas. This project also utilizes binational task forces

from Monterrey, Juarez, and Tijuana along with specially trained Mexican law enforcement units. This provides DEA a solid base for effective law enforcement operations aimed against these international traffickers.

DEA's increased investigative activity directed towards these multi-national criminal groups, which operate along our southern border, focuses on the disruption and dismantling of their organizations. This cooperation with other law enforcement not only enables us to share information and pursue investigative leads, but also assists other DEA offices as far removed as New York, Chicago and Miami where investigations involving these international criminal organizations are being conducted.

Operation Zorro II

One of the most significant results of the Southwest Border Initiative to date has been the culmination of a major case known as Zorro II. This investigation clearly demonstrated the domination of drug trafficking in the U.S. by the groups in both Mexico and Colombia. The manipulations of these criminal groups were widespread, reaching from the city of Cali, Colombia, to cities such as Detroit, Chicago, Richmond, Virginia, and Rocky Mount, North Carolina. Hundreds of individuals were employed to transport and distribute drugs throughout the country. This case is historic because it so clearly identifies the absolute dominance of the groups in the cocaine trade in the United States.

Los Angeles is used as a major hub for both the Colombian and Mexican trafficking organizations. Colombian organizations shipped the cocaine to Mexico, where the major Mexican drug organizations smuggled it across the U.S.-Mexico border. The majority of this cocaine

was bound for Los Angeles, which was the base of operations for both the Colombian cells and the Mexican trafficking groups. From Los Angeles, the Colombian and Mexican organizations distributed the cocaine on the West Coast and transported it across country for distribution on the East Coast.

Zorro II is particularly important because for the first time, we dismantled not only the U.S. infrastructure of a Colombian organization producing the cocaine, but we also dismantled the organization from Mexico responsible for the transportation of the cocaine. During the course of this eight-month investigation, law enforcement officers and prosecutors coordinated and shared information gleaned from more than 90 court-ordered wiretaps. The operation involved several Federal agencies, 42 state and local agencies across the country, and 10 U.S. Attorney's offices. As a result of this operation, 156 people were arrested, approximately 5,600 kilograms of cocaine were seized, and $17 million dollars were seized.

Drug Trends in Greater Los Angeles

Attacking Violent Drug Organizations

When many Americans express frustration about the problems of drug trafficking and violent crime in their communitees, they focus their attention on what is visible to them: the crack dealer on the corner, or the carjacker on the evening news. Many Americans do not immediately associate these criminal activities as an extension of the international drug syndicates operating overseas. These international cartels employ thousands of surrogates within the United States to distribute and sell drugs in American cities and towns, and many times they are gang

members who are associated with nationally-known and prominent gangs such as the Bloods, Crips or Latin Kings.

Drug trafficking and drug abuse have been problems in major cities for many years, and they have paid the price associated with these problems. The costs of substance abuse in New York City alone is estimated to cost taxpayers 21 cents of every tax dollar they pay to the city. However, drug trafficking is not limited to America's big cities; in fact, rural America is suffering from many of the same drug-related problems that have turned several urban areas into virtual war zones.

By addressing quality of life issues---by going after the drug dealers, prostitutes and panhandlers, for example, the police have been able to send a clear message that no crime will escape the attention of law enforcement. The esteemed sociologist James Q. Wilson has written about the "broken window" theory: if we tolerate the small degradations of life, we slowly begin to accept the major erosion of our social values and conditions.

DEA subscribes to the philosophy that we have two obligations to the American people: to improve the quality of life by removing violent drug traffickers from their communities, and to immobilize the world's most notorious drug traffickers through complex investigations.

To further that strategy, DEA has established Mobile Enforcement Teams (MET), comprised of specially trained agents, that can be deployed to America's communities at the request of local authorities. The DEA METs work with local authorities to dismantle these drug organizations and arrest the criminals who are perpetrating this senseless violence. By removing them from the community it is demonstrated that these predators can be held accountable for their crimes and that

laboratories were seized in California in 1994, an increase of 28.4 percent over the 415 laboratories seized in 1993. These laboratories were not the small labs that were being seized some years ago, many were capable of producing more than 60 pounds of finished methamphetamine during each cooking cycle.

Methamphetamine is currently more available than ever before throughout the San Francisco Bay area and California. In 1991, a pound of methamphetamine could be purchased for approximately $6,000 the same quantity is now selling for as little as $3,000. Along with this decrease in price, we have seen a dramatic rise in methamphetamine purity levels ranging from 80 to 99 percent up from an average of 45 percent in 1992, 59 percent in 1993, and 72 percent in 1994.

Drug removals and arrests are also key indicators of the trend in methamphetamine production, trafficking and abuse. From 1993 to 1995, the San Francisco Divisional Office showed an increase of 206 percent in arrests of individuals involved in the trafficking of methamphetamine.

California has moved quickly to enact legislation which has made it more difficult for the traffickers to obtain precursor chemicals in California and now has one of the nation's most progressive chemical control programs, backed by aggressive laws. These controls have clamped down on the illicit drug and chemical trades and have forced traffickers to search for ways to preserve their ephedrine supplies. However, traffickers have succeeded in securing precursors from other parts of the United States and the world.

Cannabis Investigations

syndicate and organizational cells that are responsible for the importation and distribution of drugs into the United States.

We thank you Congresswoman Seastrand and members of the Subcommittee for inviting us to appear before you today, and will be happy to answer any questions that you might have.

Mr. HASTERT. Thank you very much. I think what we'll do is complete the whole panel and then ask questions.

Mr. Hensley from Customs?

Mr. HENSLEY. Good morning, Mr. Chairman and members of the subcommittee. It is a pleasure to be here. And I also wish to thank you for the support of our efforts out here in the field.

I would like to talk briefly about the threat in California specifically and then move into what we're doing. The State of California has only 3 percent of the 2,000 miles of Mexican border, and yet 25 percent of the 232 million people that cross into the United States annually cross on California ports of entry.

Nearly 50 percent of all the 2.8 million people living along the entire Mexican-United States border live in the two concentrated areas of Mexicali-Calexico and San Diego-Tijuana. The port of Long Beach, Los Angeles, is the busiest in the United States, third in the world. They process nearly 6 million containers a year. Those containers primarily are coming from the Far East. They're also coming from South America.

U.S. Customs can only search about 2 percent. And when you think about that, that's still about 120,000 containers that were searched in a year, yet that's only 2 percent of the cargo load.

One of the areas that I'm sure Congresswoman Seastrand would be interested in is the 1,500 miles of California coastline, which is virtually unprotected. We concentrate around the ports with our marine program. I know the Coast Guard's out there. But, in fact, we are seeing a resurgence in maritime smuggling, small vessels coming up from Mexico and landing in the central coast area specifically.

We're also seeing some resurgence in the air threat. The California area has over 200 listed airports, another 250 desert landing strips, and about another 600 private landing strips and small airports, which are UNICOM airports, not FAA-controlled.

The threat along the border was at one point pretty well controlled by the aerostats and the Customs Air Program. There has been some deterioration in that net, and so we are now seeing some penetration again, air smuggling coming in from Mexico.

The city of San Francisco seaport also is a large threat area. In fact, the Port of San Francisco still holds the record of 1,000 pounds of heroin entering the United States and being caught at that port of entry.

When you couple all this together, it's a daunting threat in California, what we're seeing. It is estimated that between 100 and 150 tons of cocaine, 4,000 tons of marijuana, and 6 tons of heroin move north through Mexico annually. Of that amount, current intelligence, including that of the height of threat for this year, shows that about 70 percent of that amount moves through and out of Los Angeles. It's the central staging area for the entire Western United States.

The San Diego district's 5 ports of entry along the Southwestern Border process over 2.2 million cars annually. And those average three or four people per car. So the amount of passengers entering the United States, the inspectors have approximately 21 seconds to decide who's right and who's wrong coming through the system.

Just the Port of San Diego alone processes over 1,300 trucks a day of full cargo coming from Mexico, and they attempt to search each and every one of those.

Approximately 65 to 70 percent of all Southwestern Border cases, criminal prosecutions initiated by the U.S. Customs Service are in the California segment of that large border. The Los Angeles corridor, as we call it, has more infrastructure for transportation than any other part of the Western United States and probably the United States as a whole.

And, in fact, to give you a figure on the cargo process through Los Angeles, Los Angeles processes more seaborne cargo than the next five largest ports in the United States combined. And that includes New York.

On what we call the roadkill cases, where State and local set up roadblocks and road convoys, about 35 percent of last year's catches throughout the entire United States had an origin from the west coast, specifically, Los Angeles. Customs is addressing their portion of this threat by working very closely with DEA, State, and locals. The National Guard has become a big partner helping us search cargo in the seaports and land ports throughout the United States.

We have initiated Operation Hardline along the Southwestern Border. The commissioner has reallocated resources from other places within the United States and has beefed up the Southwestern Border with over 500 new inspector positions and approximately 160 agent positions. Those agent positions have generated over 5,000 new cases along that border.

The trafficking organizations, I think, should be of great concern, already spoken to by my companions from Los Angeles and San Francisco. One of the areas that we are looking at is Russian organized crime moving into this area, which is specifically heroin-related, and as already alluded to, the Asian population of organized crime, which is in the heroin market.

And unfortunately, we are seeing a heroin generation of such purity that it has a striking resemblance to the way cocaine started in the United States. Because the injection threat is taken away, because it's strong enough to be snorted or used orally.

What we look at specifically in the Customs Service are the smuggling organizations. And in the southern California HIDTA alone, there are 195 such organizations; 39 import through the air; 9 maritime; and 28 employ all types of crossings. The majority of them, of course, went in border.

The cartels are still moving through this area. We're seeing the combination of the large Los Angeles population, the corridors, the linkage from the southwest and, most formidably, the money organizations which are set up in the Los Angeles/San Francisco area. That is the corridor of the linkage to the Colombian cartels, the money going back south.

I would say in conclusion that we are addressing the Southwest Border threat now. But, as I remember and several other of the panel members probably do also, we have done this before. And what the Government does in a very painful way is shift resources. We declare victory in certain areas. This is my second or third victory on the Southwest Border. We move to Florida. Now, as we

move to the Southwest Border again, we see Florida starting to increase again.

And I would only say that we cannot put our finger in the dike and then pull our finger out of that hole and put it in another dike. We have to continually plug all the holes, whether it's maritime threat, air threat, land border threat, Caribbean threat, and keep the pressure up. Because the cartels, the organized crime members will react to us, and they react very quickly.

And if I could just put it in my own terminology, we look at it as a chess game. And you have to continually move your pieces and capture as many of the enemy pieces as possible. With your support and your help and the cooperation that has been exhibited among all this panel, we hope that we can continue to make a big dent in organized crime and narcotics smuggling. Thank you.

[The prepared statement of Mr. Hensley follows:]

Statement of John E. Hensley
Special Agent in Charge
U.S. Customs Service
Los Angeles, California

Before the
House Subcommittee on National Security,
International Affairs, and Criminal Justice
September 23, 1996

Good morning, Mr. Chairman and Members of the Subcommittee. It is my distinct pleasure to appear before you today to discuss developments in narcotics interdiction in California. Although the Customs Service's mission is extremely diverse, none of the challenges we face is more important than stemming the flow of drugs into this country. I would like to discuss Customs' response to the tremendous increase in narcotics smuggling along the Southwest Border, specifically that portion which is in California. My remarks will include a brief overview of the scope of the problem, as well as what we are doing now to meet the challenge.

The Threat

California is the most populous state in the Union with one in every eight U.S. citizens living here. Of that number,

approximatley half live in the Los Angeles metropolitan basin. Its economy would be ranked 7th in the world if California were an independent country. Of the more than 2,000 miles of border with Mexico, California accounts for only about 3% or 140 miles of that mileage, yet almost 25% of the 232 million people entering the U.S. from Mexico came through Southern California Ports of Entry. Nearly 50% of the 2.8 million people living on the U.S./Mexican Border are centered around San Diego/Tijuana and Calexico/Mexicali.

The Ports of Los Angeles/Long Beach are the busiest in the United States and third busiest in the world. The ports process 5.5 million containers a year and expect to double that in the next 15 years. This is more container traffic than New York, Newark, Miami, Houston and New Orleans combined. Combined with the over 1,500 miles of California coastline, much of which is uninhabited, the threat from the Pacific is formidable. The port of San Francisco still holds the record for the largest U.S. heroin seizure to date. Almost 1,000 pounds were seized coming in from East Asia.

California has two of the busiest airports in the world in LAX and San Francisco International. Couple that with over 1,000 other landing locations in the state including several hundred

clandestine desert airstrips and the air threat is also daunting. As the nation's principal narcotics interdiction agency, Customs faces the tremendous task of confronting Mexican, Colombian and Asian narcotics smuggling organizations head-on.
It is estimated that between 100 and 150 tons of cocaine, 4,000 tons of marijuana, and six tons of heroin move north through Mexico annually. These narcotic products represent an enormous financial investment to the suppliers, but they can only realize dividends if it can make its way to the end user. To reach its final destinations, the narcotics must first be smuggled across the U.S./Mexico border and then transported to the SAC/Los Angeles area of jurisdiction, the area that provides necessary storage and transshipment capabilities. Current intelligence data indicate that approximately 70% of all the cocaine crossing the U.S. Mexican border annually is destined for Los Angeles.

The San Diego District's five ports of entry (POE) make an irresistible target for the necessary smuggling activity. Two factors make this abundantly clear: first, the major drug staging areas of Baja, California Norte's Capital city of Mexicali, Tecate and Mexico's fourth largest city, Tijuana, are just south of the U.S./Mexico border, Second, the yearly voluminous amount

of commercial, commuter and tourist traffic (2,241,574 vehicles in FY95) arriving at the San Diego POEs make the odds of being intercepted very low. These two factors have worked together in the 1ST/2ND QTR FY96 to make the San Diego District's five POEs the most active, as far as narcotics smuggling attempts, and the most successful, in terms of seizures.

In the 1ST/2ND QTR FY 96, the number of narcotics seizures (based upon number of cases) for **all** U.S. Customs Service Southwest Border Ports of Entry placed Southern California's five ports number one in three out of four categories. Approximately 65-70% of all Southwestern Border cases and seizures occur in that portion which is California.

What is more important, however, is that these five POEs serve as a **gateway to the Los Angeles** area which is only 150 miles to the north. A straight shot up the I-5 provides the smuggling organizations with excellent storage facilities as well as an unparalleled transportation infrastructure. Los Angeles continues to be a hub for land transport and is ideally situated for the redistribution of narcotics to their ultimate destinations.

To illustrate Los Angeles' importance as a conduit for narcotics

distribution throughout the nation as well as Canada, one need only refer to "Operation Zorro II." This operation traced cocaine produced by Colombia's Cali cartel as Mexican couriers drove it across the U.S./Mexican border into California, Arizona, and Texas to the stash houses of wholesalers in Los Angeles. They redistributed the cocaine to Colombia street dealers in the Washington Heights section of New York City and in Richmond, Virginia, and to Mexican dealers in the west, in Texas and in Chicago. During the eight-month investigation, the ring moved cocaine with a wholesale value of $100 million. To date, over 120 arrests have taken place and more are expected.

The transshipment from the Los Angeles area through its **multiple corridors** is facilitated by a well-developed freeway system (I-5, I-10, and I-15) which links Los Angeles with Mexico, the Pacific Coast States, and with all the states along the Southwest border and the Gulf of Mexico. In addition, I-15 intersects I-44, I-70, and I-80 which meanders eastward linking Southern California with the rest of the north, central, and eastern United States. Considering this, Los Angeles' importance as a principal destination for inbound drugs which will be stored and subsequently distributed not only throughout the western United

States but to the rest of the country as well is evident. Los Angeles is a Western Terminus for AMTRAK. Intrastate service includes round trips from San Diego-Los Angeles and daily service to Oakland. Interstate trains connect Los Angeles and intermediate points to Chicago and Seattle. Additionally, there is now a bi-coastal train that connects Jacksonville, FL and Los Angeles, CA.

Los Angeles is the point of origin of more cocaine loads than any other United States city. Operations Pipeline and Convoy seizures during FY 95, indicated the Los Angeles area continues to be a major cocaine distribution point. Nationally, during FY95, law enforcement agencies in 28 states reported 477 highway seizure incidents which netted 14,090 kilograms of cocaine. These reports identified California as the cocaine's point of origin in 25% of the national incidents. Further reports indicate 4,074 kilograms (29%) of the seized cocaine transited the Los Angeles area. During the first seven months of FY96, highway traffic officers reported 243 incidents totaling 6,289 kilograms of cocaine. Again, the Los Angeles area was identified as the point of origin for 35% (2,183 kilograms) of the cocaine interdicted during this period.

OPERATION HARD LINE - The Mexican Land Border

Over the past several years, Customs has discovered numerous illegal drug shipments all along the Southwest Border being smuggled in the following areas: passenger vehicles, commercial cargo and conveyances, and pedestrians at the ports of entry; four-wheel drive vehicles and backpackers in between the ports of entry; and private aircraft flying over the border. In addition to these more conventional smuggling routes, there was the discovery of three subterranean tunnels used to smuggle drugs and illegal aliens under the border.

In FY94, Customs saw a dramatic increase in another method of drug smuggling along the Southwest Border known as 'port running." Port runners, driving vehicles loaded with illegal drugs, speed through ports of entry to avoid capture. This violent smuggling method at times has resulted in high-speed chases and gunfire, endangering the lives of federal officers and innocent bystanders.

In response to the increased level of narcotics trafficking and related violence along the Southwest Border, Customs developed a long-term strategy focusing on permanently hardening our interdiction and investigative efforts at the ports of entry. The major operational components of HARD LINE focus on: smuggling in vehicles and commercial cargo; investigations; and

intelligence support. Customs was able to initiate HARD LINE by reallocating some of our own resources. Subsequent Congressional appropriations of $39 million for FY 96 enabled us to continue implementing the initiative.

Implementation of HARD LINE proceeded along many fronts. Port facilities were remodeled to include structural deterrents to port running, such as pneumatic, hydraulic and stationary bollards, jersey barriers, and tire deflating devices. Customs officers picked up the pace of inspections by roving the lines of trucks and cars waiting to enter the U.S. utilizing various "pre-primary" inspectional techniques, such as behavioral analysis, questioning drivers, and running the drug sniffing dogs. We also increased the use of a practice known as the "block blitz", in which inspectors randomly select whole lines of traffic for complete inspection. In addition to facility improvements and operational changes, Customs has acquired high technology, non-intrusive inspectional devices which enable our officers to work more efficiently. A few examples of these devices are the truck x-ray, mobile x-ray, pallet x-ray, "Buster" density meter, laser range finder, and fiberoptic scope.

Customs also reallocated personnel resources and began transferring to the Southwest Border 160 Special Agents from

other areas of the country. These agents have already been instrumental in supplementing our investigative efforts in conducting nearly 5,000 narcotic investigations along the Southwest border. They were also used to increase our participation in numerous controlled deliveries of seized narcotics with the goal of increasing the number of arrests, leading to the disruption and dismantling of the Mexican smuggling organizations.

Customs Aviation Program

The Customs Aviation Program has made significant contributions to our efforts in protecting our Southwest Border from being exploited for illegal smuggling activities. While continuing to deny drug trafficking organizations the option of using our airways to transport narcotics from Mexico into the U.S., Customs aircraft provide valuable support to our investigative and enforcement efforts along the Southwest Border. For example, Customs aircraft, such as the Black Hawk helicopter, provide assistance in addressing the threat of port runners along the Southwest Border as well as supporting the Border Patrol in identifying and maintaining surveillance of suspect traffickers crossing in between the ports of entry. Our aircraft also provide invaluable support to surveillance efforts when

conducting controlled deliveries and pass-throughs from the ports of entry to distribution points throughout California and elsewhere.

Also of note is the contribution that the Customs Domestic Air Interdiction Coordination Center, or "DAICC", has made to Operation HARD LINE. Using aircraft target information obtained by the aerostat radars, the DAICC identifies and monitors suspicious aircraft activity in northern Mexico. This information as to where in northern Mexico drugs are being transported is forwarded to Customs and Border Patrol officers so that they may anticipate where the drugs will likely cross the Southwest Border.

Trafficking Organizations:

This year, in the Los Angeles High Intensity Drug Trafficking Area (LA-HIDTA), in which U.S. Customs Special Agents are actively participating, a total of 245 criminal organizations were identified. Seventy-nine were identified in the manufacturing/distribution of methamphetamine, 138 involved cocaine, 48 in heroin, and 49 in cannabis. Of these groups, 122 are also involved in money laundering, 208 in distribution, 96 in the manufacturing of illegal drugs, and 43 groups involved in counter surveillance and protection/enforcement operations for

other Drug Trafficking Organizations (DTO). The majority of DTO's (52%) operate in the LA-HIDTA are national and international in scope an maintain operations in more than one of the four LA-HIDTA counties. This fact substantiates the premise that the LA-HIDTA is a significant importation and distribution hub.

It has also been determined that the drug trafficking organizations import quantities of drug by means of land, sea, and air. Specifically, **the LA-HIDTA has identified 195 organization which transship drugs by land, 39 import through air conveyances, 9 groups utilize maritime smuggling, while 28 organizations employ all three types of importation.**

During FY95, various intelligence indicators revealed that the Colombian cartels had "contracted" with various Mexican smuggling groups to handle their operations in the United States. This included the collection of drug proceeds and the "bulk shipment" of the money across the border. Sources have indicated that the Colombia cartels consider the Los Angeles area to be extremly "hot" as evidenced by a shift in trafficking activity coupled with their overall lack of success in utilizing their own resources.

As a result of their long and successful working relationship

with the Colombian cartels, the Mexican cartels have grown in size and stature to the point where they are now a formidable opponent and presently stand alone in our region as "poly-drug distributors". It is the view of the LA-HIDTA that they presently have the capability to supply the demand for marijuana, cocaine, heroin and methamphetamine across half of the country and into the Pacific Northwest.

Over time, the shift to the utilization of the Mexican Cartels by the Colombians is apparently a direct result of our considerable focus on the Colombians' activities within the LA-HIDTA. Throughout FY95, the LA-HIDTA shifted some of its focus and resources to the Mexican side of the equation with considerable success. Intelligence sources have continued to be developed in order to attack this growing threat.

Law Enforcement Partnerships

With the narcotics threat growing and becoming more sophisticated law enforcement agencies cannot individually attack the problem. The strength of each agency and discipline are being joined together. In Southern California there are two major HIDTA's, one along the Southern border and the second one in the Los Angeles metropolitan area. The Southern California Drug Task Force in Los Angeles and Operation Alliance along the

California/Mexico Border are the action arms of these two HIDTA's, Customs, DEA, INS, California Bureau of Narcotics, and dozens of local police and Sheriff's Department have made a major impact on drug trafficking through these task force efforts. Additionally, the California National Guard, which originated the law enforcement/National Guard partnership ten years ago has proven to be an invaluable co-equal in the fight against drugs in California. Hundreds of California guardsmen search cargo in the major ports of entry (San Diego, Los Angeles, San Francisco, etc.) supply intelligence assistance to a number of agencies, and provide logistical assistance across the board.

Conclusion:

During this last year, law enforcement in California has made strides in attacking the drug infrastructure both at the border and in the major cities. In Los Angeles, the HIDTA member agencies and task forces dismantled or disrupted over 70 Drug trafficking organizations. U.S. Customs Operation HARD LINE has increased arrests along the Mexican/California border by over 150% with seizures increasing by an average of 22%. Customs cocaine seizures in Los Angeles have increased this year by over 125% to over five tons. Narcotics traffickers' assets seized by Customs have also increased substantially, topping $15 million in

Los Angeles. Since the first of the year similar successes are being seen in such major cases as the LA-HIDTA led Operation Zorro II which has netted over 120 major arrests this year with more to come.

U.S. Customs will continue to protect the border and do everything possible to keep narcotics out of this country.

Mr. HASTERT. Thank you.

Now, from Immigration and Naturalization Service, Mr. Williams.

Mr. JOHNNY WILLIAMS. Hi. And thanks to all of you for inviting me here today to discuss the Border Patrol's role in this most important topic.

I can't begin today without thanking all of you and your colleagues for providing the resources that have been so necessary in us making the difference on the border that we have in the last couple of years.

The San Diego sector has control of about 66 miles of international border. And with our sister sector, we take over the rest of the southern California's border with Mexico. Our mission is, of course, the interdiction of illegal aliens who are attempting to enter our country and, most important for this committee's work, the interdiction of drugs between the port of entry, which is also a part. We are the primary agency charged with that undertaking, also.

I want to summarize quickly, if I can, and the entire statement is for the record. But our Gatekeeper operation, which this month will herald its second year in operation in the San Diego sector, the Gatekeeper operation is simply a word that embodies the enforcement strategy that's in place in San Diego. It's everything we do down there in order to regain some control on our border.

Gatekeeper could not have begun in 1994 without the work before that of building the fences which one of your colleagues, Duncan Hunter, was so instrumental in providing us with the marks and matting and the support to get that done. And those went into use to support Gatekeeper, along with the stadium lighting. And then came the most important of the resources of all provided by you all, and that is the agents that are set to get the job done.

We started out Gatekeeper with just less than 900 agents. In March of this next year, we will have amassed around 2,000 agents on that southern border in our sector to get the job done.

Before Gatekeeper, there was absolutely no line of demarcation. We didn't even know where the border was. It was an invisible line of entry in the dirt, the soil. The fence provided that line of demarcation. That fence was also very important, because it was not a people fence to begin with. It was a fence to come to control of the vehicle drive-throughs that were occurring on our border. In the San Diego sector alone, we recorded over 900 drive-throughs in a single month on that border.

Before Gatekeeper, the border was chaotic. Crime was alive and well. We teamed up with the sheriff's departments, or the police departments throughout the year to patrol the bandit activity, car theft, drug smuggling, and everything else. It simply was out of control. We had thousands of aliens amassed on the U.S. side of the border every day.

We did our arrest statistics, but besides the arrest statistics, also we remember those of you that were down there, and I recall a number of your staffers that have been down there, on what was left on the border when we got through every night, literally hundreds and sometimes thousands of people, drug smugglers and alien smugglers that bragged about their ability to arrive in Ti-

juana in the morning with their alien or drug cargo and be in Los Angeles that same night.

Those days are gone. No longer will you hear the bravado of those smugglers that make such claims, because it's no longer true. When we began—that first 14 miles in our 66 miles accounted for—just below 50 percent of all illegal alien entries occurred in that first 14 miles. That's why we began in that first 14 miles.

The first 5 go from the ocean to the mountains—I mean, excuse me, the port of entry—accounted for 25 percent of all illegal entry in the United States. In 1994, we began amassing all of the resources that we could find in that first 5 miles to make a difference.

Generation after generation of illegal entries, both drug smugglers and alien smugglers have used that 5 miles because of it's close proximity to the urban environment, the freeway, the warehouses and what have you that lie so close to that particular part of the border. The job was very difficult to begin but we went there with the new technology, as we mentioned, the fences, the lights. We went with a new fingerprint system called IDENT, an ICAD system that helps us monitor the sensory activity.

The most requested piece of equipment for the agents was the IR scope, which they so dearly need. In fact, we started out with about four. We have now raised that up to 32, with the help of the military and from the money you provided and the sensors, not to mention the canines and the checkpoints, a very integrated strategy that went to work.

Since 1991 in our sector alone, we have interdicted over $650 million in narcotics in that 66 miles. I have to say that the Gatekeeper strategy is one of permanence, that we were not—I refuse to give up any of the flanks that we have managed to control each part of the border. We don't give up a flank at all.

One of the reasons we started in the far western side because of that proximity is that we knew that as we amassed our resources there, that the drug smugglers and alien smugglers that chose to enter would have to move eastward. And as they moved each step eastward, the urban environment gave way to much more rural and open environment, raising their risk of being apprehended by officers. Their exposure was greater, and the certainty of arrest became higher and higher.

As you heard today, we have heard of the increase in maritime smuggling that has happened. We have also heard that on our eastern side of the San Diego sector, we have seen increases in drug interdiction. In fact, about 70 percent of our interdictions this year came on the eastern side of our sector, as we have raised that exposure through our enforcement operations.

I have to say that the movement of drugs is key. As my colleagues have said, as they have moved, we have moved with them. As they have tried to take advantage of our vulnerabilities, we have amassed the resources there. By March of this year on the eastern side of our sector, we will increase the size of our agent strength there by three and fourfold. So we will be ready as these drug smugglers try to go to the east.

The partnerships we have forged, I believe, are key. And we have to talk about them today. I take special time to recognize the mili-

tary's support. We could have never done the job that we have managed to do without our military supporters, both JTF–6 and most certainly the immigration support team that Governor Wilson and the National Guard have provided. The roads, the fence building, the support, the LPOP's, they are our eyes and ears on the border. We could not have done the job without them.

DEA, Customs, and FBI, the law enforcement, B&E's, sheriff's offices and local PD's—we know that these drug smugglers are financed greatly. If we can't amass ourselves to fight these drugs, we'll never get it done.

The HIDTA initiative and the Valley Coalition, which is a coalition of 15 agencies that are at work in Imperial County, we're replicating that success now in the east county initiative, again with the same idea that we amass our resources to go to work against these drug smugglers in the east. We're building every day on those kinds of successes.

The Border Patrol and the sheriff's office share the technical coordination for those initiatives, as we target these vulnerable areas to interdict these drug smugglers. We share—the interdiction part of this goes hand-in-hand with investigations and intelligence. As we interdict these smugglers, we turn them over to the investigative agencies for the postseizure analysis.

And we have really made a difference, as you've seen a drop in cocaine in those areas. It is by, of course, no accident. We believe firmly that it has happened because of the coalitions that we have established.

The Customs at the POE and immigration inspectors, we know that if we push between the ports of entry and we increase the pressures at the port of entry, by strategic thinking ahead, we hope to amass the resources there to take down those drug smugglers as they try to come through the ports of entry.

I believe that how we can help and what we can do has been the key for these agencies to come together. At every meeting, no matter what agency it is, whether it's a Federal agency or a local agency, the team effort is, "What can we do to help?" And we have practiced on the term of how do we get to "yes," how do we say "yes" on combining our resources to go to work after these smugglers.

I believe fragmentation of our resources, turf battles, and credit-shopping are ways that we put the ball in the court of the smugglers. We have to stay focused on the job and not get engaged in turf battles. So prevention through deterrence, I believe, is the key to our interdiction efforts on the border. The technology is, of course, the effectiveness multiplier. And, of course, the lasting relationships that we're forging together at agencies are the way that we have to go.

And in closing, let me again say thanks to all of you for providing the resources that have helped us make a difference on the border.

[The prepared statement of Mr. Johnny Williams follows:]

Mr. Chairman and Members of the Subcommittee, I am pleased to appear before you today to discuss our strategy for impeding the flow of drugs across the U.S. border.

I would like to begin by thanking you and your colleagues who worked diligently to provide us with the essential resources to get the job done.

I am very proud of the agents of the San Diego Sector and the detailed agents from all around the country who assist them. Their hard work, dedication and professionalism have made possible the success we have achieved thus far. With the help of state of the art technology, our agents and support staff have brought a sense of order and law to what was a chaotic, out of control border. They have made life much more difficult for the drug and alien smugglers who frequented the border area, and who before Gatekeeper, brought their wares across our borders with virtual impunity. Gone forever are the days when these smugglers could brag about easy access across our borders.

The Border Patrol is the primary federal agency tasked with the interdiction of illegal aliens and narcotics between our ports of entry. The San Diego Border Patrol Sector maintains a highly visible presence on the U.S./Mexico border and also covers 7,000 square miles of land and water boundaries. Nearly 66 linear miles of the Southwest U.S. Border are the responsibility of San Diego Sector, where the Patrol is more than 1,900 (soon to be 2,000) agents strong. Congress has made border control a top priority and has worked to provide the INS with the resources necessary for an enforcement strategy that will make a difference and sustain itself over time—a solid and permanent strategy that will result in our borders being controlled. Our mission

is a focused, step by step approach toward attaining a border that deters illegal aliens, drug traffickers, and alien smugglers.

We appreciate the resources and policy support that Congress has provided in the last three years that have made achieving this goal a reality. Our Gatekeeper operation, which stresses Prevention through Deterrence is on target, and we are seeing record progress in the San Diego Sector.

Based on intelligence reports and actual experience, drug smuggling and alien smuggling are often linked. Many criminal smuggling rings are involved in both. Illegal migrants seeking assistance from alien smugglers often become mules who illegally import large quantities of illicit narcotics as payment for their illegal passage into the United States.

The Border Patrol employs a multi-faceted strategy in conducting enforcement activities in order to deter and/or apprehend alien and drug smugglers along our border with Mexico. At the immediate border, we deploy agents in highly visible positions, we utilize fences, high powered lighting, electronic sensor systems, low light TV cameras, infra-red night vision scopes, helicopters, all-terrain vehicles, canine teams, bicycle patrols, boat patrols, and horse patrols.

We also employ a system of checkpoints situated along major roads and highways leading away from border areas. These checkpoints are highly effective in the interdiction of both illegal aliens and drugs. Under a memorandum of understanding with the Drug Enforcement Administration (DEA), trained Border Patrol Agents have been delegated limited authority under Title 21 that, coupled with limited Title 19 authority from the U.S. Customs Service, allows them to enforce

federal criminal laws related to the illicit trafficking and importation of contraband, including illegal narcotics.

In the past three years, the San Diego Sector Border Patrol has experienced unprecedented growth. We will have increased the number of agents from 800 in 1991 to nearly 2,000 by the end of this year. Since 1994, we have concentrated new Border Patrol Agents in those areas which have experienced the greatest increase in illegal migrant flows.

In October, 1994, San Diego Sector s, Operation Gatekeeper introduced a deterrent strategy. Given the unique and differing terrain of traditionally favored crossing areas, the operation combines an immediate, highly visible border presence with an expanded support structure consisting of stadium lighting, improved fencing, night vision scopes, and electronic sensors. It also incorporates placing pressure on alien smugglers by operating the aforementioned checkpoints on the major roads leading north to Los Angeles and the interior of California. Smugglers safe houses have also been targeted. Since Operation Gatekeeper began in October 1994, illegal entries in San Diego s Imperial Beach area, historically the most heavily trafficked illegal entry corridor in the entire United States, have dropped 60 percent. Local law enforcement officials attribute the decrease in crime in several communities in part to Operation Gatekeeper.

We are continuing to expand the use of technology in support of our agents in San Diego Sector. For example, we have installed IDENT, a computer identification system that enables agents to easily photograph, fingerprint and gather information about the aliens that they apprehend. We currently have IDENT terminals at every

Border Patrol Station, Checkpoint and processing center in the San Diego Sector. The IDENT system also provides agents with a real time look-out system for known criminals. IDENT s cumulative database tracks repeat offenders and will allow us to monitor alien migration patterns in order to respond with necessary tactical and strategic changes.

We have found infra-red night vision equipment to be an extremely valuable and effective asset. Since 1993, the San Diego Sector has tripled the number of long-range, infra-red night vision scopes in use. We now have 34 scopes assigned to our Sector. This does not include additional equipment obtained from military sources.

A large portion of the Border Patrol s drug seizures and a tremendous amount of real-time intelligence are a direct result of the use of electronic sensors placed along remote smuggling routes in the border area. Over 850 sensors are now deployed in San Diego Sector. These sensors, which can function as infra-red, seismic or metallic detection devices, are also monitored by computer. The information is then stored in a computer database. The ICAD, or Intelligent Computer Aided Detection System, provides data on sensor activation and apprehension patterns. This information is extremely valuable and is used by field supervisors in order to effectively deploy agents in high traffic areas at peak times.

The Border Patrol Canine Program is another example of our commitment to controlling the flow of narcotics and undocumented aliens across our borders. We have 18 Service dogs in San Diego Sector trained to locate concealed people and narcotics. The canines operate throughout the San Diego Sector with the majority at our checkpoints. Thus far in Fiscal Year 1996, these canines have accounted for drug

seizures valued at nearly $18 million. In 1995, Border Patrol Canines detected $21.8 million worth of illegal drugs, $212,000 in drug contaminated cash and 768 undocumented aliens concealed in vehicles. As part of our interagency initiatives, our canine units have responded to 77 requests for assistance from other law enforcement agencies since 1995.

The volume of San Diego Sector drug seizures has climbed steadily from 16,000 pounds of marijuana in Fiscal Year 1991 to 68,000 pounds of marijuana in 1995. These interdictions have provided critical leads to the investigative agencies, contributing to the disruption of drug trafficking organizations and independent smugglers alike. The dollar value of San Diego Sector Border Patrol drug seizures since 1991 is nearly $650 million. More importantly, there is no dollar value that can be attached to the problems that would have been caused by these illicit drugs had they been allowed to reach our streets and our schools.

San Diego Sector Narcotics and Currency Seizures 1992-1996

	1992	1993	1994	1995	1996
Marijuana(lb)	37,642	56,582	59,853	68,539	47,058
Cocaine(lb.)	7,524.7	1,268.1	880.2	1,735.5	346.9
Heroin (oz)	136.9	15.3	31.4	5.1	5.3
Other (lb.)	215.6	150.0	558.3	195.1	144.0
Currency	$623,193	$624,481	$1,607,943	$403,850	$110,120

These seizures were made as part of our primary mission, which is controlling the border through effective deterrence and interdiction. To give a further indication of the magnitude of our workload, Border Patrol Agents nationwide made nearly 1.3 million arrests in 1995. Of that staggering number of apprehensions, 524,231, or 40 percent of the arrests of illegal immigrants *in the entire United States* were made by San Diego Sector Agents in 1995.

The San Diego Border Patrol sector is a very active member of the California Border Alliance Group (CBAG) and its Southwest Border High Intensity Drug Trafficking Area (HIDTA) Initiative. This Eastern San Diego County Initiative focuses on the interdiction and disruption of narcotics trafficking in the East County, and is a basic and indispensable part of the overall regional plan. Shared jurisdictions within the operating area include those of the U.S. Border Patrol, U.S. Customs, U.S. Forest Service, Drug Enforcement Administration (DEA), U.S. Bureau of Land Management, California Highway Patrol, California Bureau of Narcotics Enforcement, and San Diego Sheriff s Department, all of whom participate in this initiative. The official mission of this aligned group is to detect, deter, and disrupt narcotics trafficking.

Thus far in 1996, due in part to the terrain denial tactics implemented by the Border Patrol in the western area of San Diego County, approximately 20 smuggling organizations have shifted their operations to the East County. The Border Patrol has seized more than 34,000 pounds of marijuana this year in the East County alone. The Patrol has also established checkpoints on State Route 94 in Dulzura, California and on Interstate 8 near Pine Valley, California to further deny traffickers easy passage to

San Diego, Los Angeles and points north.

The following are objectives from the National Drug Control Strategy that this initiative addresses:

- Increase the safety of America s citizens by substantially reducing drug related crime and violence.
- Shield America s air, land, and sea frontiers from the drug threat.
- Break foreign and domestic drug smuggling operations.

In performing all of these tasks, the Border Patrol has formed effective, lasting partnerships with the DEA, the Federal Bureau of Investigation,. Customs, the Department of Defense, the Department of State and a number of foreign governments.

Our CBAG strategy includes these measurable objectives:

- Increasing total drug seizures by 10 percent or causing a price increase or a quality decrease of 10 percent.
- Implementing investigative bridge strategies in conjunction with the enhanced interdiction posture of the Imperial Valley Drug Coalition and San Diego East County Initiative in order to identify and disrupt the flow of drugs to the Los Angeles area and beyond.
- Temporarily increasing and subsequently seeing a decrease in attempted illegal drug movement in East San Diego County and the Imperial Valley between the Ports of Entry, followed by further increased seizures at the Ports of Entry, as routes formerly available to smugglers are denied as a result of enhanced

enforcement.

- Achieving initial operational capability for a Coordination Center for the East San Diego County Initiative, similar in concept an capability to the Imperial Valley Drug Coalition s Law Enforcement Coordination Center (LECC). Ensuring that Regional Intelligence Center support and participation is embedded in the development of the Coordination Center.
- Implementing, to the greatest extent possible, and within budgetary constraints, the Joint Task Force-6 Intelligence Architecture Assessment recommendations, and concurrently initiating or expanding partnership intelligence connectivity with other HIDTA and national intelligence centers.

Our mission, linked with our sister Sector El Centro, covers the entire California border with Mexico. The Imperial Valley Drug Coalition is a multi-agency, intelligence-driven joint task force co-located in the Imperial Valley. Overall control of the task force falls under the purview of the U.S. Attorney s Office. Tactical leadership is provided by the U.S. Border Patrol and the Imperial County Sheriff s Office funneled through the LECC. The concept of operations is based on denying the drug smugglers their traditional routes between ports of entry. The LECC is also the central point for all intelligence gathered and disseminated within the Imperial Valley area of operations. The mission of this alliance is to direct and coordinate interdiction, intelligence, investigation, and utilize prosecution assets to detect, disrupt and dismantle major drug trafficking organizations utilizing the U.S./Mexican border and the Ports of Entry within Imperial County, the eastern

portions of San Diego County, and western Arizona (which is under the Yuma Border Patrol Sector).

Total narcotics seizures for Fiscal Year 1996 through August are as follows:

Marijuana	74,457 lb.
Cocaine	6,054 lb.
Methamphetamine	168 lb.
Heroin	59.83 lb.
Ephedrine	28 lb.
Cash	$63,175

Total Street Value: $142,405,984

The San Diego Sector Border Patrol has received significant support from the United States military based on Presidential directives and Congressional legislative provisions stating that the Department of Defense should provide counter-drug intelligence, training, and direct tactical support to existing efforts to curb drug trafficking. Military and National Guard personnel are currently serving as listening post/observation post monitors, intelligence analysts, electronics technicians, vehicle and aircraft mechanics, bus drivers, sensor monitors, low-light television camera operators, infra-red scope operators, and firing range officers. Over the past several years, military and National Guard personnel have assisted INS officers in building over 25 miles of fencing in San Diego Sector. The military construction units have also built roads that allow agents to access the border fence. These roads were

designed and built in areas where roads have never existed before. These roads significantly enhance our effectiveness in the border area.

I also want to express my gratitude to the Immigration Support Team of the California National Guard created by Governor Wilson to assist the Border Patrol in its effort to maintain a safe and secure border within the state of California. Many support positions in San Diego Sector were occupied by Border Patrol Agents, taking them away from their primary responsibility of enforcing laws along our border. These support positions were subsequently filled by California National Guardsmen in an endeavor to make more agents available for front-line assignments.

The Border Patrol also works with Mexican law enforcement along the border in order to stem the dangerous activities of border bandits who prey on migrants, drug smugglers, and other criminals. We have implemented procedures and structures for a more rapid and coordinated response to specific criminal activity in the border area.

The Mexican Government has designated formal police units referred to as Grupo Beta in the San Diego-Tijuana area, and Grupo Alfa in the Tecate, California-Tecate, Mexico area that focus on combating drug and border crime.

In summary, let me say that the mission of the Border Patrol has remained the same: To work in cooperation with other agencies in a mutually beneficial spirit to secure America s borders.

Our enforcement posture is now based on:

- Prevention through deterrence., and to secure America s borders.
- Flexibility to address vulnerable areas employing a comprehensive strategy.

- Technology as a force multiplier.
- Re-deployment of personnel and resources to key border areas.

The U.S. Border Patrol has made clear progress in regaining control of our border with Mexico in the San Diego area. We are advancing each of the key objectives of the border control strategy. We have secured areas of the border where only two years ago, illegal aliens freely entered our country with impunity. We have shut down traditional illegal entry routes, forcing alien smugglers to lead illegal crossers to very remote and rural regions. Illegal aliens and smugglers are now exposed to longer and more arduous entry routes and are subjecting themselves to a greater risk of apprehension. In short, the Border Patrol is successfully raising the cost and difficulty of entering the United States illegally. These efforts have also disrupted former routes for importing illicit drugs. They have forced smugglers to attempt to utilize ports of entry and untraditional routes (e.g. tunnels) to further their illegal activities. Gatekeeper has also forced smugglers into marine smuggling attempts.

Regaining control of our borders is an on-going task. We appreciate the attention of this Subcommittee to the problems we face, and again, thank the Congress for its support of our enforcement efforts.

This concludes my written testimony and I will now answer any questions that you may have.

Mr. HASTERT. Thank you. We look forward to you answering some questions.

Next, Captain MacDonald of the Coast Guard. And, Captain, I might say as we enter into your testimony, the 5 minutes that you have, there has been a question that there is increased dropping off of drugs by sea as the borders get tighter; you might be able to just briefly comment about that. Captain MacDonald?

Captain MACDONALD. Good morning, Mr. Chairman, members of the subcommittee. I'm Captain James MacDonald. I'm chief of staff of the Coast Guard Pacific area and District 11. I'm honored to be here today to represent the commandant of the Coast Guard, Adm. Robert Kramek, and the Pacific area commander, Adm. Roger T. Rufe, who unfortunately could not be here this morning.

It's a pleasure to appear before you today to discuss the Coast Guard's Pacific area transit and arrival zone interdiction operations in support of the 1996 drug interdiction control strategy.

The Coast Guard Pacific area commander's area of responsibility is comprised of approximately 92 million square miles of ocean, which includes the entire Pacific and Indian Ocean, from the tip of Africa to the tip of South America. This, of course, includes the eastern Pacific waters off the coast of Central and South America and Mexico, referred to as the "transit zone."

The transit zone includes a number of maritime routes for a substantial amount of illegal drugs destined for the United States and showcases the necessity to continue robust interdiction efforts in conjunction with the national supply reduction initiatives.

The Coast Guard is lead agency for maritime interdiction, and as the only Federal agency with law enforcement authority on the high seas, plays a key role in support of NDCS' Goal Four, shield America from land and sea frontiers from the drug threat, and Goal Five, breaking foreign and domestic sources of supply.

The Coast Guard is the only agency with the operational flexibility and endurance for rapid response to an array of diverse missions, attributes which are enhanced by our high humanitarian visibility. As the only armed force servicing the law enforcement community, the Coast Guard balances the military capabilities of the Department of Defense and the law enforcement efforts of other Federal agencies.

The goal of our drug interdiction program is to eliminate maritime routes as a significant trafficking mode for the supply of drugs to the United States through seizures and deterrents. Coast Guard cutters, boats, and aircraft conduct routine law enforcement patrols and special operations throughout the transit zone, including waters adjacent to the principal source of transit countries and in the U.S. coastal waters.

The maritime transit zone in the Pacific is wide, vast, and deep. It stretches from the western shores of Colombia and South American countries, as well as the Far Eastern shores of the Southeast and Southwest Asia. The vast distances, lack of natural check points to funnel maritime traffic, and limited law enforcement assets for routine patrol make intelligence critical to our operational successes.

Seven-person Coast Guard law enforcement detachments, called LEDETS, routinely deploy, as boarding teams board U.S. Navy ves-

sels under the operational control of Joint Interagency Task Force East and West. These vessels patrol along the smuggling transit routes.

LEDETS conduct Coast Guard boardings at sea throughout these transit zones, and these are off of Colombia, off of Central America, in support of the Joint Interagency Task Force, South American Operation Laser Strike in Central America, Pacific area LEDETS were also deployed to U.S. Navy patrol boats conducting maritime interdiction operations along the Central and South American coasts. This is an innovative and effective extension of the Coast Guard's unique law enforcement authority.

In the arrival zone, the Coast Guard assets continuously patrol along the west coast in support of all of our operational missions. As in the transit zone, the key to successful maritime narcotics interdiction is cued intelligence.

We fully cooperate with other Federal law enforcement agencies, such as the DEA, U.S. Customs, and Border Patrol, in addition to working with State law enforcement agencies and the local task force. The synergy of our coordinated efforts makes us far more effective than if we were acting individually.

In each successful counternarcotics effort, strong interagency cooperation and tactical cued intelligence play a key role. Additionally, our diplomatic efforts to share information, obtain other nations' support for our operations, are critical. Recognizing the sovereignty of other nations, while requiring their support for overflight and landing rights, short-notice port calls for replenishment of assets, and coordination of efforts is a delicate balance that requires continuous attention.

We need your continued support, oversight, and commitment to help us continually improve our operational capabilities. Thank you for the opportunity to appear before you today. And I would be happy to answer any other questions you may have.

[The prepared statement of Captain MacDonald follows:]

Captain James M. MacDonald, USCG

Chief of Staff

U.S. Coast Guard Pacific Area

Captain James M. MacDonald graduated from the U.S. Coast Guard Academy in 1968 with a Bachelor of Science Degree in Engineering. His early Coast Guard assignments include tours aboard CGC EDISTO in Boston, MA; the Naval Damage Control Training Center in Philadelphia, PA; the Twelfth Coast Guard District Office in San Francisco, CA; and at the Marine Inspection Office in Los Angeles/Long Beach, CA.

Captain MacDonald served as Executive Officer at Marine Inspection Office, Kobe, Japan; and Marine Safety Office Honolulu, Hawaii; and as Commanding Officer Coast Guard Section Marianas, Guam M.I.; and Marine Safety Office San Francisco Bay. He has also served as Division Chief, Merchant Vessel Inspection and Documentation Division at Coast Guard Headquarters, and as Chief, Operations Division for the Eleventh Coast Guard District.

He earned his Masters in Management Degree at Rensselaer Polytechnic Institute, Troy, New York in 1974. Captain MacDonald has been Chief of Staff for the Coast Guard Pacific Area since June 1996.

His awards include Legion of Merit, three Meritorious Service Medals, two Coast Guard Commendation Medals, two Coast Guard Achievement Medals, and the Navy Achievement Medal.

DEPARTMENT OF TRANSPORTATION
U.S. COAST GUARD
STATEMENT OF
CAPTAIN J. M. MACDONALD
ON COAST GUARD PACIFIC AREA COUNTERDRUG ISSUES
BEFORE THE
SUBCOMMITTEE ON NATIONAL SECURITY, INTERNATIONAL AFFAIRS AND CRIMINAL JUSTICE
COMMITTEE ON GOVERNMENT REFORM AND OVERSIGHT
UNITED STATES HOUSE OF REPRESENTATIVES
SEPTEMBER 23, 1996

Good morning, Mr. Chairman and distinguished Members of the subcommittee. I am Captain James M. MacDonald, Chief of Staff of Coast Guard Pacific Area and District Eleven. I am accompanied today by Captain Robert C. Gravino, Pacific Area and District Eleven Chief of Operations. I am honored to represent the Commandant of the Coast Guard, Admiral Robert Kramek, and the Pacific Area Commander, Vice Admiral Roger T. Rufe, who unfortunately could not be here this morning. It is a pleasure to appear before you today to discuss the Coast Guard's Pacific Area transit and arrival zone interdiction operations in support of the 1996 National Drug Control Strategy.

The Coast Guard Pacific Area Commander's area of responsibility is comprised of approximately 92 million square miles of ocean which includes the entire Pacific and Indian Oceans from the tip of Africa to the tip of South America. This of course includes the Eastern Pacific waters off the coasts of South and Central America and Mexico, referred to as the transit zone. The transit zone includes a number of maritime routes for a substantial amount of illegal drugs destined for the United States, and

showcases the necessity to continue robust interdiction efforts in conjunction with national supply reduction initiatives.

The Pacific Area Commander's guidance comes from Admiral Kramek. Vice Admiral Rufe in turn provides strategic guidance to his four operational commanders in the Pacific. He also provides them with assets such as major Coast Guard cutters, aircraft, and Law Enforcement Detachments (LEDETS). Additionally, he provides resources for counter drug work to the Joint Interagency Task Force (West) in Alameda, California; Joint Interagency Task Force (East) in Key West, Florida; and Joint Interagency Task Force (South) in Panama. These commands coordinate interagency interdiction efforts worldwide by fusing intelligence and directing the operational movements of the considerable numbers of various agency assets dedicated to support detection and monitoring of smugglers.

The importation of illicit drugs continues to present a grave threat to the national security of the United States. Effective Coast Guard interdiction operations are vital to the security of our nation and support the 1996 National Drug Control Strategy (NDCS). The Coast Guard is the lead agency for maritime interdiction and as the only federal agency with law enforcement authority on the high seas, plays a key role in support of the NDCS' Goal Four [Shield America's land and sea frontiers from the drug threat] and Goal Five [Break foreign and domestic sources of supply]. The Coast Guard is the only agency with the operational

flexibility and endurance for rapid response to an array of diverse missions - attributes which are enhanced by our high humanitarian visibility.

As the only armed service with law enforcement authority, the Coast Guard balances the military capabilities of the Department of Defense (DoD) and the law enforcement efforts of other federal agencies. The goal of our drug interdiction program is to eliminate maritime routes as a significant trafficking mode for the supply of drugs to the U.S. through seizures and deterrence. Coast Guard cutters, boats, and aircraft conduct routine law enforcement patrols and special operations throughout the transit zone, including waters adjacent to principle source and transit countries, and in U.S. coastal waters.

I am convinced of the continuing value of interdiction as part of the overall National Drug Control Strategy. The solution to the drug problem will eventually be generated by prevention, education, and treatment but in the meantime we need every effort working in concert to keep drugs off the streets. To that end we need the "cops on the beat" at sea that our interdiction forces provide.

THE TRANSIT ZONE: The maritime transit zone in the Pacific is wide, vast, and deep. It stretches from the western shores of Colombia and South American countries, as well as from the far eastern shores of Southeast and Southwest Asia. The vast

distances, lack of natural choke-points to funnel maritime traffic, and limited law enforcement assets for routine patrol make intelligence critical to our operational success.

Interagency estimates indicate about 780 metric tons of cocaine are produced annually in South America, with approximately two-thirds of this amount destined for the U.S. market. These estimates also indicate 70 percent of all drugs enter the U.S. by crossing the Southwest border from Mexico. The Pacific maritime transit corridor from South America into Mexico is estimated to be responsible for transporting 180-250 metric tons of cocaine annually - usually by mothership transfer to smaller delivery vessels.

Although cocaine currently receives the greatest national attention, another significant narcotics threat comes from Southeast and Southwest Asia in the form of marijuana, hashish, and heroin. An estimated 300 tons of hashish are imported to the United States and Canada annually. Asian marijuana is also a significant commodity smuggled into the U.S., with approximately 300 tons imported. An estimated 15-25 tons of heroin are smuggled into the U.S. annually. A significant amount of these drugs are smuggled via maritime means, although the majority of the heroin comes in via commercial containerized cargo as contrasted with traditional mothership loads. Marijuana and hashish shipments are a mix of containerized cargo and traditional motherships.

Seven person Coast Guard Law Enforcement Detachments (LEDETs), routinely deploy as boarding teams aboard U.S. Navy vessels under the operational control of Joint Interagency Task Force East and West. These vessels patrol along smuggling transit routes. LEDETS conduct "Coast Guard boardings" at sea throughout the transit zones. In support of Joint Interagency Task Force South's Operation LASER STRIKE in Central America, Pacific Area LEDET's are also deploying to U.S. Navy patrol boats conducting maritime interdiction operations along the Central and South American coasts. This is an innovative and effective extension of the Coast Guard's unique law enforcement authority.

To assist the Coast Guard's boarding teams in the detection of narcotics hidden in vessels, we have equipped our boarding teams with highly accurate narcotics detection devices such as the IONSCAN, which uses ion mobility spectrometry to detect the presence of microscopic amounts of chemical substances, and CINDI, which is a handheld device used to detect the presence of illegal substances such as cocaine, heroin, and marijuana inside sealed compartments. This technology increases the effectiveness of boardings by providing our boarding teams with accurate, real time information on the presence and location of concealed narcotics.

The total number of seizures in the Pacific certainly do not match those in the Caribbean Basin, but the volume of narcotics

per seizure is generally much larger. This is attributed to the greater distances involved for the trafficker and the increased sophistication required on their part to arrange a shipment.

Just last summer the largest maritime seizure of cocaine in history was made in the Pacific transit zone when the NATALY I was seized with nearly 25 thousand pounds of cocaine on board. This cargo was worth approximately $116 million and was enough cocaine to sustain U.S. demand for about three weeks. The boarding of NATALY I was conducted by a Coast Guard LEDET deployed aboard a U.S. Navy vessel. Intelligence cuing pointed to this vessel as a target, and after a thorough three-day search of the vessel at sea, narcotics were located in a secret compartment whose entrance was concealed by a filled waste oil tank.

Last month, the vessel OYSTER was similarly boarded and searched at sea by a LEDET deployed aboard a U.S. Navy vessel in the deep Eastern Pacific. Only after the vessel was brought to port for a dockside boarding and 15,000 gallons of fuel were pumped out of the fuel tanks was a false compartment with approximately five thousand pounds of cocaine located. The master of this vessel had been repeatedly associated with narcotics smuggling since the 1970's.

THE ARRIVAL ZONE: In the arrival zone, Coast Guard assets continuously patrol along the West Coast in support of all our

operational missions. As in the transit zone, the key to successful maritime narcotics interdiction is cued intelligence.

We fully cooperate with other federal law enforcement agencies such as the Drug Enforcement Administration, U.S. Customs, and Border Patrol in addition to working with state law enforcement agencies, and local task forces. The synergy of our coordinated efforts makes us far more effective than if we were acting individually.

An excellent example was the recent interdiction of the sailing vessel MIRIAMA in Santa Barbara. This vessel was surveilled by the Coast Guard as it approached the harbor and eventually seized in a joint effort coordinated by the Santa Barbara Task Force. This successful interdiction prevented approximately 7,000 pounds of marijuana from entering communities in Southern California.

In Los Angeles, in cooperation with the Maritime Anti-Smuggling Team (MAST), the Coast Guard boarded the vessel OUR SPIRIT and, although no drugs were located, $29,000 in cash along with computerized drug trafficking records, was seized in a coordinated effort. We also continue to receive reports of small inflatable boats crossing the maritime border just offshore between Tiajuana, Mexico and San Diego. Our routine patrols are constantly alert for such traffic, and we cooperate with local agencies during special operations. One-half ton of marijuana was seized last September during such an operation just offshore San Diego.

CONCLUSION: In each successful counternarcotics effort, strong interagency cooperation, and tactical cued intelligence play a key role. Additionally, our diplomatic efforts to share information and obtain other nations' support for our operations are critical. Recognizing the sovereignty of other nations while requiring their support for overflight and landing rights, short-notice port calls for replenishment of assets, and coordination of efforts is a delicate balance that requires continuous attention.

We need your continued support, oversight, and commitment to help us continually improve our operational capabilities. Thank you for this opportunity to appear before you today. I would be happy to answer any questions you may have.

Mr. HASTERT. And at this time, Colonel Antonetti, who's the director of NICI.

Colonel ANTONETTI. Good morning. Mr. Chairman and members of the subcommittee, I am Col. Lou Antonetti, Director of the National Interagency Counterdrug Institute. I want to thank you for the opportunity to testify before the subcommittee on the value of NICI to the battle against illegal drugs and violence that faces our Nation and affects our National security.

With congressional backing, it is my belief as a PEC team of the military and the law enforcement in the community, we will win the battle against drug abuse and create a violence-free society. And we can accomplish that through training. Specifically, interagency training can provide us that reality.

The National Guard Bureau has established three mutually supporting counterdrug training centers, all supported with congressional support. The Regional Counterdrug Training Academy operated by the Mississippi National Guard and supported by Congressman Sonny Montgomery, provides for individual training to narcotics officers working in the small jurisdictions.

The multijurisdictional counterdrug task force training supported by the Florida National Guard and established with the assistance of Congressman Bill Young, trains law enforcement officers working in counterdrug task force operations. The third center is here at NICI. NICI is a one-of-a-kind institute, specializing in interagency training and research services in preparation for the 21st century.

The training is structured so that it lends itself as an open forum for exchanging ideas, successes and failures, and learning about each other's organizations and how they operate. This training is vital to operating in a resource-scarce environment. The institutes's products and services support both the supply and the drug demand reduction strategy identified in the national drug control strategy.

After reviewing the shortfalls of one of the first major military supported law enforcement drug operations conducted on our Southwest border, the chief of the National Guard Bureau and other law enforcement supervisors realized the need for interagency training.

With the support of then Senator Pete Wilson, the National Guard Bureau back in 1990 funded the development of our first course that would enhance the planning and conduct of an interagency counterdrug operation supported by the military.

NICI is the only Federal activity that jointly trains military personnel, law enforcement officers, civilian officials, community leaders, in the processes of applying military resources and ingenuity to counter the supply of illegal drugs, to enhance the effectiveness of drug demand reduction programs, and to coordinate multiagency disaster response efforts. We offer basic, advanced, and executive level courses in all three of these areas.

Additionally, we are creating new initiatives in the international arena. Our supply reduction courses are designed to train law enforcement and the military, upper and midlevel managers, planners and supervisors on the processes involved in planning and conducting effective multiagency counterdrug operations.

The demand reduction courses that we offer are designed to train our students from both the Guard, the Active Forces, the military forces in general, the local community law enforcement, and community-based organizations on how to form community antidrug coalitions. Our military support to civil authority courses focuses on the planning necessary to create an effective interagency response for natural and manmade disasters.

In addition, the institute has developed a specially tailored international version of our military support to civil authorities course under the Partnership for Peace Program. And we will continue other international initiatives in our drug demand reduction and in our supply reduction programs.

As an example, in September 1995, 41 senior representatives from former Soviet and Eastern bloc nations came here to San Luis Obispo and attended our highly successful pilot course on military support to civil authority.

NICI, in conjunction with the Department of Defense, State and National Guards, and Department of Justice is producing a 2-hour satellite broadcast program focusing on the teamwork and support provided to community coalitions across the Americas. We hope to broadcast these programs and other programs like this on a regular basis, expanding our audience to other law enforcement and emergency management communities.

Approaching our seventh year of operation, NICI has trained approximately 6,000 students from Federal, State, and local law enforcement and governmental organizations, the military, both active, Guard, Reserve, and community coalitions. Our students rate the training at 97 percent "good to excellent."

They have overwhelmingly reported that our research and analysis capabilities were beneficial to them personally, as well as professionally to their agency that they represent. Students additionally have written letters citing the value of the networking activities that we provide throughout our training program.

While the institute's headquarters are here at Camp San Luis Obispo, the training program is national and international in scope. We have conducted courses in over 23 States and Panama. Our students have come from virtually every State in the Nation since its inception.

To ensure that our curricula remains current and relevant, NICI has established a counterdrug advisory board which meets annually to review the institute's program and make recommendations concerning the institute's operation. Board members come from various Federal, State, local, and military organizations and agencies that support the institute.

In summary, no democratic society can compete alone with the criminal elements, who are well-financed and are not constrained by the legalities. By sharing resources and expertise, we increase our advantage against a global enemy. We believe that the training, research, and information-sharing services provided by NICI greatly assist in uniting all of the expertise, resources, and national commitment to make this a drug- and violence-free society.

In order to continue being a productive organization and a member of the Nation, we request your support in the following three areas: Designate NICI as this country's principal interagency train-

ing center for counterdrug and military support to civil authority programs; two, continue line-item funding support; and three, provide funding to establish a satellite broadcast center here at the institute in coordination with the multijurisdictional counterdrug task force in Florida, who is the lead for this operation in the National Guard.

Mr. Chairman, this concludes my prepared statement. I'm prepared to answer your questions.

[The prepared statement of Colonel Antonetti follows:]

Testimony for the National Interagency Counterdrug Institute

The National Interagency Counterdrug Institute (NICI) provides the highest quality interagency training to upper- and middle-managers from law enforcement, civilian agencies, communities, and the military.

- While the Institute's headquarters and permanent classroom facilities are located at Camp San Luis Obispo, California, its training program is truly national in scope. It is a federally-funded activity of the National Guard Bureau. NICI students have come from all levels of government and from every state. To provide wider access to NICI's programs, especially by state and local agencies that typically have limited training and travel budgets, NICI conducts several regional "export" course each year at sites across the nation. Previous courses have been conducted in Colorado, Florida, Georgia, Hawaii, Iowa, Kansas, Kentucky, Maine, Maryland, Mississippi, Missouri, New Hampshire, New Mexico, New Jersey, New York, Ohio, Oregon, Pennsylvania, Rhode Island, Tennessee, Texas, Virginia, and Washington.

- Since conducting its first course, NICI has trained more than 6,000 students. The Institute currently offers a basic, advance, executive, and international course in these three areas:

  - Through the **Counterdrug Managers' Course**, NICI provides a significant contribution to the National Drug Control Strategy by training leaders from federal, state, and local law enforcement and the active and reserve component military in the processes involved in conducting joint counterdrug operations.

  - The **Drug Prevention and Demand Reduction Course** further supports the national drug control strategy by training military personnel, law enforcement officers, educators, community leaders, and other members of the drug prevention and demand reduction field in building successful coalitions and integrating resources, especially the National Guard, into drug prevention and demand reduction efforts.

  - The **Military Support to Civil Authorities Course** supports the Federal Response Plan by training federal, state, and local civilian officials and active and reserve component military leaders in planning for interagency disaster response and integrating all available resources, especially those provided by the National Guard. An international version of this course has also been conducted for senior representatives from former Soviet and East-Bloc nations, with simultaneous translation in Russian, to support the Partnership for Peace program.

- Research, analysis, and clearing house functions performed by NICI provide valuable service to the counterdrug, drug prevention and demand reduction communities and to agencies involved with military support to civil authorities. Publications such as National Guard Counterdrug Lessons, The NICI Bulletin, and The Informant have received national recognition for helping units, agencies, and organizations learn which techniques have proven successful and how to avoid the mistakes made by others in the field.

- The need for the types of training and services performed by NICI has been clearly validated by each edition of The National Drug Control Strategy, various GAO reports, the Joint Chiefs of Staff counterdrug support publication Joint Pub 3-07.4, and the "US Army Counterdrug Support Front End Analysis." By providing training, information sharing, and analysis, the Institute's functions help to make counterdrug and drug prevention and demand reduction efforts more efficient and effective. No other federal activity provides joint counterdrug training for military and law enforcement leaders and related information sharing and analytical services.

- The Institute has been widely recognized for excellence in performing its mission. Alumni include numerous police chiefs, sheriffs, and general officers. The Institute obtains constant feedback to ensure that the training remains current, professional, and of the highest quality.

  - A rigorous evaluation regime--designed with the assistance of the U.S. Army War College--is used to assess each instructor and block of instruction as well as the practical exercise that concludes each course. Over 97 percent of the Institute's students have rated NICI courses from "Good" to "Excellent."

  - The Counterdrug Managers' and the Drug Prevention and Demand Reduction Courses have been certified for law enforcement training credit in more than 35 states. (Several states do not have certification programs.) These courses are also eligible for upper-division credit at Louisiana State University, San Jose State University, or Weber State University.

- While the Institute's operating budget is provided through the Department of Defense, it is a truly multi-agency collaborative effort.

  - For the counterdrug programs, the key federal drug law enforcement agencies and representative state and local agencies provide instructors and assist in curriculum development. Instructors are also provided by federal, state, and local agencies and coalitions with drug prevention and demand reduction roles, such as the Center for Substance Abuse Prevention and Community Anti-Drug Coalitions of America.

  - The Federal Emergency Management Agency, the office of emergency services from several states, and local offices of emergency services helped to design and currently provide instructors for the Military Support to Civil Authorities Course.

- Each course is reviewed by an advisory board that meets annually to ensure the curricula are relevant and up-to-date.

  - The Counterdrug Managers' Course and Drug Prevention Demand Reduction Course advisory boards include representatives from the Drug Enforcement Administration, the U.S. Customs Service, the Bureau of Land Management, the U.S. Marshal's Service, the U.S. Department of Health and Human Services, the Center for Substance Abuse Prevention, Community Anti-Drug Coalitions of America, the Federal Law Enforcement Training Center, U.S. Forces Command, U.S. Marine Corps Reserve Forces, and Joint Task Force Six.
  - Advisory board members for the Military Support to Authorities Course include representatives from the Federal Emergency Management Agency, the Army Corps of Engineers, directors of state offices of emergency services, adjutants general, the Interagency Fire Center, the Office of the Under Secretary of Defense (Policy) for Policy Support, the Office of the Assistant Secretary of Defense (Reserve Affairs), and the Department of the Army Director of Military Support.

- NICI is one of three counterdrug training schools operated by the National Guard. The National Guard's two regional schools (the Regional Counterdrug Training Academy in Meridian, Mississippi and Multijurisdictional Counterdrug Task Force Training in St. Petersburg, Florida) are funded under their own project codes in the annual National Security Appropriations. Since fiscal year 1994, NICI has been funded through the discretion of the National Guard Bureau.

- The National Guard Counterdrug activities take place in every state and virtually every community of the United States. In order to continue being a productive organization, we request your support in the following four areas:

  - Secure line-item funding.
  - NICI's full-time staff consists of National Guard members, our instructors come from the respective agency they represent. We need full-time resident staff members from the federal organizations we support.
  - We believe it's important to establish a two-way dialogue with Congress for our students. I invite you and your staff to return as guest speakers and students in the future.
  - Expand distance learning uplink sites that could be used by law enforcement, the community, and the military for expanded training.

COL Louis J. Antonetti/Director/(805) 782-6700

The National Interagency Counterdrug Institute's emblem is a graphic representation of the concept of multi-agency cooperation. It is comprised of four interlocking spearheads joining together to form a single, large spearhead oriented upward. Each of the smaller spearheads is representative of participating organizations :

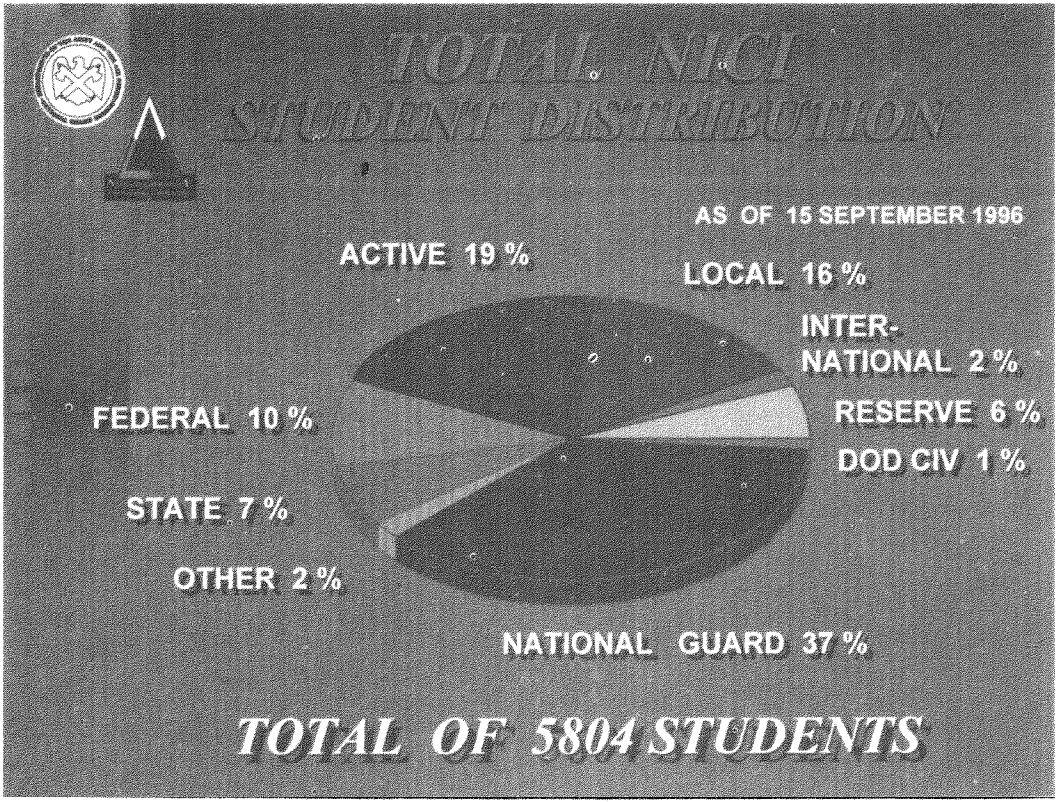
Blue : Local community organizations :
Police departments, schools, city government, businesses, local task forces, etc.

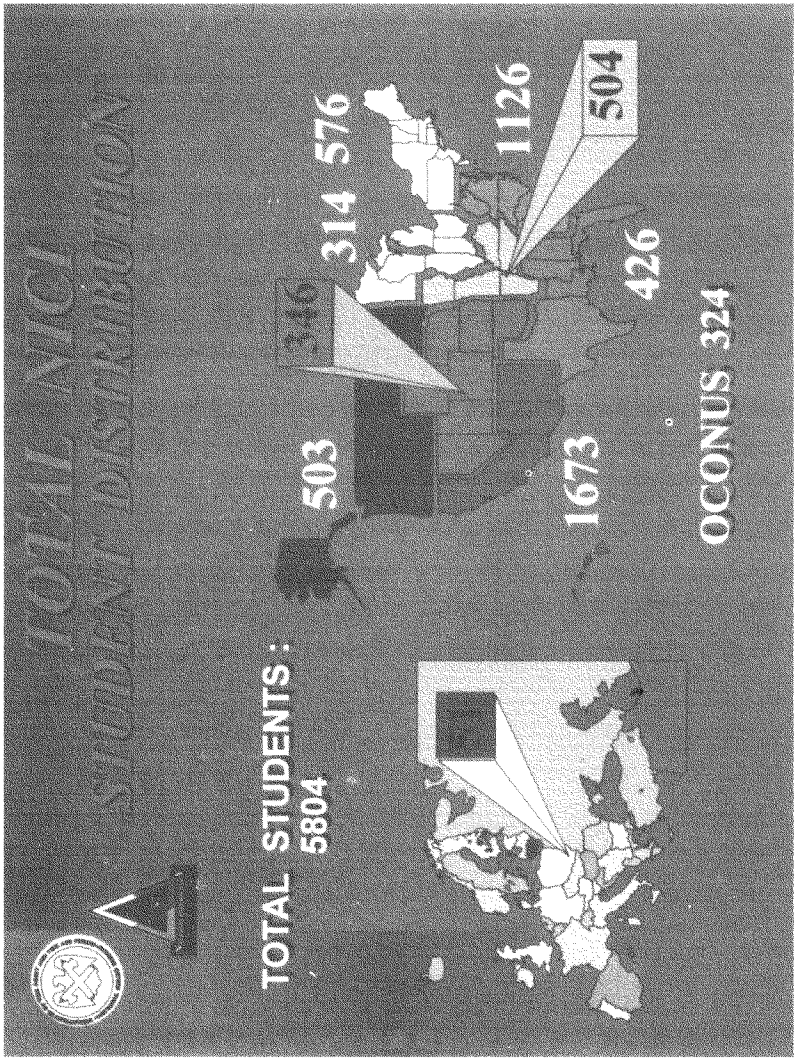
Green : County and state organizations :
County sheriffs and state police, public health agencies, school boards, county and state governments, etc.

White : Federal :
All of the various federal agencies.

Red : Military support :
All branches of the armed services, active, reserve and National Guard

The black arrows emanating from the center of the red spearhead toward the other spearheads depict the use of the military in a supporting role. Each component is outlined in gold to demonstrate its intrinsic and equal value to the effort as a whole.


TOTAL NGCI
STUDENT DISTRIBUTION
AS OF 15 SEPTEMBER 1996
ACTIVE 19 %
LOCAL 16 %
INTER-
NATIONAL 2 %
RESERVE 6 %
DOD CIV 1 %
FEDERAL 10 %
STATE 7 %
OTHER 2 %
NATIONAL GUARD 37 %
TOTAL OF 5804 STUDENTS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5804
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Mr. HASTERT. Have you seen an increased use of dropping off drugs on the central coast area because of tougher situations along the Southwest border?

Captain MACDONALD. Mr. Chairman, we have operated with a number of the civilian agencies, and we have had some successful operations, such as the sailing vessel *Miramar* with the Santa Barbara Sheriff's Task Force in a coordinated effort as they were trying to drop off some marijuana using small rubber boats to the central coast.

But I don't have any information that comes to the Coast Guard that says that the drug trafficking to the central coast is increasing. That's not to say that it is not. However, we have not detected it.

Mr. HASTERT. Special Agent Mitchell, you've said that you see a larger and larger amount of methamphetamine tracked here and actually find that there are cooking places that have their kitchens where it was made. Are the precursors basically coming up from Mexico, or are the precursors coming from here?

Mr. MITCHELL. We could probably say both, sir. There's a lot of ephedrine precursor that comes out of Mexico up to here, but we also see some resourceful—many resourceful traffickers here in the United States ordering incredibly large amounts of pseudoephedrine tablets.

And traffickers can make methamphetamine almost as easily from pseudoephedrine tablets as they can from ephedrine powder. So it comes from both places. There are loopholes in the law, and they are taking advantage of them.

Mr. HASTERT. And did you say that the indigenous-grown marijuana is California's No. 1 cash crop? Did you say that?

Mr. MITCHELL. I did say that. This is the best marijuana on the planet. Back in the 1960's, marijuana was 2 or 4 percent tetrohydro cannabinol. This is producing 24 to 28 percent tetrohydro cannabinol. There's no longer any more safe sex or safe drugs. And that's a very, very profound way of looking at this thing. The marijuana is not a safe drug anymore, not when it's 28 percent tetrohydro cannabinol.

Mr. HASTERT. And that's the same substance that our kids are getting their hands on? The parents basically of the 1960's thought that there was no threat to using it. Statistics said that 63 percent of the parents who used drugs in the 1960's have said that they really don't worry about their kids using drugs. It's a different game; is that correct?

Mr. MITCHELL. Absolutely. It's an entirely different drug.

Mr. HASTERT. One out of every three, is that correct, teenagers said they have tried cannabis, too?

Mr. MITCHELL. Yes. I saw that a couple of weeks ago. It's rather startling.

Mr. HASTERT. Mr. Hensley, you said something about—I think it was dropping off more as the borders get tighter. And you talked about the frustrations of truckloads—thousands of truckloads coming across the border every day. Two questions. Do most of the drugs that you are intercepting come in truck containers, shipping containers, and of course false doors and false sides and those type of things, or are they coming across on the bodies of human beings?

Mr. HENSLEY. The majority come in either passenger cars or in cargo. The problem is that in the late 1980's and early 1990's, they were large loads, 8,000, 9,000 pounds of cocaine in tanker trucks. What the traffickers are doing now is shotgunning us.

And so they'll hit the port of entry with 10 cars within a 30-minute period of time with 50 pounds each. And with the volume of traffic—and there's approximately 135,000 people a day coming through San Ysidro, there's 22 lanes of traffic—the chances are at least a portion of those are going to make it through.

So our searching techniques are now—it's spread about. It's almost like an NFL offense, or if it's a defense, we're spreading our defense out. And it's much harder to catch 50-pound loads than it is an 8,000-pound load.

Mr. HASTERT. Of course, success is only estimated. We don't know absolutes.

Mr. HENSLEY. That's correct.

Mr. HASTERT. What do you think your success rate of intercepting those passenger cars coming on board is?

Mr. HENSLEY. I would not want to put out a number in this committee, because I've had to eat numbers before.

Mr. HASTERT. I understand you. But for our understanding, are you getting half the cars, are you getting 10 percent?

Mr. HENSLEY. I would say we're getting much less than half the cars that are coming through, much less.

Mr. HASTERT. So that's the shotgun?

Mr. HENSLEY. Yes.

Mr. HASTERT. Then finally, what can we do? I mean, what new technology do you have? I mean, there are sensing machines that you can drive cars through and stuff to hook up trucks. Do you need those, or do you have them? Is it something that you hope for in the future? Is the technology there?

Mr. HENSLEY. There are a lot of promises to contractors out there, and some are very promising. And in certain areas, x rays are working very well. Quite frankly, the most productive tools we have are two tools—one in terms of enforcement enhancement of the dogs that we use. They're still the best thing out for there finding loads.

But the most productive are informants in special operations. Probably 75 percent of what we catch is investigatively driven and intelligence-driven. That's where the big loads come from, and that's where we take out the organization.

Mr. HASTERT. So the gentleman from DEA, certainly that's where a lot of your work is and FBI and others are creating the intelligence across the border. Do you have the ability to do the wiretaps and the—now, they're going to digital telephones, the ability to pick up those messages so that you have intelligence and knowing when these loads are coming across the border? I know you all are working constantly. What's your opinion?

Mr. GORMAN. As far as the telephones go, those are probably the biggest problem we have right now. Our biggest problem with cellular telephones and cellular intercepts is the number of ports that are available through the telephone companies—Airtechs, L.A. Cellular. They're very, very limited. And we are limited in our intercepts by the number of ports available.

For example, in Los Angeles, one company has 24 ports available; the other has 12. That's for the whole L.A. County area, and that's all along the western agency's DEA, Customs, FBI, and State and local agencies that have wiretapping authority.

Mr. HASTERT. So the intelligence as far as the ability to pick up a station and most of the customers the phone lines can, is very, very limited, is that correct?

Mr. GORMAN. It's limited. We're doing the best with what we can. We're finding in some cases, we're pulling the line and inserting another, going from one line to another line, trying to keep as many lines available as we can to see what type of intelligence we're getting. That has been very effective for us.

Mr. HASTERT. Congresswoman Seastrand.

Ms. SEASTRAND. Well, I thank Colonel Antonetti for sharing the important work he's doing here and how important it is across this Nation by training law enforcement and being of assistance there. And I was pleased that he gave us a wish list. I think that's why I'm here today and the gentlemen are here with me.

And so I guess I would ask—and I think it would be good to ask about new technologies and such. And I imagine the first wish list would be additional funding for all of your work. And I understand that, and I'll do the best I can. But is there anything else besides the technology, anything else that any of you can say that's a thing to put on that status, a wish list that you would want?

Mr. GORMAN. I would just say, again, if we could get some technology and some cellular telephone intercepts. The technology is there. We just need to be able to expand it. The cost of doing that is very, very expensive. And that probably is—at least from DEA, FBI, and Customs right now, is the predominant problem.

Mr. HASTERT. How about digital technology?

Mr. GORMAN. Digital technology is new and just coming about. We are finding that a lot of digital telephones are having chips that they can put into them, encryptive telephone conversations. The other big problem we're having is the cloning of telephones.

And with the ESing they are getting electronic serial numbers off the phones. Innocent persons that are driving down the highway, they'll pick up the telephone, use that number, and we have got an innocent party who would have been a trade of a loop may have $9,000 worth of phone calls that a caller could have used on their phones. The whole telephone technology, cellular telephones, digital technology, and now we have new technology on phones that are coming about probably in the next year or so, which is going to make it even more difficult for us to do anything.

Ms. SEASTRAND. Anyone else? Yes?

Captain MACDONALD. From the Coast Guard's perspective, I'm sure that the commandant and our chief of operations have previously testified as giving an overview of what the Coast Guard would like. Certainly, one of the things for us here is the efforts of that diplomacy with Mexico, so that we can use their landing fields in particular to extend the range for our aircraft.

Trying to operate in the far reaches that we do to support the DOD effort and JIATF East, JIATF West, is hampered by how far south we can fly and where we have to fly from, which limits the amount of on-scene time we have with those aircraft.

And working with Mexico—and I think a lot of work has been done with Mexico, but it should be a joint operation, obviously, in both the territorial and also the maritime side.

Ms. SEASTRAND. I thank Mr. Williams for bringing the attention of the fence. Being on the central coast here, I've been to the border on several occasions meeting with the Border Patrol agents and many of your fine men and women and see the numbers and what they're up against. And I know that they asked me to bring the message back to the people here on the central coast of California.

And while we see many of what you have to fight on that border and what effect it has here in every which way, both in our schools, the illegals coming across the border and the crime, the environment, all of these aspects, our social services are being tested. I think what I was amazed with is the brave men and women on that border and what they have to put up with.

I think there was one thing they told me is: Please get the message out to your folks at home what we're up against here. We're a full-blown war, and people aren't aware of that. And so I try to bring the message back, but I'm amazed, because many times, the FEM—and especially when I go back to Washington and I have to share this information with colleagues from Indiana, from Illinois, from Ohio who aren't affected by—their constituents and seeing what we're seeing and trying to get that message of why a fence is important.

And on the House floor, as you probably are well aware of, we're negotiating and continuing to see if we can be successful in getting an immigration reform bill. And within that bill is the call for a triple fence and to continue that work. And I know many of us from California have been ridiculed because we're fighting for that fence. I know that it's bringing peace and making peace out of chaos that once was on that border.

When I spoke to agents, they said this was an area where people who are voting with their feet for a better tomorrow are crossing this border, and they have the criminal element raping them, robbing them, and murdering them and that there are many people such as this, and this fence brought some peace.

And I was wondering if you could say a little more so that we can get the message out not only to the gentlemen, my colleagues here at the table, but also for everyone in this room, including the media, not to ridicule that fence, that we're keeping people out necessarily, that the intent is basically to help us bring peace and order.

Mr. JOHNNY WILLIAMS. Yes, I would be glad to comment on that. The fence, of course, is one of the most key elements in the technology phase, as I mentioned earlier, that we kicked off Gatekeeper with. Mainly, the fence is a barrier. The fence is a channeling device. And most importantly in the San Diego area, it prevents vehicular drive-throughs.

We have triple fence in some locations. We have dual fence in some locations. And I should clarify that. Congressman Hunter and I have spoken personally on the triple and double fence. And Congressman Hunter is very clear on the fact that it's not particularly advocacy for a generic fence anywhere on our border, but the type of fence that works in the area that's supplied.

For instance, in San Diego, there are places that we need triple tier fence; some places, we need dual tier fencing. But the fence has long stopped being an item of discussion between the two countries, also, because crime has gone down not only on the United States side, but it has also gone down on the Mexican side. As you recall on your trip down by the beach, the fence actually goes down into the water.

You now see on the Mexican side families that are enjoying their beach area which before was given way to crime, six or seven rapes a day, murders, and everything else occurring.

So the fence is an item of technology. It is not a symbol of anything else. It makes good neighbors, as our fences do in our backyards, but it also does not fence in the front door, which are our ports of entry and the legal way into our country.

That's something that I think we have to emphasize, that the Statue of Liberty has a torch leading the way, but in her right hand is a book of law to come in the front door. And I believe that's what we're talking about when we're talking about fencing. We're not advocating a fence down the whole 2,000 miles, but in locations that it does the best good and the most enforcement strength.

Mr. HASTERT. Congressman Souder? Some of our staff have been there. I very much appreciate that. It's helpful.

Mr. SOUDER. Mr. Hensley, you in your statement said, "There has been some deterioration in the aerostat." Would you—I presume you mean the California border? Could you elaborate what you meant by "some deterioration"?

Mr. HENSLEY. Yes. In the late 1980's and into the early 1990's, we were effective in putting up an aerostat bridge which literally ran the entire Southwestern Border. As some of those aerostats have come down by age, by equipment—there's a couple of them in Arizona; there's some in Texas—the funding has not been there to put those aerostats back up.

And when they have gone up, there has been 5, 6, 8, 9 months with nothing in place other than an old spin radar on the ground. When they have gone back up, they have gone back up with inferior radar and smaller balloons with a smaller footprint.

At the same time, because of necessary funding reductions, our air units have been reduced in size and coverage. So, although we're still there, we are doing an effective job. We don't have as many assets in place. We're not flying as many hours. And the aerostats are not nearly so overlapping as they were in 1990, 1991, 1992.

Mr. SOUDER. Do you have evidence that would be able to establish the differential with the changes in the air net? Do you believe that they in particular were the most effective way to do it? Are you suggesting that having funding for that in particular is the best way to restore the air net, or better radar?

Mr. HENSLEY. Well, I think it's a combination. Yes, we do have evidence. Our number of landings, the actual air intercepts that we have have started to increase. Reports from sheriffs and rural areas such as Bakersfield, Lone Pine, which has been a historic area for us in California, for clandestine landings, we have made seizures up there where we haven't been for years previously.

And so our air center at Riverside is former March Air Force Base, keeps those numbers. And yes, we can definitively show an increase in the number of air intercepts across the border from the earlier period.

Mr. HASTERT. And you would favor that as opposed to upgraded radar?

Mr. HENSLEY. More coverage? Yes, sir.

Mr. SOUDER. Captain MacDonald, are you familiar with—we had a controversy last week about—I think it's an institute analysis study that Admiral Kramek has been working with. And the question hadn't been released. Supposedly, they're still working with that. It apparently alleges that because of cutbacks, we have had an increase in interdiction. Are you familiar with that study?

Captain MACDONALD. I just recently learned about the existence of the study, sir, but I don't know anything about it in detail, and I'm not prepared to answer any questions.

Mr. SOUDER. Did they ask you to input into that at all?

Captain MACDONALD. No, sir, they did not.

Mr. SOUDER. Thank you.

I would like to ask Agent Gorman and Special Agent Mitchell a couple of questions related to the gangs. I think that, Special Agent Mitchell, you said that in the bay area, that the raid in the Fresno area Laotian group that had possible ties to Asian gangs in the bay area?

Mr. MITCHELL. That's correct.

Mr. SOUDER. Could you—and also in the Los Angeles area—give us a little bit of an idea of the relationships between how the predominantly Mexican and Colombian distribution networks interrelate with the Asian gangs? Are they friendly allies at this point? Are they starting to compete for turf, particularly as we see more heroin coming from the south and through Asian authorities? And how does this also relate to methamphetamine?

Mr. GORMAN. As far as the heroin connection itself, that's predominantly heroin from Colombia. And we're finding that is strongly competitive with Asian heroin. So you've got a competition between the two. We're finding also that the distribution of that heroin is being handled in large numbers by the cocaine distribution networks.

Where we're seeing the competition is between the white heroin from Colombia and the black tar heroin from the Mexicans. And we're seeing black tar heroin substantially less expensive than the white heroin from Colombia. The Colombians apparently appear to be trying to get inroads into the market and particularly in the Los Angeles area.

And again, as Mr. Mitchell had mentioned earlier, we're not seeing that that's injecting heroin. They're snorting the heroin, because there's higher purity.

But there's the competition between those two organizations, principally the Asians with the white heroin out of Asia and the Colombians and Mexicans with the white heroin and black tar heroin as far as battling over the prices and availability, all of which are readily available in the Los Angeles area.

Mr. SOUDER. I would like to ask one additional followup on the gang issue. When you talk about the distribution networks, a num-

ber of years ago in working with gang issues in L.A. as a staff director, it was apparent that a lot of juveniles were being used in drug distribution, partly because there were differential penalties and so on.

As it came up here in the central coast and in other areas, do you see it more turning to adult networks now, or is there still heavy usage of juveniles particularly as it fans out from the larger cities?

Mr. GORMAN. We're finding more young adults, young adults and some adults——

Mr. SOUDER. Being defined as 16 to 18, or——

Mr. GORMAN. Seventeen to twenty-five seems to be the age limit. Then we have got the break between the 25- and the 35-year-olds that seem to be the ones that are the organizers and behind it. We still have some of the runners, the younger juveniles that are younger than 16 that are being employed to transport the drugs or to bring them out to the dealers on the streets and things of that sort.

But there's a pretty predominant run from, say, 10, 11, 12 years old up through about 35 years old that we're seeing in gangs. And the gangs are just prolific, particularly in Los Angeles. It's estimated there's over 200,000 gang members in the Los Angeles base alone.

There have been 2,000 identified separate gangs, whether they be Laotians, Vietnamese, Asian, Filipino, Mexican, Colombian, they're just virtually in every area, there's gangs. You can see that in the tagging that goes on in a lot of these areas. People will be tagging street signs, road signs, bus benches, virtually anything, setting up their territories.

Mr. SOUDER. We have really not focused on that issue much in this committee. As we have been redoing the Juvenile Justice Act in the Education Committee, it's important that we look at this, because I know from past background, one of the primary ways that the drugs came into the Midwest had been through an effort partly out of Los Angeles to try to disburse a lot of the juveniles who had been involved in a lot of this in prison systems around the country.

And instead of breaking up the Los Angeles thing, they networked into the Midwest. And it's directly traceable to my hometown, but many of the major cities in the Midwest became sublinks of the Los Angeles system. And I assume that there's kind of a juvenile and an adult system going on here. And it's something we should probably look into.

Mr. GORMAN. There is. And we see an awful lot of—there's an awful lot of trafficking between Los Angeles into the South, Southeast, Midwest, up into Chicago, Detroit areas. As an example, our MET team is deployed in the Antelope Valley right now. And that particular area for a long time was very much of a quiet business, residential community.

A lot of the people from Los Angeles whose children were involved in gangs moved to that area from Palmdale/Lancaster to try to escape the gang influence. And in effect, what they have done now is bring the gangs to that area, because the families moved there with their children to get away from it, and now the gangs

are up in that area. And it's having a very devastating effect on the quality of life inherited.

Mr. SHADEGG. Special Agent Hensley, let me begin with you. As you mentioned, there are aerostat balloons in Arizona, and they have been surrounded by controversy. I was very interested to hear both your reference to deterioration and your discussion with Congressman Souder regarding the loss of effectiveness of the aerostat.

Can you provide or could you provide our subcommittee with—because I'm certain this issue will be debated—evidence as to the success of the aerostats, when they first went up, the deterioration in them, and then as I understood your response to Congressman Souder, you're saying that now they are proving to be effective yet again? Or did I misunderstand that point?

Mr. HENSLEY. What I'm saying is, I still think they are the most effective fence along the Southwestern Border. However, they are deteriorating in terms of the type of replacement aerostat. And as those things get older, they're being replaced with smaller radars, with smaller balloons, with smaller coverages.

So as opposed to an overlap that we used to have, we now have gaps in the system. And the older radars and older balloons, one is Fort Huachuca, which used to have the highest coverage rate and highest up-time of any balloon in the country. And as it ages, it has more maintenance. It's spending more time on the ground.

So there are more opportunities to fly through there. And that's what we're seeing, is more aircraft coming through. We have had two in the last 3 weeks out in the desert offloading, making circles, dumping loads in the desert and then going back in.

Mr. SHADEGG. Senator DeConcini from my State was instrumental in the creation of the aerostat program. And I would say the only question I have in Washington is that the aerostat program has been not that effective. And so your testimony that it is effective but has been deteriorating and, therefore, needs our attention would be helpful. And if you can get me further information on that, I would appreciate it.

Mr. HENSLEY. I would be glad to.

Mr. SHADEGG. Agent Williams, the No. 1 cash crop in California? There are many who argue that our effort to stop domestic production of marijuana is a lost cause, that it just has too many different locations to go after. I guess I would like to get from you your impression of is that a growing—is the marijuana grown here a growing problem or a decreasing problem, and what tools are you finding effective? Are we putting enough resources into that effort, specifically?

Mr. JOHNNY WILLIAMS. I think that an increasing problem here in the State, and I would venture to guess in most other States, could say the same—would say the same thing. They are becoming so sophisticated, the growers, they're able to produce 18-inch buds, which is pure marijuana. There's nothing—there's no residue. There's nothing to throw away. It's all usable crops, so to speak.

Certainly here in California—and I don't mean to get off of the subject, but with proposition 215, the medicinal use of marijuana coming on the ballot, that, too, shows—it's of a growing concern to me as a law enforcement official and as a parent. So I don't think

that too much attention can be paid to the marijuana issue. I can't see it getting any better if we ignore it.

As far as resources are concerned, certainly, DEA has benefited quite a bit in the past year as far as getting additional resources, and we're very thankful for that. I don't think any manager any place would ever say, "Oh, please, don't send me anyone. I have too many people." We always enjoy resources.

There are many, many things we can do up there, but—and I believe it was Mr. Hensley. I'm not certain who stated that informants really are the No. 1 tool. And you can't get away from that, informants and intelligence.

Mr. SHADEGG. I know the National Guard has become very extensively involved in going after domestic production. Is that no longer true?

Mr. JOHNNY WILLIAMS. They still are involved here in the States, the campaign against marijuana production. They still are involved. I'm not certain whether their activity is at the same level as it was before.

Mr. SHADEGG. Agent Williams, I was kind of fascinated. Your testimony seems to be upbeat, and I guess that's a result of the fact that the INS has received significant—very significant—new resources within the last 12 to 18 months. Most of those resources are at least initially targeted at the issue of immigration, are they not?

Mr. JOHNNY WILLIAMS. Exactly.

Mr. SHADEGG. Illegals crossing the border?

Mr. JOHNNY WILLIAMS. Exactly.

Mr. SHADEGG. Explain to me how your efforts are integrated with regard to immigration versus smuggling, drug smuggling.

Mr. JOHNNY WILLIAMS. The Border Patrol are the Nation's interdiction experts between the ports of entry, whether it be illegal aliens, smuggling surveillance, drugs, parrots, whatever happen to be coming through the border because of our intense knowledge of the border and how it works.

The modus operandi, many of the drug families are also alien smugglers. We have seen the rise in, for instance, alien smuggling cost dope at $175 before Gatekeeper up to between $600 and $1,000 per person. So some of the old drug smugglers, the old-day marijuana smugglers, are now engaged in marijuana smuggling and in illegal alien smuggling. So the same modus operandi is in place.

Mr. SHADEGG. And I know the increased effort you're putting in the San Diego area and across, I guess, your 66-mile long sector is creating new concern in Arizona.

Mr. JOHNNY WILLIAMS. Yes.

Mr. SHADEGG. We have not been able to amass the same level of resources to put at the Arizona border. And I think, clearly, the pressure you're putting on the San Diego border area is creating a new problem for us. And I'm actually in a fight to get those kinds of resources and that level of attention focused in Arizona.

Mr. JOHNNY WILLIAMS. I know as we speak today, there's a number of new Border Patrol classes that are destined for Arizona. In fact, we have seen a significant change in the Nogales area as the resources come there. And now, we're in the process of bringing

those resources to the Douglas, AZ, area as they have shifted toward that arena.

The national strategy does include a very step-by-step process. As we gain better control the border in San Diego, you can see as we have tried to put the resources where we were going to be next, which was in Tucson, we believe McAllen and El Paso will also be focal points as we better control the border in San Diego.

Mr. SHADEGG. If I could just have one last question. Captain, it seems to me in reading your testimony, there are two fascinating stories related, maybe more, of seizures involving vessels where the drugs were hidden quite extensively, so far as to create false tanks within other fuel tanks or waste oil tanks.

I know that the Coast Guard's resources have not gone up recently for drug interdiction, but rather have gone down. I guess I would like you to comment on that and also on whether or not—it seems to me the only way you could have made those successful seizures was with intelligence. I take it you would agree that we need to devote greater efforts toward intelligence?

Captain MACDONALD. Yes, we certainly do. As a matter of fact, it may be of interest to the committee here this morning. We have a Coast Guard law enforcement team aboard a Colombian vessel, as we speak, by the name of *Sea Rover of Colombia.* A seven-member Coast Guard law enforcement detachment goes from a DOD asset onto that vessel.

We get permission from the country through the State Department to go aboard and do an extensive search. Those searches are often hampered because the smugglers will create false compartments within the vessel. Some of these vessels are built in the United States. They are converted offshore supply vessels that were built in the 1970's.

And then they will conceal the tank within another smaller tank, so they fill the second tank, if you will, to the top with liquid and prevent you from getting into the concealed compartment. So it takes a lot of coordination and effort to be able to empty those tanks and get in.

One case, the largest maritime cocaine seizure ever, 12.5 tons, was the *Nataly I,* which was just such a converted offshore supply boat. We had to go and empty a waste oil tank, and at the bottom of the waste oil tank, then was the bolted plate to access the hidden compartment, which was built into a fuel tank.

Getting those accesses while you're at sea are hazardous to the people. If you use standard shipyard practices, you go in and gas free those tanks. But those people are doing it while they're out at sea.

We had another seizure, the *Oyster,* which has just been taken to Miami, same way. They were secreted inside the tank. And in that case, we actually had to bring it to Panama and defuel the vessel to get enough free room, because they didn't have enough space in their other tanks to pump off the liquids or pump the liquids around at sea.

So it's a vast area, sir. I think we're certainly using a synergistic relationship with DOD, where a seven-person Coast Guard LEDET can actually turn a naval vessel into a Coast Guard cutter for that

particular boarding, and then they come to our office for the operational control while they're aboard under the Coast Guard flag.

Mr. SHADEGG. Thank you very much.

Mr. HASTERT. I want to thank this panel very much for their expert testimony. And we'll take a 5-minute recess.

[Recess.]

Mr. HASTERT. For the second panel, first, we have Edward C. Williams, who's the sheriff for San Luis Obispo County; is that correct, sir? Yes. And James Brabeck, who is juvenile justice officer for San Luis Obispo—that's the county, also, right, or the city? County. We also have Barry LaBarbera, who's a district attorney for San Luis Obispo County.

We have with us Ms. Victoria Gheza and Mr. Frank Warren, who are with the San Luis Obispo Prevention Alliance. We have Mr. Richard Diaz, who's the gang officer, Santa Barbara Probation Department. And in the audience today, we have three cottage care rehab program folks that have been very successful, especially in the area of recoveries from drug abuse. And they are Kara Daniels, Richard Beyan, and John Aman. And we thank them for being here.

And let me thank all of you for being with us today. And with that, let me ask you to stand so you can raise your right hand.

[Witnesses sworn.]

Mr. HASTERT. Let the record show that the witnesses responded in the affirmative.

We'll start with you, Sheriff.

STATEMENTS OF EDWARD C. WILLIAMS, SHERIFF, SAN LUIS OBISPO; JAMES BRABECK, JUVENILE JUSTICE COMMISSIONER, SAN LUIS OBISPO; BARRY LaBARBERA, DISTRICT ATTORNEY, SAN LUIS OBISPO; VICTORIA GHEZA, SAN LUIS OBISPO PREVENTION ALLIANCE; FRANK WARREN, SAN LUIS OBISPO PREVENTION ALLIANCE; AND RICHARD DIAZ, GANG OFFICER, SANTA BARBARA PROBATION DEPARTMENT

Mr. EDWARD WILLIAMS. Mr. Chairman, members of the subcommittee, Congresswoman Seastrand, I'm Ed Williams, sheriff, coroner, and marshal of San Luis Obispo County. I've been a sworn police officer in California for over 38 years during portions of five decades. I wish to thank you for the opportunity to testify before you on a subject about which I have very strong feelings and, unfortunately, extensive exposure.

The time allotted for me to appear before you does not allow me the opportunity to bring large boxes containing the thousands of research documents I have reviewed, nor copies of the lessons plans and speeches I have developed to train police officers and inform citizens about the impact of narcotic use in our State.

I won't be able to describe to you in detail the total devastation to the lives of people, young and old, from the streets of South Central Los Angeles, where I grew up and subsequently worked as a homicide detective supervisor, to the luxurious homes of the Pacific Palisades in West Los Angeles, nor from the very poor sections of Palm Springs, where I was a commander, to the homes of some of the most wealthy people in this country.

I also won't have time to elaborate upon the helplessness I feel as I watch the hard-working members of my office attempt to deal with the effects of the flood of drugs coming into this country, knowing they will do the same work over again when the defendants are released on bail and eventually given probation on the condition that they participate in a treatment program that admits to a 97-percent recidivism rate.

I do, however, have time to make a few candid statements to you and hope that you receive them in the spirit intended. First, let me tell you that the term "war on drugs" when applied to the Government's response to the narcotics problem in this country, were it not so serious a problem, would almost be humorous.

This is not simply the view of law enforcement, it is the opinion of the criminals we deal with routinely. Most are themselves baffled by the legal gymnastics and lenient sentencing they are given for the very serious crimes they commit. I have personally known criminals who were themselves shocked and confused by a sentence so lenient, they thought it may have been received by mistake.

What can the Congress do about it? I would suggest that Congress decide that the destruction caused by drugs can no longer be tolerated. Congress should withhold Federal funds from States that do not deal directly and seriously with the drug problem.

Congress could stop funding failed programs. Congress should stop funding social programs just because they are packaged as drug prevention programs. If a program is funded for a year, Congress would require proof of its success before it extended their second year.

I don't believe this country can continue to act as if there is a never-ending supply of money available to fund every whimsical program suggested in hopes that there may be some slight reduction in drug use. The fact is that long-term incarceration is cheaper than any alternative, and it allows a defendant time to benefit from treatment without constant exposure to the drug culture on the streets.

Congress could secure our Nation's borders, not with more border patrols using the catch and release policy, as if fishing for endangered species, but with a catch and keep policy to stop the repetitious violations at our borders. I believe a person who violates our borders should be incarcerated for a minimum of 6 months.

We must stop the cycle of people from all over the world walking back and forth across our border at will. The military should be used in an all-out effort against drugs. It is clear that the problem is now so great that such a response is clearly justified. There should be no limitation of military support to Federal and local law enforcement in the war on drugs.

Finally, bring the considerable influence of Congress to bear against those promoting the use of illegal drugs in any form. Members of Congress should take a stand against the legalization of marijuana in California, the promotion of drug use on television by Time-Warner, and the casual statements regarding drugs made by political leaders which imply that narcotics use is not a real problem in our country, and everybody does it.

The fact of the matter is, everybody does not do it. Everybody has not done it. And when everybody does do it, the experiment known as a democratic society will lay in ruins.

I am sure you are very much aware of the magnitude of the drug problem in this country, and many experts will provide you with statistics on the subject. I would ask to introduce two short publications into your record, if that is possible. The first was published this month by Dan Lungren, the attorney general of California.

The booklet deals with the methamphetamine problem in our State. The second was published this year by the California Narcotics Association and is entitled, "Marijuana Is Not a Medicine." This pamphlet combats the argument that marijuana is somehow good for people suffering life-threatening disease.

I want to thank the members of the subcommittee for the opportunity to address you this morning. And I would be pleased to respond to any questions you may have.

Mr. HASTERT. We'll have questions at the end of the panel. Thank you very much, Sheriff.

At this time, I would like to call on Mr. James Brabeck.

Mr. BRABECK. Thank you, Congressman Hastert and Congressman Souder and Congressman Shadegg and Congresswoman Andrea Seastrand. My name is Jim Brabeck. For the last 20 years, I've been a juvenile justice commissioner of this county as an avocation, and I would like to thank Congressman Souder for raising the issue of the political overtones of this meeting, because in the war on drugs, there is no political overtone. It affects both Democratic and Republican and independents and the Green party and everybody else.

Drugs affect every single person in the United States, and I think it's about time that we dealt with this problem in that manner. And everybody in this country is of the same race, and that's the human race. We need to start thinking that way, and we need to start talking that way and we need to start acting that way.

The biggest problem, in my opinion, in dealing with drugs is still even at this late date ignorance. Ignorance is usually referred to as bliss. In this particular instance, it is not bliss. It's very dangerous.

The second biggest problem facing the drug war is apathy. People really don't care, unless it affects them. And I call it the NUIAM theory. It's "not until it affects me," and then it becomes a major issue, and everybody wants something done immediately. And I think that we as a country and as a local community, the only way we're going to ever stop the war on drugs or win the war on drugs is with community action, and that's by getting people informed and involved in what we're trying to do.

It goes across boundaries of law enforcement, education, social programs. It takes everybody in the community to deal with this problem. We have to address, first of all, what the cause of the problem is. And if we can treat it, then we can cure the need for drugs.

And if there is no need, we're going to put these people out of business. And the only way we're going to do that is with community action of a collaborative nature, not caring who gets credit for

what's being done, but making sure that our efforts in doing things are productive and worthwhile.

In our county, we have done that. It has taken 20 years to get to the point where we now have a Children's Services Network that has basically incorporated well over 100 organizations who work together to identify the needs of this community—primarily, it's children—and deal with those needs in a cohesive fashion.

We have had—as a history, we have had sometimes as many times as three or four different agencies dealing with the same problem, unaware that the other three were working with it. That is no longer happening in this county. I'm very proud of that.

One of the issues we have done, too, is to address not just the children with drug problems or the drug use, but the reasons behind it. A lot of times, the problems extend beyond the children to the home. The family members themselves are having problems.

We have what we call Healthy Start Program, that puts services in each community. Presently, it's started in the south county, where the services are available to the residents of that community in their community. For lower income people, transportation's a big deal. For those of us sitting here today, get in the car and drive 30, 40, 100 miles, it's not a big problem. For a lot of lower income groups, for them to go 20 miles is a big deal. That's one of the things that the Children's Services Network has done.

I think that if we're going to make an effort, we have got to get every single man and woman in this country involved in the war on drugs. It's not a single issue, and it's not for a single person to address.

Individually, many of us can make a difference. But I think if we can pull our communities together and address the issue as one cohesive unit in our own neighborhoods, in our own communities, in our own counties and our own States, I think we can win the war on drugs. It's not an easy battle, but I think that if we address it as a community as a whole, we can win it.

In the interest of time, I'll conclude my remarks, because my written testimony is before you. And you can read that at your leisure. Thank you for listening to me.

[The prepared statement of Mr. Brabeck follows:]

Honorable Congressman Zeliff and Honorable Congressional Committee Members,

First of all, thank you for inviting me to testify before your subcommittee. I want each of you to know that I consider it a truly great honor to be here and to participate in this most important hearing.

Secondly, and more importantly, I want to thank each of you individually and collectively for your dedication to public service and especially for your efforts on this committee in addressing, in my opinion, the most serious challenge that has ever faced our great country, the ever growing problem of illicit drugs and its increasing use by juveniles.

I have been a resident of San Luis Obispo County for the past 37 years and have been actively involved in its agriculture, business, education, banking, criminal justice and civic communities. The testimony I offer today is my own and comprises my reflections on all of the efforts that I have been personally involved in, dealing with combating drugs and alcohol abuse in our county, primarily as it relates to juveniles as that is where I have concentrated most of my efforts.

I have been a member of the San Luis Obispo County Juvenile Justice Commission for the past twenty years and have seen the need for many changes in the delivery and service to the Juvenile population of our county. Listed below are many of our efforts in meeting those changes and challenges:

- As far back as 1976 we identified the need for drug awareness in our community and were met with skepticism and resistance. Not a group to be deterred, we wrote a grant to create a seven member Juvenile Services Task Force comprised of a sworn officer from each of the seven incorporated cities within our county to work individually in their local schools as School Resource Officers, primarily in the junior and high school, and to work as a group via a joint powers agreement in dealing with alcohol and narcotics enforcement county wide. We were successfully funded by the California Youth Authority with County Subvention funding for a period of three years. Our initial goal was to have each school district and city see the benefit of taking a proactive roll in educating our juvenile population as to the pitfalls of alcohol and drug abuse and pick up the cost of maintaining the program from their own budgets upon completion of our grant. Unfortunately, with limited budgets, few cities were able to continue to fund a School Resource officer position. However, to the credit of several cities, there is still a Juvenile Services task force operating in the Southern Portion of our County and many cities and school districts have worked together to jointly fund a juvenile officer position for their local schools. The Juvenile Services Task Force was highly successful in bridging the gap with Juveniles in a non confrontational manner and they were able to see sworn police officers as human beings with interests and hobbies similar to their own and were highly receptive to the anti-alcohol and drug message being delivered.

- During this same period we initiated the youth and the law program which allowed officers to explain various laws to Juveniles and allowed the Juveniles to become better aware of the ramifications of their negative actions. Many youngsters today are still unaware of the consequences they face when they violate the law.

- We worked with the County Probation Department in establishing probation outreach officers for each area of our county, North, South and Central. These officers work with the schools in their areas in a proactive roll in addressing potentially problem juveniles. The only negative to this program, which is still in existence is that the demand is almost greater than they can keep up with.

- We initiated the School Attendance Review Board (SARB) which identifies truants and counsels with their families and school districts as to how to best keep them in school. Quite often, the problem extends beyond the student, to his family. Every available resource is used to address the needs of both the students and their families. Programs such as PET (Parent Effectiveness Training) and YET (Youth Effectiveness Training) have been very effective in dealing with dysfunctional youth and families.

- We helped initiate the Court School which takes students referred by the Court and keeps them in School and off the streets. More importantly, it continues their educational process which is important to me because I believe the solution to their problems is through education and not incarceration.

- We solicited support from the 24th District PTA and the League of Women Voters in determining the need for our own Juvenile Services Center to house our own delinquent youth and with everyone's efforts we were successful in having a state of the art facility built where rehabilitation started when the sally port was closed. Our facility and the concept behind it has won national recognition.

- We worked with Sheriff Williams and his department in initiating the Drug Abuse Resistance and Education Program (DARE) into every school in our County. To date approximately 7,000 students have completed DARE and only 15 have found their way into the formal criminal justice system. This program is not only about resisting drugs but more importantly about self-esteem and how to resist negative peer pressure. The outstanding results speak for themselves and demonstrate the importance of educating children about alcohol and drug abuse at an earlier age.

- We created the first Central Coast Conference on Youth to identify the needs of our juvenile population and as a result designed a Children's Services Network for our entire county. The conference has become an annual event and is now just one component of the Children's Services Network.

- The Children's Services Network since its approval by our Board of Supervisors in 1992 has brought together well over 100 organizations serving youth in our County and has made each of them aware of the efforts of each other. This has helped eliminate confusion and duplication of efforts in serving the juvenile population. This is the first time in the history of our county that all agencies (education, social services, mental health, courts, district attorney, probation, law enforcement, alcohol and drug agencies and non profit organizations) have come together to address the needs of our Juvenile population. Since its inception close to 10 million dollars has been received via grants from state and federal agencies. One outstanding program is the Healthy Start Program which is a multi-agency approach in specific communities to treat not only children but to identify the needs of their families as well. This outstanding program would not have been possible without the collaborative efforts of the Children's Services Network Its beauty is that it eliminates the need for residents to go out of their area for help Transportation is a major obstacle for many low income families.

- One component of the Children's Services Network is the Partnership for the Children of San Luis Obispo County, which has an in kind donor bank as well as a funding arm which has disbursed close to $60,000 since its inception in 1993 to various non-profit organizations as seed money for their projects. The initial funding money came from Congressman Michael Huffington, who graciously gave us $138,000. He also gave the same amount to Santa Barbara County for their Partnership for the Children. This program, while still in its infancy, is becoming a major link in providing funding for children's programs county wide.

- The Children Services Network, in my opinion, will play a greater roll in combating drug usage than any other effort tried to date and the reason is very simply: it incorporates all components of identifying and treating not only the Juveniles that are users but their family members and social environment that is in desperate need of attention as well. In my opinion, ***if we can identify and address the cause, we can treat and cure the need!***

These are just a few of the things that we have accomplished in trying to find ways to consistently identify and address the needs of our juvenile population. As we continue our efforts into the future, I think our biggest challenge is ***apathy***. It appears that nobody really cares until it affects them or some one close to them and then it becomes a major

issue to be dealt with immediately. I call this the NUIAM (Not Until It Affects Me) syndrome.

I think it is incumbent upon those of us that are informed and involved to continue our efforts in communicating the needs of our community to those who are not involved or informed. The war on drugs is not going to be won without everyone's involvement. This is one issue that truly affects every American, whether they know it or not and as frustrating as it is at times with the indifference and ignorance that pervades this issue, we cannot give up the fight. We must continue to educate people in our community as to this growing menace and get them involved. Individually we can and do make a difference, but if we pull our communities together, working collaboratively and cohesively, we can address this problem and, in the process, win the war on drugs which is truly a war against all levels of our society.

Thank you again for the honor of addressing your committee and I will be happy to answer any questions you may have.

Respectfully Submitted

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Mr. HASTERT. Thank you very much for your message.

At this time, we'll bring forth Mr. Barry LaBarbera.

Mr. LABARBERA. Thank you. Members of Congress, I appreciate the chance to come and talk with you today. I guess I want to start out by telling you that I have over 20 years as a prosecutor, and I've been basically dealing with drug cases since I started as a prosecutor. My very first case was a drug case.

Very little has changed insofar as the way cases go through the court system, at least insofar as the State courts are concerned. We have made changes in the Legislature in California with regard to sentencing. Most of those changes, however, deal with large quantities of drugs, selling of large quantities of drugs, and in some cases, the possession of large quantities of drugs. And those kinds of cases result in a stiff punishment that the sheriff was alluding to earlier.

Unfortunately, most of the cases that we do deal with in the court system are what we would call smaller quantities of drugs. And it's those kinds of cases which are the ones that are the most difficult to handle.

First and foremost, they were difficult until recent changes in the law changed the search and seizure laws so that the State courts had to use the Federal search and seizure rules to determine whether officers' conduct was properly—was basically—whether they seized the evidence properly and whether they conducted themselves in a manner consistent with the laws.

That went a long way toward making cases easier to prosecute, from the standpoint of obtaining convictions. Unfortunately, the sentencing process still involves many issues, as Members of the Congress are aware. In Federal courts, they have sentencing guidelines. In State courts, they have the same.

And many times, those who commit drug offenses do not receive stiff punishment. They do not receive the kinds of punishment which would send them the message that that kind of conduct is not the kind of conduct that society wants to have them continue to engage in.

But more importantly than the way the cases are handled in court is what it means when someone commits a drug offense. And the great frustration of prosecutors as long as I've been a prosecutor is that they keep coming back. It's recidivism. And even if you sentence a drug dealer to a sentence in jail, in prison, they're going to return. The money is there. It's an easy way to make money.

Insofar as the availability of drugs for those who are going to use drugs, as long as we have suppliers, as long as we have drugs coming across the borders, there is not going to be much chance that we can make much of a dent in the so-called drug war.

I guess the most troubling thing about drugs and troubling to me is the initiative on in November for legalization of marijuana and other efforts, as was mentioned earlier by both Mr. Brabeck and the sheriff, is that there seems to be a perception that use of drugs is somehow acceptable, that the use of drugs, as long as it doesn't hurt the person doing it, we should let them continue to use drugs.

And obviously, as long as we have people who use drugs, someone will find a way to sell them drugs. And we need to address people wanting to use drugs. As a Nation, as a State, we certainly

know that there's more to it than simply those who use drugs don't hurt themselves. We know that drugs equals violence.

In this county, we have several cases pending before the courts right now that I can't mention specifically, but in each case, there was a use of methamphetamine, in one case, the use of LSD resulting in the murder of a young female.

The use of LSD is coming back, and that's a frightening prospect. We all can remember the days of Timothy Leary and how brains are fried with LSD, and it's coming back. Methamphetamine equals violence. Methamphetamine promotes violence. Methamphetamine is probably the most dangerous drug we see.

The most frightening part of methamphetamine is, it's so cheap to make. I'm not sure of the specific numbers—if we have some narcotics officers testifying today, you can probably get some specifics—but for very little money, you can make a lot of methamphetamine worth a lot of money. And the frightening thing is, it's very easy to do. It's just a matter of chemistry. It's a matter of getting the drugs, getting the ingredients, putting them together, resulting in a very, very dangerous drug.

I think beyond the fact of people's view or some people's view that perhaps drugs are OK and the use of them doesn't hurt anybody, the other major thing that troubles me the most is the juvenile justice system. And I think—I guess I'm almost out of time. But the juvenile justice system does not respond to send a message to juveniles. The juvenile justice system is solely to rehabilitate the juvenile. And that may be all right in some cases.

We're seeing more violence in cases in juvenile court which are resulting in juveniles being treated as adults. The reason for that is that there's no responsibility in juvenile court.

The juvenile justice system in California needs a major overhaul. It needs an overhaul because we need to have people take responsibility for their actions. That does not happen in juvenile court now. And obviously, the use of drugs by adults starts, in most cases, with those same people as juveniles.

I guess the last thing I want to say is that I don't know what Congress can do to deal with some of these problems, but I do know that I have seen efforts by Congress to deal with the music, the writings, and in some cases, television. I think music glorification of drugs and violence is one of the most serious problems that we face today for our youth.

And the very case that I mentioned to you earlier involving LSD also involved the use of heavy metal music. The messages, both obvious and subliminal, are of major concern to anyone who cares about our youth. And I see the sign, "In Defense of America's Children." And there needs to be something done where those young people are being sent a message by people that they think are heroes. And it's a great tragedy of this Nation. Thank you.

Mr. HASTERT. Thank you, Mr. LaBarbera.

At this time, I would like to call upon Ms. Victoria Gheza.

Ms. GHEZA. Mr. Congressman, I want to thank you for being invited here. I appreciate the opportunity to report on the work that I do. My name is Victoria Gheza, and I am a community organizer. I work out of the county offices of Drug and Alcohol Services.

There are six collaborative youth task forces throughout our county. They are made up of grassroots people and law enforcement people, school people, agency people that deal with children that have come together at the same table, six different task forces in six different communities countywide.

The purpose is to organize and strategize to bring prevention programs and projects into each community. So what I would like to do today is share with you two brief examples, one of the programs that was brought into the San Luis Obispo area and now has spread to Morro Bay and South County because of its success, and second, share with you the work that we're doing along the lines of policy development.

All six of the community task forces work under an umbrella organization called the San Luis Obispo Prevention Alliance, where not only do we work separately in our six separate communities, but we do come together and work together on countywide projects.

The first program I would like to share with you is a summer school program that we were able to do through funding from the Center of Substance Abuse Prevention, a grant that we received. This program specifically targeted failing sixth, seventh, and eighth graders. And they were offered placement into a program that was dependent upon a contract which includes the parents being involved.

So the needs of the whole family are addressed in this program as a result of the parent, youth, school, and community all providing resources and services to encourage academic success. Drug and alcohol education for youths and their parents and counseling services were needed. It was a seed project. Eighteen students and their families were identified, and 16 of them, 88 percent, completed the program successfully, resulting in several families seeking additional drug and alcohol treatment.

Our evaluations that we had to do on this program showed that we were very successful. We felt successful because it was something we designed around the needs that came to the fore as we met together at the whole table. Also, we felt successful because we were working with young people, and we found through the program that some of them already were experimenting and using substances.

Also, through the parent meeting components, we came to learn that some of the parents were using substances and then asked for help. So we felt very good about this program. We have now received more grant funds to expand it to include some of the needs that were there. And like I said, it has spread now to where three different task forces in our county are adopting it into their school system.

Second, as we speak, there is a prevention summit going on across the street at our education office's auditorium. And this is something that we organized as a prevention alliance and have gathered the mayors, the city council, board of supervisors, superintendents of schools so that we can educate them on the work that we're doing and ask for their help when it comes to policy legislating and teach them in what ways they can be a part of that or be supportive and helpful to some changes we would like to make that are policy-related.

The community task forces are organizing along these lines of policy development, because they want to effect policy changes locally in regards to youth access to alcohol, tobacco, and other drugs. Environmental policies also have become important to us, such as conditional use permits, where alcohol is allowed to be used at the beaches and at our parks.

And county ordinances regarding alcohol use regarding public places, also the beaches and the parks, are underway of being developed. So our city governments and officials and school people are being educated this morning, where we have a special speaker that we have flown in to do some education work with them. Thank you.

[The prepared statement of Ms. Gheza follows:]

SAN LUIS OBISPO PREVENTION ALLIANCE
Alcohol, Tobacco and Other Drug Abuse Prevention SLO County
781-4290 or 781-4304; FAX 781-1227

MEMBERSHIP
South County Youth Coalition
San Luis Obispo Youth Task Force
Central Coast Teen Scene
Atascadero Youth Task Force
Paso Robles Youth Task Force
Cambria Youth Task Force
Children's Services Network
Friday Night Live
Perinatal Substance Abuse Prevention
Latino Outreach Council
North County Connection
Mariposa Community Recovery Center
Cambria Connection

TESTIMONY TO THE SUBCOMMITTEE ON NATIONAL SECURITY, INTERNATIONAL AFFAIRS, AND CRIMINAL JUSTICE.

Presented by: Victoria Gheza of the San Luis Obispo Prevention Alliance and Frank Warren of the Friday Night Live Program.

Community Strategies for Motivating Youth to Reject Illegal Drugs in San Luis Obispo County

1. Friday Night Live: Regularly organized fun, alternative activities for youth e.g. Magic Mountain trips, dances, holiday themed events such as Haunted House for Halloween. Each event strongly emphasizing the drug and alcohol free theme, teaching kids to have fun without substances. The events also provide an opportunity for teens to interact and establish healthy adult-teen and teen-teen relationships. Countywide participation averages 1,500 students per year and includes six local High Schools and other entities.

2. Summer School Program: Targets failing sixth, seventh and eighth graders, and placement into program is dependent upon a contract which includes parent involvement. The needs of the whole family are addressed in this program as a result of the parent, youth, school, and community all providing resources and services to encourage academic success, drug and alcohol education for youth and their parents, and counseling services when needed. In the seed project, eighteen students and their families were identified and sixteen (88%) completed the program successfully resulting in several families seeking additional drug and alcohol treatment.

3. Policy Development: Community Tasks Forces are organizing in order to affect policy changes locally in regards to youth access to alcohol, tobacco and other drugs. Environmental policies, such as conditional use permits and county ordinances regarding alcohol use in public places, beaches and parks, are also being developed.

Mr. HASTERT. With you today is Mr. Frank Warren. Do you have testimony?

Mr. WARREN. Yes, sir. I thank the Members of Congress for being here and the panel, so welcome to our community. As I look around at the members of the panel that have been seated, I realize that all of us are working with the people that we're talking about. All of us work with youth in some form or another, whether it's at one end of the spectrum, prevention, which is, for instance, what I do, or the other end of the spectrum or parenting, neighbors.

We're all affected by the choices and decisions that youth in our communities are making. What I'm interested in talking about here, with you, is what types of decisions we can make as a joint community, as a larger group of people. And I think it breaks down very simply, for me, to realize that I was a person who grew up in this community, having never used any substances whatsoever.

And for me, what I have to do is, I have to think about the reasons why and then apply that to the work I do with teens. And I think that is something that if we are going to have a war, a battle, whatever the metaphors we want to use, we need to think in terms first of all is what has either kept us personally away from substance use or what led us in that direction and what can lead you to change, bring all of those ideas to the table.

Drug use amongst teens is as widespread and varied in reasoning as the tactics we use to fight it. Obviously, today, we have heard everything today from what the Coast Guard has to do to what our own district attorney has to do to what someone like me, who works in the schools with teens, has to do. They're all very different ways of going about it, because the kids we're working with are extremely diverse in nature in every community.

I bring to you "Friday Night Live" as an example of a program that is done in California. You may have heard of it. It has been in California for over 12 years. It started in Sacramento County. It now is in over 50 counties in California.

In our county, San Luis Obispo, it's different in that it is a nonprofit organization led by a board of directors made up of parents and volunteers and school personnel, law enforcement personnel. And I am an employee of the county whose charge is to work with this organization, creating a public-private partnership.

For our county, it has been quite successful. I can use the resources of the county and the knowledge of the drug educators and treatment people that I worked with to go to the schools, who are another partner in our organization, and provide education for kids.

Now, the big target of "Friday Night Live" is to give an alternative option to a teenager on a given weekend night. It rose out of the "Just Say No" years, where we decided to change that to say, "Just Say Yes to something else." And that is something that I hope that we as a nation can start to bring back into our vocabulary, and that is "alternative," what else can be done other than drug use, tobacco use, alcohol use.

So, if I were to ask for anything as a wish list to what Congress could do, it's not so much in terms of funding as much as in terms of vocabulary. Let's make sure we remember that not every kid in this country is using methamphetamine or marijuana right now.

And let's remember those kids when we're providing rewards and we're providing opportunities. Because hopefully what will happen is, those kids who we bring up for making the right choices will lead those who aren't making or who are on the fence of making what could end up being a fatal decision.

And when we are working with those young people who are making some tough choices and what we consider the wrong choices, we need to remember that there are different reasons for every one of them. And no blanket policy, no blanket program is going to get to every one of them. We need to be as diverse in our work with those children as they are in their reasons for doing the things that they do.

I thank all of you, and I really encourage everyone in this group here to think about how they affect a teen, juvenile, and what they can do just in their daily lives.

And I'll leave you with the best piece of testimony I've ever heard from a teenager right when I started this job. And she said, "You know, Frank, it's easier for me to get a six-pack of beer than it is for me to get a ride to the movie theater." And I remember that every day. And I realize that what we need to do is we need to make it a lot easier for them to get to some other things other than drugs. Thank you.

Mr. HASTERT. Thank you very much.

Mr. Richard Diaz.

Mr. DIAZ. I would like to express my gratitude to Mr. Chairman and members of the subcommittee and Andrea Seastrand and her staff, John Garcia, for inviting me to this oversight hearing and to thank you for your attention to this particular dilemma concerning drug abuse amongst our youth, which is a problem confronting the various communities throughout Santa Barbara County.

Santa Barbara County Probation Department has submitted a written statement with statistics provided by our department. And I ask you to refer to this documentation. I've been employed by Santa Barbara County Probation Department for 10 years. In the past 2 years, I've been assigned to the Santa Maria unit as a gang officer for the north section of Santa Barbara County. This area also includes the Orcutt district and the Guadalupe area.

I supervise a caseload of 45 juvenile gang members from ages 12 to 18 years old. One hundred percent of these minors have a substance problem, including daily alcohol and marijuana use, and regular cocaine and methamphetamine use. What you see before you is an example of only 1 out of approximately 40 Santa Barbara County juvenile probation officers' attempt to rid the streets of weapons confiscated from juvenile probationers.

These weapons consist of knives of different lengths, screwdrivers, some of which have been sharpened to a point, baseball bats, numb-chucks, machetes, and approximately 100 different types of handguns and rifles taken by the Santa Maria Police Department's gang suppression team in a span of 2 years.

However, what you do not see before you are the faces of these juveniles, who probation officers and law enforcement confront daily and who possess these weapons, which are intended for the sole purpose of causing harm to rival gang members, innocent citizens, school personnel, and law enforcement officials. Approxi-

mately 90 percent of the youth that are placed on probation for weapon offenses have a history of narcotics and alcohol abuse.

The drugs of today are high-potency drugs. Many out there are now two to five times stronger than they were 20 years ago. As a result, adolescent drug users become chemically dependent upon drugs long before they become aware that they have a problem and addiction sets in. Therefore, our youth are preyed upon by other drug users and dealers who are introducing them to drug addiction, not just youthful experimentation.

According to the National Institute of Justice, a component of the Office of Justice Programs, their 1995 annual research report confirmed that marijuana use amongst juvenile arrestees and detainees was up for the third year in a row. And methamphetamine use has increased dramatically in the western and southwest regions of the United States.

The juvenile justice system of the 1990's continues to be characterized by increased violence, gangs, drug abuse, and a larger number of juveniles being transferred to adult courts to be prosecuted as adults. Even though Santa Barbara County has taken a tough stance amongst juvenile gang members, their increasing membership demonstrates that this problem is not likely to just disappear.

As a probation officer who spends about 2 nights a week working on the street with police officers, I've observed that a large number of crimes that are being committed by gang members and their associates—and that these crimes are being increasingly more violent. There are more weapons like those that you see here today on the streets, including firearms, too often being used in the heat of the moment to assert the superiority of one group over another.

Unfortunately, the result is either a loss of life or great bodily injury and a desire for revenge by means of an equal or greater act of violence. Drugs, alcohol, and weapons in the hands of young gang members are a great threat to the public community.

The problem of gang violence and drug abuse must be attacked from both ends, using a combination of education and enforcement to reduce the number of offenders in the future. In order to accomplish this task, there must be funding, an ongoing educational program, and an increase in the numbers of officers to provide this service.

As a cost to the commitment of the California Youth Authority and Prisons rise, the need for educational programs and community-based supervision and necessary secured institutions will also grow.

In summary, the weapons that I have presented here today represent only the tip of the iceberg. We cannot continue to make any progress against this epidemic until we actively look at compressing the criminal activity of gangs. The lawlessness and increasing danger that gangs inflict upon society today must be directly attacked.

Gang activity and substance abuse among the youth of today cannot be controlled, reduced, or eliminated by only one agency. Parents, school personnel, and community groups need to be involved in the educational process in order to eradicate gangs and

drug involvement. If we work together to prevent and suppress drug abuse and gang violence, we can educate our community and our leaders about these issues and develop a plan to provide our children with a healthier and safer environment.

[The prepared statement of Mr. Diaz follows:]

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September 19, 1996

William H. Zeliff, Jr.
Chairman
Subcommittee on National Security,
International Affairs and Criminal Justice

We would like to thank you and Congresswoman Andrea Seastrand for inviting the Santa Barbara County Probation Department to participate in the Congressional Bi-Partisan Hearing on September 23, 1996, regarding the War on Drugs in California. It is particularly gratifying that attention has been focused on the surge of drug abuse by our teenagers.

The client demographics of the Santa Barbara County Probation Department Juvenile Division consist of these common elements: Ages range from 12 to 18 years; a majority of the minors are affiliated with local gangs; 75% come from single-parent homes where the primary caregiver is a woman, with a history of physical, sexual or substance abuse. In too many instances the problems are multi-generational with their parents also having a past or present problem with substance abuse or gang affiliation or other members of the immediate family may be involved in the criminal justice system. Each of these elements are risk factors, any one of which places a minor at risk; however, most of the probation serviced youth have multiple risk factors in their background, which identifies them as high risk for drug abuse and gang involvement.

It is important to give this committee a brief explanation of the definition of a gang member. "A gang member is defined as anyone who (1) actively participates in a criminal street gang; (2) has knowledge that its members engage in, or have engaged in, a pattern of criminal gang activity, and willfully promotes, furthers, or assists in any criminal conduct by members of the gang" (Ref. (Sec. 186.22 PC).

The Santa Barbara County Probation Department in Santa Barbara, Lompoc, and Santa Maria has seen its share of gang-related homicides; drive-by shootings; random acts of violence against rival gang members and innocent citizens; arrests for use and sales of narcotics; and various property crimes including auto thefts and residential burglaries. In addition, the increase of drug use by gang members, predominantly rock cocaine and methamphetamine, seems to have had a direct effect in increasing violence on the streets.

In the Santa Barbara area, the two major rival gangs are Westside and Eastside. Recently, the Santa Barbara Police Department, Probation Department and the District Attorney combined their resources and obtained a State grant to combat gang violence. The Police Department has been able to identify 400 active gang members. As part of this grant, the Santa Barbara Police Department has trained and assisted with the implementation of the statewide Gang Recognition Evaluation Analysis Tracking (GREAT) system with other local law enforcement agencies which include the Santa Barbara County Sheriff's Department, Probation Department, Lompoc Police Department, Santa Maria Police Department, Guadalupe Police Department, California Highway Patrol, U. C. Santa Barbara Police Department and the Santa Barbara District Attorney's Office. This computer system has been a useful tool in tracking gang members throughout the state.

In the Lompoc area, it is estimated that there are approximately 400 active gang members. There are approximately eight gangs, comprised of Hispanic, African-American and Asian-American participants. These gangs are responsible for offenses which include drive-by shootings, assaults with a deadly weapon, drug trafficking, and murder. In addition, the Lompoc area attracts many Los Angeles gang members and associates due to the proximity of the Lompoc Federal Penitentiary. The Santa Barbara Probation Department is the lead agency for a Juvenile Crime and Child Abuse Prevention Program funded by an Office of Child Abuse Prevention (OCAP) grant, which targets high risk youth with a combination of social services and intervention provided by the Probation Department, Lompoc Police Department and community schools. All of these services are intended to support the family unit and, in turn, reduce juvenile crime in the Lompoc Valley.

The Santa Barbara County Probation Department has had an active role in combating the criminal activities of an increasing number of gang members. In the Santa Maria area, between 1986 and 1988, four major juvenile street gangs were identified, along with a small influx of African-American gang members from the Los Angeles area. At that time, there were an estimated 400 known gang members in the Santa Maria area. During that time period, 200 of these gang members committed over 1,000 crimes, ranging from vandalism to murder. There were 16 arrests for murder and 34 for attempted murder. The Probation Department, local law enforcement and the District Attorney worked to combine their efforts to combat the growing problem.

The Santa Barbara County Probation Department in Santa Maria obtained a grant in 1986, from the Office of Criminal Justice Planning, which was designed to discourage youth from joining delinquent youth gangs through a highly graphic anti-gang curriculum for fifth and eighth graders in the Santa Maria School District. As a result, there was a remarkable decrease in gang membership and arrests for gang-related activity. From 1986 to 1992, there was a marked decrease in gang-related activity, particularly violent crime. Unfortunately, the funding source discontinued and the program has not been in effect since June 1992.

From 1994 through 1996, the Santa Maria area has seen a drastic increase in teen drug use and gang-related activity as compared to the figures set forth in 1986. Presently, Santa Maria has identified approximately 1,200 active gang members and associates belonging to 32 identified gangs, with about six gangs responsible for the majority of gang conduct. This is a 300% increase in membership, since 1986. Santa Maria's major problem has been a combination of gang rivalry and turf wars between Hispanic, African-American, and Asian-American gangs. Violent crime and drug activity has also seen an increase in the past two years. Santa Maria has had seven gang-related homicides between rival gangs and this trend seems to be on a rise. Even though these figures do not compare to the numerous incidents in other metropolitan areas in the State of California, it is believed that these facts show this problem is not isolated to large cities and makes a dramatic impact on smaller communities, local schools, and law enforcement agencies.

The Santa Barbara County Probation Department operates two Juvenile Hall facilities, one in Santa Maria and the other in Santa Barbara. Statistics for the past two years from both facilities have demonstrated that each detention facility has been understaffed, while the intake population continues to increase. Santa Barbara Probation Department also operates the Los Prietos Boys' Camp, which maintains a steady population of 56 male youths. Recently, the Santa Barbara Probation Department was awarded a State-funded grant to assist with the cost of adding facilities to Los Prietos Boot Camp, which will also serve youths from Ventura and San Luis Obispo Counties. The objective of maintaining an available resource for the Tri-County area will hopefully reduce the escalating youth crime rate and provide a program that will offer structure, treatment and educational opportunities for many high risk offenders. According to facility staff, almost 90% of the incarcerated youths are affiliated with local gangs and approximately 80% suffer from drug abuse.

Since 1995, the Lompoc Unified School District, consisting of Vandenberg Middle School, Maple High School, Cabrillo High School, Lompoc High School and Lompoc Middle School have been involved with the Santa Barbara Probation Department in the Community-Oriented Diversion Education (CODE) program, which is funded by a state grant. This program's focus is to target first-time offenders who have committed relatively minor offenses involving petty theft, drug possession, drug paraphernalia and vandalism. Participation is for a period of not less than three to six

months and takes place on the school campus. Each youth and their parents agree to abide by a formal contract set forth by each Probation Officer. The two Probation Officers work at the schools, monitor compliance with the contract, school attendance, home behavior, and school conduct. The intent of this program is early intervention and diversion from the criminal justice system.

In summary, we believe there is a solution to the War on Drugs and Gang Violence, but it cannot be accomplished by a short-time approach or "quick fix." Local Police departments, Sheriff's departments and Probation departments throughout the State of California have attempted to use suppression and intervention programs, but most have been short-term solutions for a long-term problem. A combination of methods, aggressive apprehension, prosecution and incarceration of incorrigible, violent offenders, the providing of alternatives and treatment plus early prevention measures, termed by our Deputy Chief Probation Officer Craig Hamlin as "Compression," is a more productive approach to combat gangs and drugs. This effort would consist of law enforcement officers, probation officers and the district attorney actively apprehending, convicting and incarcerating "hard core" gang members who continue to be criminally active. It would require an educational component, within the elementary school system, that would address the negative effects of the gang lifestyle on our very young. Programs previously described would provide the necessary treatment alternatives.

Gang activity and substance abuse among the youth of today cannot be controlled, reduced, or eliminated by only one agency. Parents, school personnel and community groups need to be involved in the educational process in order to eradicate gang and drug involvement. If we work together to prevent and suppress drug abuse and gang violence, we can educate our community about these issues and develop a plan to provide our children with a healthier and safer environment.

Respectfully submitted,

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CHIEF PROBATION OFFICER

RICHARD A. DIAZ
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Mr. HASTERT. Thank you very much, Officer Diaz.

I would like to go directly to Congresswoman Seastrand for questions.

Ms. SEASTRAND. Well, I would like to compliment all of you. It's good to know that there are people such as yourself working in our communities. The best part of my job is that I meet almost all of you. And I just thank you.

I thank the Sheriff and Mr. Brabeck. I'm sorry. I have a slight emergency in the family. My mother's in the hospital, and she thinks she's getting out today, and she's not. So I've been on the telephone with her. So please, I'm sorry I wasn't here for your testimony. But I thank you for being here.

We have created a crime roundtable, so that I can meet and communicate with all of you out in the hinterlands working on these problems. And I know that as we met this year, it was very obvious that our biggest area that we have to work on is the crime and our youth and especially the violent juvenile crime. And naturally, as was stated here, it goes back to the drugs.

Mr. LaBarbera, you had stated that your concern is the juvenile justice system. Do you see movement at the State level now to do something about it? And I know that my colleague here is involved in doing something at the Federal level.

And I was just wondering if we could have as much input—not necessarily here today, but if I could work with you to gather that information of what you personally think could be done, changes and so on, I would certainly appreciate that. And if you wanted to say something, comment more.

Mr. LABARBERA. Yes. Thank you, Congresswoman Seastrand. In 1994, I was president of the California VA Association. And basically, our platform was trying to modify—actually, "overhaul" was our beginning choice of words, and we realized that wasn't going to happen, so we attempted to modify the juvenile justice system.

As a result of the efforts that we put forth and with the Law Enforcement Coalition in Sacramento, which is made up of sheriffs, police chiefs, and district attorneys, we were able to change some aspects of the juvenile courts system. And most of that had to do with public access and information, so that now when a juvenile is charged with an offense, you read the name in the paper.

You can know what happens to some cases. And the public is actually allowed access into juvenile court when the alleged offense is what we call a violent felony, being murder, rape, robbery, child molesting, those kinds of offenses.

So there is some movement toward letting the public know what happens in juvenile court. And we felt that's a large step forward in terms of letting the public know when the juvenile system does not deal effectively with a minor. We also now have the ability as a result of those efforts to take a violent offender to adult court.

If someone is 16 or 17 and commits one of those violent offenses that I mentioned earlier, the presumption is that they are to be treated as an adult, that they are unfit for treatment as a juvenile.

Again, that's a step—I mean, some would view it as a step backward. It's a sad day. But, the fact is that we do have the violent crime as never before among juveniles. And a large part of it is caused by, as was said here earlier, the use of drugs, alcohol, and,

I think, having to do with some of the messages being sent to juveniles.

Insofar as what we can do, prosecutors and the Law Enforcement Coalition, I think, still have the hope of changing the whole system. And basically, I guess, focusing on taking responsibility—I don't want to use the term "punishment," because many of the young people still deserve a second chance, still deserve a chance to go on with their lives and to try to get out from under the drugs and other problems that they may have.

But, the fact remains that we need to have some responsibility attached to coming to juvenile court. And under the laws of the State, that just isn't happening right now.

Ms. SEASTRAND. Mr. Brabeck, I know that you've been involved so very heavily in the community trying to do positive things. And so sometimes, I think we say we need to do so much more, but I thank you for all of your efforts. Because I just wonder if we were to whisk you away and you weren't here, what it would mean to our community.

With all of your work, what is the biggest thing that you think that we need to know when we go back to the Halls of Congress?

Mr. BRABECK. Well, just—I second Col. Antonetti's request, that NICI become the focal training center in the United States. Because what they basically do at NICI is to incorporate everything that you've heard from the previous witnesses and those sitting here at this time in terms of really encompassing all the issues that are going to need to be addressed to really rid us of this problem.

And again, the biggest issue is to address this as a nonpartisan issue. This is an issue that affects every American citizen. And, I think that just to try to erase the apathy and ignorance that exists out there. And there is a lot of apathy not only on this issue, but other issues. Just look at the number of people that turn out for an election. It's appalling. But we just have to keep pressing the message home to the public.

Ms. SEASTRAND. And Sheriff, I imagine we have had discussions. I know you're concerned about apathy and the breakdown of the family. We have had discussions on that, where more and more of your responsibilities are taken because of what we have seen in our families today. Do you have any other words of wisdom for us as we move forward to the Halls of Congress to take the word back to our Congress? Do you have one wish what we could do for you?

Mr. EDWARD WILLIAMS. Well, I think you will be fully aware of the magnitude of the problem and probably are right now. If I had a wish, it would be that Congress declare that this is of such magnitude, and destroying so many lives within this country, that it is now time to stop and deal effectively with it. I'm asked regularly, "Why can't we solve the drug problem? Why can't we solve the narcotic problem?"

And my statement is that we do it every day. We are placing people before the court that should be there every single day. The question is, how many times do you want us to do it? If it's 20, 25, 30 times, let us know so that we can get that done and start getting some of these people off of the streets.

The mentors that are wandering the neighborhoods of my area and this entire country have got to be segregated into State prison or some other place to allow the juveniles in this country to be raised in a civilized manner. That is the message I convey.

Ms. SEASTRAND. I have two other questions. I would like to know more about the "Just Say No." I know Nancy Reagan has been ridiculed for "Just Say No." And I know that—I've wanted to have more input on that. And, sir, I would like to know very quickly, your work with these young people, are you seeing any success? You know, I always feel for you and your departments, working so very diligently.

Mr. HASTERT. Would the gentleman—I will yield my time.

Ms. SEASTRAND. Thank you. I just wanted to know what your success rate has been with these young people that you've been working with.

Mr. DIAZ. The Santa Barbara County Probation Department is working with 32 officers less than we should have. I have the luxury of only having 45 people on my caseload. Most caseloads range from 60 to 100 per officer. That's just with juveniles. With adult offenders, we're talking anywhere from 60 to 100 to 300 to 600 cases.

With my kids, the most success I see is jobs, getting them to filter back into the community, give them a responsibility, and giving them an opportunity to show and demonstrate that they can maintain some type of normalcy and early intervention.

As submitted in my documentation, we had a program in 1986 called the KO–OK program, which was basically a school program. We started with third and fourth graders as educational to stay out of gangs. Unfortunately, that was only a 2-year program. We did see great success with that program. We saw the numbers of gang memberships and the crime decreased.

Now, we're back full circle again. Gang membership is up. Our numbers are up countywide. And we don't have those available funds to implement those programs.

Mr. HASTERT. Congressman Souder.

Mr. SOUDER. First, Sheriff Williams, as Congressman Mica, who's on the subcommittee, often says, "There isn't a war on drugs, there's a skirmish on drugs." And we need to pass that.

One of the most difficult things—and everybody's reluctant to say it, because it's not clear that the Government can do anything about it or do that—is that we know that the two most important variables in reducing drug abuse are first off—and this is really unpopular to say—the religiosity of the family, because you have less incidence; second are having two parents, particularly if those two parents love their kids.

You don't have a real way to measure love, which is the time and commitment. It's hard to poll. At the same time, everybody in the field knows that that's exactly what it is. And it comes down to that. We can't very well pass a law to mandate that. And there's now a whole lot we can do about undermining some of those things.

We can start sending signals in society on the values and the character that are consistent which the referendum here doesn't seem to be doing, with all due respect, that those types of messages are absolutely critical. That's why we were in Hollywood.

That's why we were looking at the music industry last week, why we're very concerned about kind of excusing the 1960's and early 1970's. I'm absolutely appalled when I walk in the mall. I feel like I'm back in college days again, when you see the stores, you see marijuana leaves on hats and on shirts and on CD's. And it's very frustrating.

Fortunately, we have to deal with the realities that are in front of us of trying to manage both the crime end and crime and punishment end and, where we can, the deterrence. And what you heard in the first panel was our frustration as we moved over here and it moved over here, we go down there, and it goes there.

Same thing with treatment programs. I mean, I have talked to so many drug abusers in so many cities who have gone to them and said, "You don't understand." If you can actually get them away from microphones, it's, "How can we get through seven of them?" Not saying none of them are effective and not saying we don't try to do it, but the fact is that we spent billions of dollars a year with minimum effect.

The prevention programs we're seeing—a lot of times, the studies are difficult there, too. It doesn't mean we stop trying, but we have got to try to get into some specifics. And we're frustrated at all those ends.

Partly, what we know aren't variables are income and jobs, because on the one hand, you say correctly that yes, you look at kids in the inner city and say, "If you just had jobs and just had activities, you wouldn't have a problem," yet we look at a lot of the most affluent areas in the country, and we often hear, "Hey, it's not just African-American kids and Hispanic kids, it's white kids." That's the most—hey, they have a toy. My kids have a toy.

They live in suburban areas. They have—their parents are affluent. Those are not even beginning indicators of it. What I really want to get to and see how much thought you've given to direct programs or how you would look at this is really, part of the problem is we need different strategies for different kinds of kids. The white, suburban kids may need one strategy. You may have another if you're impoverished and a single parent mom.

One of the problems that we have seen in a lot of these things is that it's almost like a MacDonald's approach, as opposed to customized to meet different types of kids.

And some of the things that you've seen—have you seen more sensitivity in a lot of this to try to reach different types of people with different types of environments, particularly—and I'm going to make another heretical statement here, and that is, it's very easy to say, "Let's reach them when they're in preschool to sixth grade or fifth grade," because every kid's ready to go and is optimistic about life.

When it hits junior high and reality starts to come, it starts to get real hard. It doesn't mean you shouldn't try to sell them earlier, but particularly at the junior high years, when folks start to change or they may notice that there aren't involvement, have you in your programs, Ms. Gheza and Mr. Warren, and also if you could comment on that, about some of the things you've seen, and are there efforts to recognize the differences, what you've done with that, what you think we should look at so we don't—I mean, what

we're doing, we're fighting hard. People deserve to be given credit, but it's not a lot of great success.

Ms. GHEZA. Very good question, Congressman. The summer school program that I mentioned in my testimony, that was exactly what the community-based coalition saw the need was to target a particular age group. So the computers find the sixth graders that have three F's in three core classes. Research tells us that they're not retained. If they are retained, it doesn't make anything better for them. They're moved on to the junior high campus, even though they're a failing student.

So, they go there feeling—entering that phase of their lives—feeling bad about themselves. So we saw that as a perfect opportunity to target that failing sixth grader, the seventh grader, and then the eighth grader that in the following year moves to high school. Because those are critical times in their growth.

So, it's an intervention program, really. It's not a prevention method, but it's an intervention program where they then work with the schools. And the parents have to sign a contract, and this whole family becomes involved in this program.

They all receive education while they're involved in the summer program so when the child leaves the program, he is an average-grade student. He has had some work done with him with drug and alcohol counselors. The parents have been met with. And some counseling work has also been done in the home environment.

So, the dialoging that goes on during the summer school program where the counselors that work with them and the school people that work with them brings to the core—some of the needs that this family has. Because we know that in treatment, when you can bring the best program in the world to the child, and you can help the child for a while. But the parent stays home. And it's what's going on at home during that that's the root of how they feel about themselves or why it is they have a tendency to use substances.

So, some of these programs that we do—in fact, every one that we possibly can, we try to tie in those people, that we do target those ages that will address those middle school years or the early high school years and that will also improve that family piece.

Because unless they're willing to work on their situation as a family, then we know we don't have success in the long run. But we do when they come together as a family for these programs. We really do save some workers out of it.

Mr. WARREN. I would, actually, after that, want to say that what I hope we can do is encourage more diverse types of programs, because you're absolutely right. We tend to use prevention and treatment for the stereotypical model family. And even a program like "Friday Night Live" assumes that kids have transportation, assumes that there's going to be a parent to drop off and a parent to pick up.

We need to really wake up and realize that we have different populations we're dealing with now. And to say something that Mr. LaBarbera has brought up, and that is, what works today in terms of what's culturally significant to a kid is going to be different 3 years from now.

And we tend to use the same methods of messages and symbolism to bring kids through these programs, when we're not really

adjusting ourselves to the culture that affects them and the pace of whatever American life is affecting them, as well. So we need to be more adept to what they're listening to and what they're watching. And we need to work within that.

And because if we keep trying to stay on one track and say—prevention is simple, it's always just saying no, it's always just doing this and this or that, we're not going to make any difference, because we're not being flexible. Kids are growing up in a very flexible manner. So we need some room, I guess is the best way to put it.

We need some room to be able to stop on a dime, work with some different groups of kids. It's the only way we're going to get the small numbers which will add up to the large numbers that we're all hoping for.

Mr. HASTERT. Mr. Diaz, do you have anything to add?

Mr. DIAZ. Yes. Just to highlight some of the stuff that some of the other colleagues have spoken about. For Santa Barbara County, the two programs which I believe we have had success with through Santa Barbara County Probation Department has been the OCAP grants. It was a lead agency for the Juvenile Crime and Child Abuse Prevention Program funded by the Office of Child Abuse Prevention.

And what it targets is basically the young kids that are having not only behavioral problems at school but criminal activities at an early age. We encompass other social services programs like Klien Bottle and counseling services, and we get the parents to agree to sign a contract.

The other program that we have is called the CODE, which stands for community-oriented diversion education. And what that is, is we have two probation officers in the Lompoc Valley who are assigned to three different schools. Each officer is on campus with a police officer, and it's also the same principle, early intervention, signing a contract, getting the parents involved. They have to abide by certain terms and conditions of their contract.

And if they don't abide by their terms and conditions, then we refer that offense, whatever it is—usually, minor offenses, petty theft, marijuana possession, primarily misdemeanor offenses—and we target those kids, because we know that we're going to see them down the line. And we try to educate them early. We try to get them into some type of social program or activity in the community. And we get their parents involved.

We have seen success with that program. It has been endorsed by Governor Wilson as a good program. Unfortunately, it's only in the Lompoc Valley area.

Mr. HASTERT. Thank you.

Mr. SHADEGG. Let me simply begin by saying that I want to compliment each one of you. I think this has been a superb panel. Each of you has brought forward some very, very valuable information. Some of it has hit me in a way that kind of focuses all of this.

The message I get here is that—and, I think, perhaps it was brought home by, Mr. Warren, your point. You said, "Well, we should ask ourselves what led us not to use drugs." And I went to college in the 1970's. I did not use drugs in any way, shape, or form.

And when I reflected on your question, I thought, there were really two answers. In my own home—and Congressman Souder referred to the importance of a two-family household and religiosity. In my own home, there was no mixed message. It was absolutely clear you did not do this.

And second, fear. I was scared to death of the consequences. And I thought that question was an important one. But then it causes me to reflect on what, I think, is a serious problem, and that is, I think, as a nation, we have not made up our mind on this issue. I think—I often draw the parallel to drunk driving.

I think as a society, we have made up our minds that people should not be allowed to drive drunk. And we have both moved against that with Government activity and societal attitude, Mothers Against Drunk Driving, Students Against Drunk Driving. And we have done something about it. But I don't see that with regard to drugs. And, I guess I want to focus on a couple of points.

Mr. LaBarbera, your testimony—and, I guess, hits home for me. I spent 7 years in the Arizona attorney general's office. I worked largely on their legislative effort rewriting Arizona's drug laws, making them tougher. But the thing that drives me crazy—and I heard it in your testimony—is this perception that drugs are OK.

And I guess I would want to ask you, focusing on those small cases, focusing on the efforts of a local district attorney to prosecute crimes in his area, do you think that we are projecting a societal attitude against drugs which shows we have made up our mind or not?

Mr. LABARBERA. I don't think that the court has an attitude that drugs are OK, if you will. And mainly, that's because people who are convicted of selling even smaller quantities of, for instance, cocaine, they do go to jail. They go to jail for 6 or 8 or 10 months or a year on their first offense. And ultimately, they end up in prison.

And they probably end up in prison on the second offense if they're selling one of those kinds of drugs that are so dangerous, being methamphetamine, LSD, and cocaine.

Mr. SHADEGG. [Inaudible.]

Mr. LABARBERA. Well, locally, the California statutes have under the influence of certain drugs, for which you get a 90-day minimum sentence. And that is prosecuted—it is enforced by the law enforcement agency and prosecuted with much vigor in the county.

And we try a lot of those cases, because they are problematic to prove in terms of showing exactly what type of substance someone's under the influence of, which is one of the things we have to prove. But in reality, really, we're talking about adults. We're talking about people who are already down the road. And a lot of times, we have lost any chance to change their mindset, either because they're dealing drugs to make money, or they're using drugs because that's all they know.

What I think we need to focus more on is making sure that the message is clear, as you said, for juveniles, that if their parents don't tell them that you just don't do it, that it's absolutely forbidden, then the society needs to do that. But it does go back to the fact that you do need the family, and you need people to be there

for a young person when they're struggling with their lives and they turn to drugs.

But the bottom line is, the court system is really not structured to deal effectively with someone who uses drugs and not really there to deal effectively with someone who deals in small quantities, because they do go in and out.

Even if they get 4 or 5 or 6 years in prison, the laws of this State for drug possession and drug use, if you go to prison, you're still only serving half the time as opposed to a violent crime, where you're serving 80 or 85 percent of the time, and your sentences are multiplied by the number of acts you do. With drug cases, there's a matching punishment for each of the offenses, and it's usually somewhere between 4 and 5 years.

Mr. SHADEGG. I want to note, sir, that you apparently had some success that we, in Arizona, have not had with regard to reforming the juvenile justice system. In Arizona, we're in the midst of a ballot commission on that issue right now, where the Governor has put forward a very strong juvenile justice reform program and it's being opposed by some segments of the society who think it goes too far.

Sheriff, I want to compliment you on one of the most direct, blunt, forceful, and not ambivalent statements I've read. I'm going to try to circulate it to my colleagues in Washington. I think your points are exactly right. To call it a war on drugs is—I'll go further than you—laughable, not just humorous. I see in lenient sentences great frustration, whether they are lenient as written or lenient as applied. And it does bother me.

You specifically asked Members of the Congress to take a stand against the legalization of marijuana here in California. I'll do that right here and now. I think it's a dumb idea.

I'm opposed to the similar proposition—in Arizona, we have on the ballot this year two things, one, a juvenile justice revision which would make our juvenile justice system tougher and go after juveniles who commit certain crimes and enable us to prosecute them in adult criminal court.

At the same time, we have on the ballot a proposal put forward to make our drug laws vastly more lenient and to say that the drug laws we have today are too tough. And I think that's insane, and I'm on record in Arizona as opposing that.

I know we have limited time. Let me ask you—I compliment you for your statement about stop funding failed programs, stop funding social programs packaged as drug prevention programs. I think those are two very important messages.

I like the idea of measuring performance with regard to those programs. Are you in a position or would you like to identify any specific programs that you see the Federal Government funding which are not achieving the goals that ought to be achieved?

Mr. EDWARD WILLIAMS. I think there's probably a myriad of those. What came to mind was the extensive debate in Congress over whether or not millions and millions of dollars should go to midnight basketball, when in the same paper, it reported in this area basketball players who spend every day of their lives playing basketball are using narcotics.

I fail to see the nexus between things that appear to be socially desirable are certainly unnecessary and a failure when applied to the war on drugs.

Mr. SHADEGG. Thank you.

Mr. HASTERT. I want to thank this panel. I enjoyed your testimony. I think it was very, very helpful. And we will take that on to Washington and build on the record. So thank you very much. Appreciate your being here.

At this time, I want to introduce this panel working on the statewide counterdrug efforts currently underway here in California.

I will introduce this panel as we're making the switch here. First of all, Walt Allen is the assistant chief of the Bureau of Narcotics Enforcement; Lt. Col. Dann McCann is the commander of the California National Guard's Joint Counterdrug Task Force; Col. Kenneth Kleine is the director of the California National Guard's Youth Program; Herman Wrice is the director of Mantua Against Drugs. Allen is the special agent in charge of the Bureau of Narcotics Enforcement.

At this time, gentlemen, would you please stand, raise your right hands.

[Witnesses sworn.]

Mr. HASTERT. Let the record record that the witnesses responded in the affirmative. Please sit down. We'll start with Mr. Walt Allen.

STATEMENTS OF WALT ALLEN, ASSISTANT CHIEF, BUREAU OF NARCOTICS ENFORCEMENT; DANN McCANN, COMMANDER, JOINT COUNTERDRUG TASK FORCE, CALIFORNIA NATIONAL GUARD; KENNETH KLEINE, DIRECTOR, YOUTH PROGRAMS, CALIFORNIA NATIONAL GUARD; AND HERMAN WRICE, DIRECTOR, MANTUA AGAINST DRUGS

Mr. ALLEN. Thank you very much. I am wearing two hats today, and one of the hats is as a representative from the California Department of Justice Bureau of Narcotics Enforcement, and the other hat is as the vice president of the California Narcotic Officers' Association. And I would like to commend the House subcommittee members for their efforts to address this extremely critical problem.

There's an old proverb which states, "When there's no enemy within, the enemies outside can't hurt you." Drug trafficking and drug use are two of our most prominent enemies, and both are right here in America. Teen drug use has reached critical mass, and if we fail to work together to fight this devastating problem, the national security of our great Nation will be in serious jeopardy.

The 1960's and 1970's gave rise to the greatest drug problem this country has ever experienced since drug prohibition was enacted in 1914. By 1979, more than 24 million Americans were using illicit drugs.

Thirteen years later, however, in 1992, as a result of successful drug enforcement efforts at the local, State, and Federal level, as well as Nancy Reagan's "Just Say No Against Drugs" campaign and other antidrug campaigns, only 11.4 million Americans were using illicit drugs. And high school seniors were half as likely to use drugs as their counterparts did in the class of 1979.

Unfortunately, our society did not heed the hard lessons of the 1960's and 1970's drug culture. Within the last 3 years, once again, we have seen an increase in drugs after a 12-year decline.

Now, there are a number of reasons why we can tell you that drugs amongst teenagers has increased, and we don't have the time to go through all of that, but I did want to indicate a couple of areas of concern. Celebrities are once again glamorizing drug use on TV, in the movies, in music, through testimony, as well as behavior. On a routine basis, professional athletes are using drugs and serving as poor role models for our youth, with little or no sanctions.

In recent years, one of the most devastating blows to drug reduction use in this country has been the legalization movement, the drug legalization movement. The legalization lobby's latest hoax is sponsorship of California proposition 215, the Compassionate Use Act of 1996. This initiative was authored by a convicted rehabilitated drug dealer and will be on the November 1996 ballot.

Promoters of this initiative include NORML, which supports all drug legalization. They claim that it will provide for compassionate use of crude marijuana for people with cancer, AIDS, multiple sclerosis, and glaucoma. However, if you read the fine print of the initiative, it will allow for the use of marijuana for any illness for which marijuana provides relief.

So we're talking anxiety, we're talking stress, we're talking headaches, we're talking backaches. It's going to virtually allow marijuana to be used for any ailment. The physician may also give a verbal permission to obtain the marijuana for the ailment. No written prescription is required.

The Food and Drug Administration, the Drug Enforcement Administration, the U.S. Public Health Services, as well as major medical organizations and associations and a majority of nationally recognized expert medical doctors, scientists, and researchers have not accepted smoking marijuana for medical use.

Now, can you imagine what will occur if this initiative passes and what effect it will have on our teenage population, which is already experiencing a tremendously bad drug problem? What kind of message will we send to our children? It is obvious that teenage drug use will skyrocket if proposition 215 is passed. In other words, marijuana will be basically legalized here in California, setting a bad trend for the rest of the country.

Two weeks ago, the California Narcotic Officers' Association, which is 7,000 members strong statewide, honored several California law enforcement officers who have died in the line of duty during the last 20 years while enforcing narcotics laws. As a result of the ultimate sacrifice these officers made, no one can say that California law enforcement has not been doing its part in the fight against drugs.

California police officers cannot expect to continue to enforce narcotics laws and at the same time fight drug legalization and the legalization movement without your help. Government officials and those elected to service the public—and I'm talking bipartisan, here—must step up to the plate and take a big, gigantic swing at legalization efforts and speak out against those who would have

you believe that casual drug use is OK, marijuana is a medicine, and the use of illicit drugs is a victimless crime.

Attacking the teenage illicit drug problem will take a multifaceted approach, which will necessitate better parenting, enhancement of law enforcement resources—and I might add, we need more money—expanded drug resistance education for our youth, as well as enhancement of rehabilitation and treatment programs.

Equally important will be efforts to address poverty issues. And above all—and I would say this is the most important factor—changing society's lackadaisical and tolerant attitude toward the legalization of drugs and drug use, period.

In concluding—and I'm going to run through this real quickly, because I know we're short on time, and I apologize—the task force efforts in California have worked quite well, but the one thing that I did want to indicate is that currently, we are plagued with a methamphetamine problem that is skyrocketing. And you've heard some of the testimony attesting to that.

Last year, the Bureau of Narcotic Enforcement seized 465 labs throughout the State. So far, we have doubled that just by the middle of the year. And we will go over 800 labs by the end of this year.

And in regards to this problem, public officials, the media, entertainment, educators, and parents must take a stand against those who profess any form of drug legalization or decriminalization of existing laws and join law enforcement, drug prevention, education organizations to fight prolegalization efforts.

Thank you very much.

[The prepared statement of Mr. Allen follows:]

"REPORT FROM THE FRONT LINE: THE DRUG BATTLE IN CALIFORNIA."

THE SENATE SUB-COMMITTEE ON NATIONAL SECURITY, INTERNATIONAL AFFAIRS, AND CRIMINAL JUSTICE

SUB-COMMITTEE TESTIMONY

PROVIDED BY:

WALTER ALLEN III, SPECIAL AGENT IN CHARGE

CALIFORNIA DEPARTMENT OF JUSTICE

OFFICE OF THE ATTORNEY GENERAL

BUREAU OF NARCOTIC ENFORCEMENT

AND

VICE PRESIDENT

CALIFORNIA NARCOTIC OFFICERS' ASSOCIATION

I would like to commend the senate sub-committee members for their efforts to address this extremely critical problem. There is an old proverb which states, "When there's no enemy within, the enemies outside cannot hurt you." Drug trafficking and drug use are two of our most prominent enemies, and both are right here in America. Teen drug use has reached critical mass, and if we fail to work together to fight this devastating problem, the national security of our great nation will be in serious jeopardy. By the turn of the century, there will be 40 million teenagers in America. What effect will a soft drug policy have on this generation?

The 60s and 70s gave rise to the greatest drug problem this country has ever experienced since drug prohibition was enacted in 1914. By 1979, more than 24 million Americans were using illicit drugs, and 50 percent of all high school seniors reported illicit drug use. Thirteen years later, in 1992, as a result of successful drug enforcement efforts at the local, state and federal level, as well as First Lady Nancy Reagan's "Just Say No" campaign, the Drug Awareness and Resistance Education (DARE), the Substance Abuse Narcotic Education (SANE) programs, and major anti-drug events such as Red Ribbon Week, only 11.4 million Americans were using illicit drugs, and high school seniors were half as likely to use drugs than their counterparts did in the class of 1979. However, our society did not heed the hard lessons of the 60s and 70s drug culture. Within the last three years, once again we have seen an increase in the use of drugs after a 12-year decline.

There are a number of reasons why teenage drug use has increased.

- Celebrities are again glamorizing drug use on TV and in movies, in music, through testimony, as well as behavior On a routine basis, professional athletes using drugs have served as poor role models for our youth with little or no sanctions.

- The media's efforts to downplay drug usage have also slacked off. In the 1980s television advertising demonstrated just how effective it could be in shaping the perception of teens by airing powerful anti-drug messages. There were 518 drug stories that were aired on the evening news of the three major networks in 1989 and only 78 in 1994. In addition, public service drug messages have been reduced 20 percent since 1990 and are now often shown during the off peak hours.

- In recent years, one of the most devastating blows to drug use reduction efforts has been the drug legalization movement. This well-orchestrated movement has gained momentum, support and funding every day. Organizations such as the National Organization for the Reform of Marijuana Laws, better known as NORML, and the National Drug Policy Foundation have been touting drug legalization by providing the public with faulty analogies, misrepresentations, and unsupported theories.

- The legalization lobby's latest hoax is sponsorship of California Proposition 215, the Compassionate Use Act of 1996, authored by a convicted "rehabilitated" drug dealer, will appear on the November 1996 ballot. Promoters of this initiative, which include NORMAL and multi-millionaire George Soros, claim that it will provide for the "compassionate use" of crude marijuana for people with cancer, Aids, Multiple Sclerosis and glaucoma. However, the fine print of the initiative will allow for the use of marijuana for "any other illness for which marijuana provides relief (i.e., headaches, backaches, stress, etc.). In addition, no written prescription is required. The physician may give permission for marijuana use verbally for any illness. The Food and Drug Administration, the Drug Enforcement Administration, the U.S. Public Health Services, as well as major medical organizations and the majority of nationally recognized expert medical doctors, scientists and researchers have not accepted smoking marijuana for medical use.

  Can you imagine what will occur if this initiative passes and what effect it will have on our teenage population, which is already experiencing serious problems with drug use?

  What type of message will be sent to our children? On September 19, 1996, an NBC news affiliate in Los Angeles reported that in a recent survey they conducted, only 51 percent of those surveyed indicated that they were aware of the Proposition 215 marijuana as a medicine initiative. Of the 51 percent surveyed, 21 percent were in favor of the initiative. It is obvious that teen drug use will skyrocket if the Proposition 215 marijuana initiative is passed Marijuana will in effect be legalized.

In September 1996, the California Narcotic Officers' Association (CNOA), which has over 7,000 members statewide, honored several California law enforcement officers who died in the line of duty during the last 20 years while enforcing narcotic laws. As a result of the ultimate sacrifice these officers made, no one can say that California law enforcement has not been doing its part in the fight against drugs. California peace officers cannot be expected to enforce the narcotic laws and at the same time fight the drug decriminalization and legalization movement without your help. Government officials and those elected to service the public must step up to the plate and take a big swing at legalization efforts and speak out against those who would have you believe that casual drug use is okay, marijuana is a medicine and the use of illicit drugs is a victimless crime. Legislators must supplement law enforcement drug reduction efforts by convincing the public once and for all that drug use, more especially teenage drug use, is not a victimless crime.

- 75% of teenage runaways are substance abusers.
- Drug-using youth are three times more likely to commit suicide than those who don't use drugs.
- The majority of high school dropouts are drug users.
- 52% of arrested juveniles tested positive for marijuana in 1994, up from 6% in 1990.
- Youth homicides involving drugs and firearms have doubled.

Obviously, drug use is not a victimless crime. Attacking the teenage illicit drug problem will take a multi-faceted approach which will necessitate better parenting, enhancement of law enforcement resources, expanded drug resistance education for our youth, as well as enhancement of rehabilitation and treatment programs. Equally important will be efforts to address poverty issues and, above all, changing society's attitude toward drug use.

In regards to California law enforcement efforts, effective narcotic enforcement, through a multi-agency/jurisdiction task force approach, will continue to lead to successful skirmishes which are now being fought in every community throughout the State of California. The Los Angeles Interagency Metropolitan Police Apprehension Crime Task Force (LA IMPACT), which is comprised of a majority of the cities in Los Angeles County, the Los Angeles Sheriff's Department, the California Highway Patrol, Federal Bureau of Investigation, and the California Bureau of Narcotic Enforcement, is an example of successful coordination of narcotic enforcement efforts. Since its 1991 inception LA IMPACT has seized 13 tons of marijuana, 29.5 tons of cocaine, $54.2 million in U.S. Currency and has arrested 1,429 major drug traffickers.

Attorney General Daniel Lungren's California Bureau of Narcotic Enforcement Task Force Program, which includes 26 multi-agency task forces servicing 35 counties, is another example of success through coordinated efforts. In 1995 alone, these task forces arrested 6,011 drug traffickers, seized 3.5 tons of cocaine, 3 tons of methamphetamine, 34,309 pounds of marijuana

and 41 pounds of heroin.

Although the task force efforts have been quite successful, California is currently plagued with a major methamphetamine epidemic. Unfortunately, California is the source state of the country in regards to methamphetamine manufacturing and distribution. In 1995, Attorney General Lungren's Bureau of Narcotic Enforcement Special Agents seized a record 465 methamphetamine labs throughout the state. This equates to more meth labs seized in California than in all other states combined. As of August 30, 1996, the Bureau of Narcotic Enforcement has already seized more than 400 methamphetamine laboratories statewide. At this alarming seizure rate, the bureau could seize as many as 800 meth labs by the end of the year, doubling last year's seizures. Because methamphetamine is deadly, this simple-to-make drug has recently become the drug of choice among teens, thereby compounding the youth drug problem.

With limited resources, California law enforcement will continue its efforts to deter drug trafficking and drug use by reducing the availability of drugs and maintaining the risk factor by enforcing drug laws. However, public officials, the media, the entertainment industry, educators and parents must stand against those who would profess any form of drug legalization and/or decriminalization of existing drug laws and join with law enforcement and drug prevention and education organizations to fight pro legalization efforts.

There will never really be a war on drugs until more than just one half of 1 percent of the federal budget is dedicated to wage a real war on drugs.

For the pass four years, there has not been a clearly delineated national drug policy. On behalf of California law enforcement, I encourage the committee to do what it can to rekindle the "just say no" to drugs message from our nation's Capitol. I encourage the committee to initiate a wave of support from Washington, D.C., for federal, state, and local law enforcement, prevention, education, and treatment efforts to seriously combat the scourge of drugs that is again threatening the security of our nation. And finally, I encourage the committee to initiate a strong message out of Washington, D.C., to proactively and vigorously denounce any efforts to legalize or decriminalize illicit drug use in our country.

Mr. HASTERT. Thank you.

Lt. Col. Dann McCann.

Lieutenant Colonel MCCANN. Committee members, I'm Lt. Col. Dann McCann. I'm the commander of the California National Guard Joint Counterdrug Task Force. In the interest of time, I'll summarize briefly by stating that the National Guard has been a principal supporter of national drug control efforts both domestically and internationally since 1977.

From its initial support provided incidental to training, the National Guard has become a congressionally funded, strongly supported full partner in the counterdrug support area, both in supply and demand reduction activities.

Currently, the National Guard executes a budget of approximately $150 million per year, with more than 3,500 Army and Air National Guard men and women on duty daily nationwide. Here in California, over 460 California Guard members are currently assigned to our California counterdrug task force, by far the largest of the 54 States and territories.

National Guard members perform more than 6,400 individual missions annually in support of Federal, State, and local law enforcement agencies. Concurrently, the National Guard has become a nationally recognized leader in volunteer-supported drug demand reduction activities in more than 3,000 armory, air bases, and communities where National Guard people live and work.

The California National Guard performs six broad missions in support of drug law enforcement agencies. These six missions are defined as program management, technical support, general support, counterdrug-related training, reconnaissance and observation, and demand reduction. Within these broad mission categories, there are over 25 identified subcategories of missions. Of these, the support most often requested of us are intelligence analyst and translation, cargo inspection, surface reconnaissance, and engineering.

Agencies generating the greatest demand for our resources here in California include the U.S. Border Patrol for engineering and reconnaissance support; the U.S. Customs Service for cargo inspection and intelligence analysis; the State Bureau of Narcotics Enforcement for surface and aerial reconnaissance in cannabis eradication; and the two HIDTAS here in California, Southwest Border HIDTA and the Los Angeles HIDTA.

A significant amount of the California Counterdrug Program is focused on the California-Mexico border in the interdiction effort. Of the 460 members working in the program, over 300 directly or indirectly support the border operation. Other significant interdiction operations are directed toward the Bureau of Narcotics Enforcement and the DEA in their statewide efforts to eliminate methamphetamine production and cannabis eradication.

Drug demand reduction efforts are directed toward community-based organizations, youth and family programs, school support, and instructional support to law enforcement.

Recently, our drug demand administrator participated as a facilitator in a teleconference in a response to the Office of National Drug Control Policy on the President's Youth Leadership Initiative. We are also heavily involved in the upcoming Red Ribbon cam-

paign, which kicks off this Friday in Sacramento with a Red Ribbon breakfast.

Counterdrug missions are appropriate for the National Guard. We're the best military entity to provide the support to civil authorities and community organizations because of our community heritage and base. By the end of fiscal year 1996, we will have performed over 750 interdiction missions in support of law enforcement and approximately 310 missions in support of the drug-demand reduction effort.

For the third year in a row, we anticipate that here in California, we will be credited with over $3 billion in assisted seizures in support of law enforcement operations. Our drug-demand reduction effort will have reached approximately 419,000 Californians.

The successes of our programs have been accomplished in spite of a decrease of approximately 31 percent in Federal counterdrug funding for the National Guard over the past 4 years. Although the National Guard Bureau has been generous to California in sparing its reductions in funding over these past 4 years, any further cut will eliminate vital programs in the future.

We ask your support in establishing a minimum baseline of congressional funding for National Guard counterdrug support in the coming years. I would say that based on the conversations I've had with the Guard Bureau in the last few days, we appreciate the efforts of Congress. For fiscal year 1997, it looks like that, in fact, may be a reality and will assist our program.

Thank you for the opportunity to participate in this forum.

[The prepared statement of Lieutenant Colonel McCann follows:]

Roles and Missions of National Guard

The National Guard is a unique organization and the only military service with three missions: National Defense, State Public Safety, and Community Support. The National Guard is organized and equipped for national defense as part of the Departments of the Army and Air Force. Army and Air National Guard units are a vital part of the Total Force and have served in every major national security mission in this century.

Training for our primary mission of National Defense prepares us for our secondary mission, State Public Safety. Each year the California National Guard is called to help civil authorities protect life and property during state emergencies. California averages 33 percent of our nation's military support to civil authority missions. In 1994, for example, the California National Guard responded to 51 percent of the nation's military support to civil authorities missions.

Our third mission is Community Support. Youth Programs and community service projects are the principle focus of our Community mission. Our programs, which include Drug Demand Reduction Programs, target inner-city youth, providing education and training in various formats that build self-esteem, discipline, and leadership skills. National Guard units also support recreation activities and public service events that benefit all members of the community.

History of National Guard Counterdrug Support Operations

The National Guard has been a principle supporter of national drug control efforts, domestically and internationally, since 1977. From its initial support, provided incidental to training, the National Guard has become a congressionally funded, strongly supported, full partner in Counterdrug support, both in supply and demand reduction activities. Currently, the National Guard executes an annual budget of $151 million with more than 3,500 Army and Air National Guard men and women on duty daily nationwide. Over 460 California Guard members are currently assigned to our Counterdrug task force. National Guard members perform more than 6,400 individual missions annually in support of federal, state, and local drug law enforcement agencies. Concurrently, the National Guard has become a nationally recognized leader in volunteer-supported, drug demand reduction activities in the more than 3,000 armories, bases, and communities where National Guard people live and work.

Counterdrug missions are appropriate for the National Guard. We are the best military entity to provide this support to civil authorities because of our community base. Our community basing gives our force stability that the Active Components lack. This stability enables us to assign soldiers and airmen to Counterdrug missions for long periods of time (6+ years). This in turn helps build the bonds of trust between our personnel and law enforcement officers that is critical for mission accomplishment.

Our personnel should, however, remain in the support role. We should support local, state, and federal law enforcement agencies to enhance their ability to perform their missions. The National Guard is a force multiplier. We enhance the capabilities of civilian agencies by providing soldiers and airman that have skills, training, and equipment unique to the military.

Counterdrug Missions

The California National Guard performs six broad missions in support of Drug Law Enforcement Agencies. These missions are defined as program management, technical support, general support, Counterdrug related training, reconnaissance and observation, and demand reduction. Within these broad mission categories, there are over twenty-five identified sub-missions. Of these, the support most often requested is intelligence analysis and translation, cargo inspection, surface reconnaissance, and engineering.

Agencies generating the greatest demand for our resources include the United States Border Patrol (engineering and surface reconnaissance), United States Customs Service (cargo inspection and intelligence analysis), the State Bureau of Narcotics Enforcement (surface and aerial reconnaissance, intelligence analysis, and cannabis eradication), and the Southwest Border High Intensity Drug Trafficking Area (SWB HIDTA).

California National Guard Border Operations

The California National Guard began providing limited ground tactical and aviation support to US Border Patrol Counterdrug operations along the California/Mexico border in 1989. In the Fall of 1990, California National Guard combat engineers began road construction and road maintenance operations in west San Diego County to provide improved access to the border for Border Patrol Officers and to enable construction of steel fencing to prevent large loads of drugs from being driven directly across the border. This increased Border Patrol drug seizures in the area by 1000 percent, decreased officer injuries, and helped increase cocaine seizures at the Ports of Entry. The engineer project has continued to work east along the border. To date, the engineers have constructed 27 miles of new roads, improved more than 415 miles of existing roads, and built 21 miles of fence.

In 1991, the California National Guard increased ground and air tactical support to the San Diego Border Patrol Sector, supporting Border Patrol Counterdrug operations in Campo, Otay Mesa, and Imperial Beach. In 1992, we began supporting the Calexico Border Patrol Station with personnel to monitor border cameras. In 1993, we began supporting coordinated tactical Counterdrug operations with both the San Diego and El Centro Border Patrol Sectors, and provided HH-60 and OH-58 helicopter support, equipped with a thermal imagery system. The following year at the direction of Governor Wilson, we increased the level of Counterdrug support to the border Patrol

by fielding an intelligence analyst support team to the El Centro Sector, night scope operators for Imperial Beach, and increased the level of tactical support to both sectors.

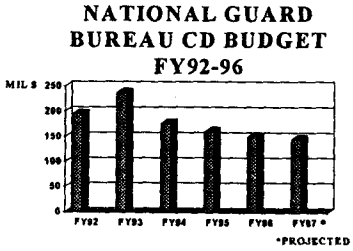
Our mission focus for fiscal year 1996 has been on supporting the interdiction efforts of law enforcement agencies. The primary tasks we conduct include cargo inspections, engineer support, aerial reconnaissance, intelligence analyst support, linguist support, photo reconnaissance, and ground tactical support. We match law enforcement support wherever possible with missions which enhance our preparedness for warfighting and security missions. Additionally, we seek opportunities to conduct Counterdrug support incidental to on going training.

The significant levels of Counterdrug support provided by the California National Guard have collateral benefits to Border Patrol's enforcement of immigration law. The additional mobility provided by the road project and the monitoring capability of ground and air tactical operations increase the overall effectiveness of Border Patrol officers in the field, while reducing both officer and illegal alien injuries.

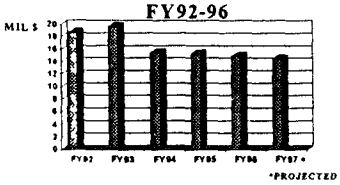
Counterdrug Funding and Budget

The first federal Counterdrug funds were allocated to the states in fiscal year 1990. At that time, the California National Guard Counterdrug program was formally established.

Funding reached a pinnacle in fiscal year 1993, but has steadily declined since that time. The charts below depict the overall National Guard Bureau annual budget for the five year period of FY92-96, and those apportioned to the California National Guard during that time. FY97 projected allocations are also annotated.



CALIFORNIA NATIONAL
GUARD CD BUDGET
FY92-96



Completed Missions

Despite the steady trend of declining resources, Counterdrug missions continue to increase. Each year, law enforcement agencies in California submit requests to the California National Guard for missions that would have a total cost of 40-50 million dollars. With our current funding, we are able to support approximately 25 percent of the requests. The graph below depicts interdiction missions conducted by the California National Guard over the past five years.

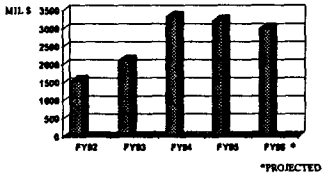
COUNTERDRUG MISSIONS
FY92-96

*PROJECTED

Results

The California National Guard is credited with assisted seizures in support of drug law enforcement. We have seen a measurable increase in illegal contraband seizures based upon increased mission performance. We have also noted a significant shift in drug trafficking patterns along the California/Mexico border, as drug trafficking organizations have had to alter traditional smuggling patterns due to increased disruption and interdiction in both the San Diego area proper and the Imperial Valley to the east.

ASSISTED SEIZURES
FY92-96



Drug Demand Reduction

The California National Guard Counterdrug Program provides direct support to community based organizations and drug prevention efforts. The aim of the Drug Demand Reduction staff is to find ways in which to use National Guard resources to support law enforcement, schools, youth organizations, and community based organizations in making California and America drug free.

We have conducted 310 demand reduction support missions to date this fiscal year, with participation of 2,995 volunteers. The estimated number of Californians reached through our efforts is 418,987. A partial list of the projects and programs we support is included at Tab A.

Support Requested

Congress can continue to assist the National Guard as a whole in performing our border support missions by ensuring that we continue to field the latest and most modern military equipment.

We also request that Congress provide a separate line item in the Department of the Defense Appropriation for National Guard Counterdrug Operations at a baseline of $180,000,000 for fiscal year 1997. National Guard funding for Counterdrug operations has been cut by 31% during the years 1993-1996. This was despite the fact that the National Guard was involved in seizing domestically 120 metric tons of cocaine in 1994, almost 50% of the total cocaine seized in all programs within the US.

We have two critical issues in California that require the attention of Congress. We are requesting the support of Congress in obtaining authorization and appropriations for six OH-58D model aircraft for Counterdrug operations. The Army's Aviation Restructuring Initiative will reduce the California Army National Guard's fleet of OH-58A aircraft from 31 to 6 by September, 1996. The OH-58 is our primary airframe for Counterdrug missions because of its low cost of operation. The reduction of the OH-58A aircraft will drastically reduce our ability to support Counterdrug operations. We require the newer OH-58D aircraft, or the comparable OH-58A+ Reconnaissance

and Interdiction (RAID) aircraft, in order to compensate for the loss of our other helicopters.

We also request the support of Congress in retaining and fully resourcing the 40th Infantry Division (Mechanized). The Department of the Army continues to entertain proposals to eliminate California's 40th Infantry Division from the National Guard force structure. The 40th Division is the core element ensuring the California National Guard's readiness to perform federal missions and protect the public safety of the citizens of California. Most of the troops, equipment, and aircraft that we utilize for Counterdrug missions are assigned to the 40th Division. We must preserve the 40th Division and fully fund its training and equipment needs if the California National Guard is to continue to provide support to civil authorities on the border.

Conclusion

The California National Guard is committed to its continuing role of supporting civil authorities throughout California. We will continue to act as a force multiplier to enhance law enforcement effectiveness in fighting the war on drugs. The collateral benefits of drug enforcement support will also enhance the Border Patrol immigration enforcement activities. Our most important contribution in performing counterdrug support will remain the increase in safety of both the public and the law enforcement officers we assist. A fully capable and resourced 40th Infantry Division (Mechanized) will be ready when called to meet our federal warfighting missions. A fully capable and resourced 40th Infantry Division can accomplish its second mission of Operations Other Than War. The 40th Infantry Division excels at earthquake assistance, wildfire assistance, restoration of civil order, Counterdrug operations and extensive engineer operations. Every dollar spent on the 40th Infantry Division (Mechanized) gets two dollars of return through preparedness for national defense and protection of public safety.

DRUG DEMAND REDUCTION PROJECTS AND PROGRAMS

COMMUNITY SUPPORT

Inter-Agency Task Force
Learn & Self Esteem Network
Friday Nite/Club Live
Century 2000 Project
Yolo Altern Ed Center
State Dept. of Adult Education
Sacramento City Council
Teen Dance Stand
Teen Pregnancy Project
Yolo Youth Forum Summit
Healthy Habits
California Teen Leadership Program
Training Teams Project
CARE Project
Belgium-American Exchange '95
Yolo Unite Program
Red Ribbon Celebration
Sacramento Youth Service Corps
Kiwanis International
Dept. of Alcohol & Drug Programs
YWCA
Teen Work Training Institute
Camp Roberts Explorer Post
Benicia Chamber of Commerce
Asian/Florin H.S. Mentors
Community Summit Council
LA Boys & Girls Clubs
LA City Council
Children's Receiving Home
LA County Probation
Arden Manor Board of Directors
Roseville Explorer Post
Teen Youth Planning Conference
TeenWorks '95 Conference
Sacramento Police Explorer Post
California Narcotics Officers Assn.

SCHOOL SUPPORT

Asian/Florin High School Mentorship Program
Adolescent Parent Program
Breen Elementary School
Williamson Career Day
STARBASE
Belgium/American Student Exchange Program
ABC Learning Centers Development Project
7-12 Academy
Fresno Careen Program
McClain High School Career Day
Flag Day Instruction
Fairbanks Computer Lab

YOUTH / FAMILY PROGRAMS

Family Life Centers
Increasing Human Effectiveness Seminar
Committed To Quality Team Building Seminar
Project Development Teams
Speakers Bureau
Unlocking Your Potential Seminars
Family Programs Drug Demand Reduction Task Force
Leadership For Women Workshop
Instructional Development Teams

INSTRUCTIONAL / LAW ENFORCEMENT SUPPORT

National Interagency Counterdrug Institute, San Luis Obispo, CA
Regional Counterdrug Training Academy, Meridian, MS
Police Athletic League
G.R.E.A.T Banning Police Dept
Drug Abuse Resistance Education (DARE)
Substance Abuse Narcotics Education (SANE)
Cops-N-Kids
Oakdale Boxing Club

Mr. HASTERT. Thank you.

At this time, I would like to call upon Col. Kenneth Kleine, who's the director of the California National Guard's Youth Program.

Colonel KLEINE. Mr. Chairman, committee members, my name is Col. Ken Kleine. I'm the director of youth programs for the California Guard. And I want to thank you for the opportunity to speak before this committee.

The National Guard is a unique organization and the only military service with three missions—national defense, State public safety, and community support. Today, I want to focus on youth programs, which is part of our community support mission.

The American military has effectively been involved in youth programs since its inception, that of turning young people into responsible adults and teaching them new skills. The oldest organized youth program of its type in the country started right here in California. The California Cadet Corps was established in 1911 and continues today.

The Cadet Corps Program was designed to use military style techniques in developing qualities of leadership, patriotism, and citizenship in young men and women. About 3,000 cadets in 50 schools in the State currently participate.

In addition to Cadet Corps, we operated several other youth programs, one of which was a Los Angeles unified school district outreach program, which was created as a result of the aftermath of the 1992 Los Angeles riots. It was a congressionally funded, 3-year program which ended this July. The program addressed the problems faced by Los Angeles school children, specifically, poor preparation in science and math and a lack of personal direction.

The program was jointly administered by the Guard and the Los Angeles Unified School District. One part of that was Angel Gate Academy. It was a 5-week resident program at Camp San Luis Obispo for at-risk 11- to 13-year-olds. Our only federally funded program today is Star Base, the Science and Technology Academy.

Star Base is a National Guard program designed for students in grade 4 through 6 who need encouragement to remain in school. And Sacramento is our Star Base site. Our future youth program plan is to continue Star Base and acquire funds to operate Angel Gate Academy.

Angel Gate Academy was chosen as the most effective of all the outreach programs we have done. Angel Gate will be the resident phase of a Los Angeles school district California Guard joint youth program providing a proactive, 12-month intervention program for middle school students.

Based on our 3-year experience with Angel Gate, we know that it provides alternatives for students, provides counseling, removes barriers affecting academic performance. The program improves conflict resolution, anger management, team building, self-reliance, personal responsibility, academic, behavioral, and social skills. Two major components are that it trains parents to improve their skills to assist their children and maintains a continuing program to keep students on track.

Los Angeles Unified School District and Cuesta College here at San Luis Obispo jointly developed and delivered the academic curriculum. Guard personnel conduct daily physical training drilling

ceremonies in which students learn leadership, self-discipline, and team-building, leadership reaction courses to improve problem resolution skills. The National Guard personnel also counsel and care for the students 24 hours a day, 7 days a week.

What the California National Guard and the youth of California need is congressional funding for Angel Gate Academy for 1,440 students a year at a cost of $6.4 million. This is a remarkably cost-effective program, when considered against the cost to society of crimes committed by youth, drug use, and incarceration.

Student behavior has shown a marked improvement, as indicated by the evaluations from the school district. Attendance has improved 66 percent. Tardiness has decreased 65 percent. Disciplinary action has decreased by 72 percent. And there has been no reported judicial actions against the students who have attended Angel Gate.

To put this information into some perspective, kids sent to Angel Gate are often on their last chance to stay in a regular school. Some kids are already expelled. The most at-risk kids are going to Angel Gate. Without Angel Gate, it would be a year or less until most would drop out of school. Ninety percent of the students in this category would get worse without Angel Gate. Some kids have already been transferred to at least two other schools for being problems.

After an unsuccessful attempt to earmark $6.4 million, language was successfully inserted in the House report on the fiscal year 1997 Commerce, Justice, State, and Judiciary appropriations legislation, recommending a grant of $2.3 million to Angel Gate Academy. The grant would be made available from juvenile justice programs within the Department of Justice.

However, the $2.3 million will only fund about 400 students. While it is vitally important to help these 400 students, providing $6.4 million funding for 1,440 students would be much more cost-effective and far more beneficial in reducing youth violence.

While other States have federally funded youth programs such as Challenge, operated by the National Guard, California, the State with the largest population, only has one very small underfunded Star Base Program serving a small student population in one part of the State.

California is over 32 million population, almost twice the population of the next largest State. And with over 6 million students attending school, California is a place where Federal dollars for youth programs should be spent. Thank you.

[The prepared statement of Colonel Kleine follows:]

Roles and Missions of the National Guard

The National Guard is a unique organization and the only military service with three missions: National Defense, State Public Safety and Community Support. The National Guard is organized and equipped for national defense as part of the Departments of the Army and Air Force. Army and Air National Guard units are a vital part of the Total Force and have served in every major national security mission in the century.

Training for our primary mission of National Defense prepares us for our secondary mission: State Public Safety. Each year the California National Guard is called to help civil authorities protect life and property during state emergencies. California averages 33 percent of our nation's military support to civil authority missions.

Our third mission is Community Support. Youth Programs and community service projects, including Drug Demand Reduction Programs are the principle focus of our community mission. Our programs target inner-city youth, providing education and training in various formats that build self esteem, discipline and leadership skills.

History of the California National Guard Youth Programs

Today I want to talk about the California National Guards youth programs. The American Military has effectively been involved in youth programs since its inception; that of turning young people into responsible adults and teaching them new skills. The California National Guard through its existing organizations and infrastructure, offers youth program management advantages that are not available through other organizations: more than 200 years of experience with an existing physical infrastructure at local, State and national levels; trained personnel in the areas of organization, planning, self-discipline and leadership; a ready pool of senior non-commissioned officer who are experienced in working with difficult young people from diverse cultural and socio-economic backgrounds; ready access to existing facilities, equipment and personnel needed to support the operations of the program and an existing communications link at the highest levels of key State agencies.

The oldest organized youth program of its type in the country started right here in California. The California Cadet Corps was established in 1911. The California Cadet Corps program was designed to use military style techniques in developing qualities of leadership, patriotism and citizenship in young men and women of California. The program was a school dropout prevention program, encouraging cadet enlistment in the California National Guard and other military services following graduation from high school. About 50 junior and senior high schools had been participating in the program with an estimated total enrollment of 3,000 cadets.

IMPACT, The Innovative Military Projects and Career Training program (IMPACT) operated from 1977 to 1994. The program utilized traditional military training and educational techniques to recruit, train and place students either in the military, private work force or return to school. The program's focus consisted of basic life skills, mathematics, English, reading comprehension, pre-employment training and pre-military training. IMPACT was a six-week (180 hour) non-residential program designed for "at-risk" 17-21 year olds, recruited primarily from inner city locations. During its tenure, the IMPACT program had over 8,000 total participants and over 5,800 graduate placements (civilian/military/vocational), representing a 73% placement rate.

STARBASE, Science and Technology Academies Reinforcing Basic Aviation and Science Exploration Program (STARBASE) is a National Guard program designed for students in grades 4 through 6 who may need encouragement to remain in school. STARBASE features an imaginative curriculum, one day a week for five weeks, of science and mathematics combined with goal setting skill and drug demand reduction education. Sacramento is the STARBASE site. The program has received federal funding for one more year.

The Los Angeles Unified School District Outreach Program was created as a result of the aftermath of the 1992 Los Angeles riots. 10 million dollars was provided for three years by the Congress to fund a program that would address the problems faced by Los Angeles school children, specifically poor preparation in science and math and lack of personal direction. The program was jointly administered by the California National Guard (CNG) and the Los Angeles Unified School District (LAUSD) and focused on enhancement of mathematics, science and engineering. There were seven components to this program:

* The four LAUSD administered programs provided state-of-the-art science and technology labs for inter-city schools, increase participation among underrepresented minority students and increase the number of students electing advanced courses in mathematics and science. Through the Outreach Program Magnet schools have expanded over the past three years and have provided a significant amount of new computer equipment for the district.

* The Pioneer 2000 program was one of three exclusively California National Guard administered programs focusing on developing interest and understanding of math, science and engineering for elementary, middle and high school students. Approximately 50 day site visits to private industry, government and military facilities enhance the students awareness of these areas. Additionally, over 1600 students each year attended a one week residential seminar at Camp San Luis Obispo. During the students time at camp, they were taught by Cuesta College professors, CNG military instructors and guest lectures on the environment, math and science..

* The Student Training and Redevelopment Program (STAR) was the second CNG administered program. Continuation and Opportunity school students received an 88 hour, five-week math and science program giving the graduates of the program academic credits for each hour of class time. Of the 800 students each year that attended the non-resident five-week program, the top 200 students attend a one and a half week resident seminar at Camp San Luis Obispo.

* The Angel Gate Academy program was the last of the three CNG administered programs. Angel Gate Academy is a five-week resident program at Camp San Luis Obispo for "at-risk" 11-13 year olds. While the student is attending the resident program the parents are provided training on child development and parenting skills.

Program Goals: Through the resources and experiential learning provided by the LAUSD Outreach Program, students improve in science, mathematics and technology knowledge and skills; students develop strong self-esteem, positive attitudes and goal-setting skills necessary for academic success; a support system and extended-care network is provided for students as LAUSD Outreach tracks their progress through the program; and parents receive information to help them get positively involved in their children's learning process. Drug use goes down when young people improve their self esteem, improve their positive attitude, develop goal setting skills and learn discipline.

Future Youth Programs

Angel Gate Academy, which was so successful in providing counseling, guidance and removing barriers affecting academic performance, was chosen by LAUSD as the most effective of the outreach programs we have operated. Angel Gate Academy is the resident phase of a LAUSD/CNG Joint Youth Program providing a proactive 12-month intervention program for middle school students, grades 6-8, who are at risk of school failure and involvement with the legal system. The program:

- Provides alternatives for students
- Provides counseling and removes barriers affecting academics performance
- Improves academic, behavioral, social, and problem resolution skills
- Improves:
  - Conflict resolution
  - Anger management
  - Team building
  - Goal setting
  - Values
  - Academic planning
  - Improving quality of work
  - Personal responsibility
  - Self-reliance

Major Components:
Provides one year continuing education.
Trains parents to improve their skills to assist their children.
Includes a five-week residential program at Camp San Luis Obispo consisting of academic instruction and individual support by National Guard members.
Maintains a continuing program to keep students on track.

Curriculum:

Five weeks of the one year program is spent at Camp San Luis Obispo. Students are bused from Los Angeles and housed in California National Guard barracks. The camp facilities are located in a beautiful area between San Luis Obispo and Morro Bay, and provide many students with a needed respite from the stress and negative attractions of inner-city streets. The California National Guard staff, which reflects the cultural diversity of the students, provides outstanding role models. After attending classes on a college campus, students often realize for the first time that higher education is a possibility and worth pursuing.

Los Angeles Unified School District and California National Guard personnel jointly developed the curriculum. California National Guard personnel accompany the students through the class instruction, study hall, and supplementary activities. School district teachers and counselors provide supplementary instruction, physical education, and support services at the camp.

The principal academic portion consists of four modules. Critical thinking, Science, Writing, and Math are augmented with field trips directly related to the classroom activity. All courses rely on hands-on activities to engage the students and to encourage them to take the initiative for their own learning.
Additional academic instruction consists of computer lab skill development, computer-aided drafting, and specific social science and language development activities.

National Guard personnel conduct the following components of the program:

- daily physical training
- drill and ceremonies in which students learn leadership, self-discipline, and team building
- leadership reaction course to improve problem resolution skill

Demonstrated Success:

70% of students demonstrated a marked improvement in critical behavior indicators such as attendance, discipline, referrals, school suspensions, and work habits.

Cost-Effective:

Angel Gate Academy, with an enrollment of 1440 students and at a single one-time cost of less than $4,500 per student, is a bargain when compared to other similar programs or incarceration, many of which are multi-annual.

Multi-Annual Costs	
Job Corps	$23,000
Juvenile Incarceration	$35,000
Boys Town	$50,000
One-Time Annual Costs	
Angel Gate Academy	less than $4,500

Support Requested

The California National Guard and the youth of California request Congress fund Angel Gate Academy for 1440 kids a year at a cost of $6.4 million. This is a remarkably cost effective program when considered against the cost to society of crimes committed by youth, drug use and incarceration. On the positive side, making these young people tax paying, contributors to society provides a significant improvement to our country. This program has been successful in modifying the behavior of the majority of the students who have attended Angel Gate. Student behavior has shown a marked improvement as indicated by the evaluations from the school district: Attendance has improved by 66%; tardiness has decreased by 65%; disciplinary action has decreased by 72% and there has been no reported judicial actions against the students who have attended Angel Gate. To put this information into perspective using LAUSD data:

- Kids sent to AGA are often on their last chance to stay in a regular school.
- Some kids are already expelled.
- The **most** at risk kids are going to AGA. Without AGA it would be a year or less until most would drop out of school.
- 90% of the students in this category would get worse without AGA!
- Some kids have already been transferred to at least two other schools for being problems.

Although this program has specifically targeted Los Angeles youth we feel that soon it should be expanded to accept at-Risk youth from throughout the state. Language was successfully inserted into the house report on the fiscal year 1997 Commerce, Justice, State, and Judiciary Appropriations legislation (HR3814) Recommending a grant of $2.3 million to Angel Gate Academy. The grant would be made available from Juvenile Justice programs within the Department of Justice. The 2.3 million will only fund 400 students. While it is vitally important to help these 400 students, providing the $6.4 million funding for 1440 students would be more cost effective, and far more beneficial to the youth of the state.

Conclusion

While other states have federally funded youth programs such as Challenge, operated by their National Guard, California, the state with the largest population, only has a very small under funded, STARBASE program serving a small student population in one part of the state. California has over 32 million population, almost twice the population of the next largest state and with over 1.5 million students attending school California is the place federal dollars for youth programs should be spent.

CALIFORNIA NATIONAL GUARD
Legislative Bulletin

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Successful Program in Jeopardy!

Immediate Legislative Action Needed to Save California National Guard Youth Program!

Problem

California's High School dropout rate and gang violence are two of the most serious problems facing our state today. If these two issues continue to grow at their present rate, California faces an extremely dark and dangerous future.

During the 1993-1994 school year, nearly 71,000 high school students – almost five percent of California's high school population – failed to complete school. If projected over the typical four-year high school tenure, this translates to a shocking loss of almost 20 percent of California's high school population.

Moreover, an increasing number of dropouts and potential dropouts are seeking the security and sense of belonging offered by street gangs. Partially, as a result of this migration, street gangs are increasing at a alarming rate. Gang membership in California could total 250,000 by the year 2000, unless something is done to curb this frightening growth.

"It is extremely important that young kids have role models, and I can't think of a better environment from which they can learn than right here with National Guardsmen..."

Pete Wilson,
Governor of California

California National Guard's Angel Gate Academy gives at-risk youth a running start at becoming successful, productive members of society.

What is the Solution?

A recent Rand Corporation study concluded that a primary key to reducing the high school dropout rate and the impact of gangs on our society is an investment in youth at an early age. Successful dropout prevention programs must be implemented that address reasons why youths drop out of school. Additionally, such programs must provide partnerships and multi-disciplinary approaches for optimum success.

The California National Guard's Angel Gate Academy is such a program. In fact, it is one of the most successful, cost-effective youth programs in California! Despite this fact, Angel Gate Academy lost its federal funding on July 31, 1996 and has been forced to close. We need federal funding now to reopen this vital program.

Angel Gate Academy

A primary key to reducing the high school dropout rate... is an investment in youth at an early age!

The California National Guard's Angel Gate Academy is a proactive intervention program conducted in conjunction with Los Angeles County Schools. The program addresses the unique needs of middle school students who are seriously at-risk with the legal system. The year-long program consists of residential training at Camp San Luis Obispo and includes all-important parent training, counseling, mentoring, and school support programs so vital to the after-care of Angel Gate students.

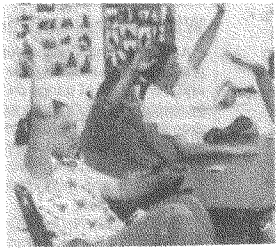
Angel Gate Students

Without Angel Gate, 90 percent of its students would get worse, and most would drop out of school within a year!

Angel Gate students are the most at-risk sixth, seventh, and eighth graders in California's school system: those often on their last chance of staying in school, and those already expelled. Without Angel Gate, 90 percent of the students in these categories would get worse, and most would drop out of school within a year.

The attention and reinforcement given to those students – most of whom have never known success of any kind – has proven to be the key to reaching the children and turning their lives around. Angel Gate Academy surpasses other youth programs in developing a child's self-confidence, self-pride, self-esteem and in helping at-risk youth avoid the pitfalls of the mean streets

Angel Gate Academy targets sixth, seventh, and eighth graders...which is the age category where potential dropouts begin their downward slide!



Many Angel Gate students become enthusiastic about education for the first time, thereby lessening their chances of dropping out and joining gangs.

Angel Gate's Objectives

The objectives of the California National Guard's Angel Gate Academy Youth Program include

- improving student's math and science skills,
- reducing the chance that these students will quit school and/or become adversely involved in the legal system, and
- assisting students in raising their behavioral, social, and problem-solving skills.

Angel Gate's Curriculum

The curriculum for Angel Gate Academy was developed jointly by Los Angeles Unified School District, Cuesta College, and California National Guard staff. There are 35 hours of classroom instruction and 5 hours of study hall each week. Cuesta College provides the teachers and classrooms for the academic courses. Cuesta College's curriculum consists of four modules that stress critical thinking, science, writing, and math. The modules are augmented with local field trips directly related to the classroom activity. Youth Relations Counselors and school district Impact teachers assist students in skill development and complement the California National Guard Academic Instructors at camp. National Guard personnel conduct four separate modules of training which include daily physical fitness training; drill and ceremonies, in which students learn leadership; self-discipline and team building; a leadership reaction course to improve problem-solving skills; and "Unlocking Your Potential in the 90's", a video and discussion program that promotes self-esteem and individual performance. Students are assessed by nearby Cuesta College upon arrival at Camp San Luis Obispo and while at camp. Records are transferred to the students' schools upon completion of the camp.

The Angel Gate Academy's program design is impressive and superior to the program designs of other better known and better funded programs. Program design comparisons are shown in Table 1.

Table 1
PROGRAM DESIGN COMPARISONS

	ANGEL GATE ACADEMY	JOB CORPS	BOYS TOWN	AMERICORP
LEADERSHIP/FOLLOWERSHIP	X	NO	X	NO
COMMUNITY SERVICE	X	X	NO	X
JOB SKILLS TRAINING	X	X	NO	X
EDUCATIONAL EXCELLENCE	X	X**	X	NO
RESPONSIBLE CITIZENSHIP	X	X**	X	X
LIFE COPING SKILLS	X	X	X	NO
PARENT TRAINING	X	NO	NO	NO
PHYSICAL FITNESS	X	NO	NO	NO
RESIDENTIAL PHASE	X	X	X	NO
POST RESIDENTIAL MENTOR	X	NO	NO	NO
STIPEND ALLOWANCE	X	X	X	X
LENGTH OF PROGRAM	12 MONTHS	7.9 MOS. AVG.	15 MOS.*	10 MOS. AVG.
PARTICIPANTS' AGE RANGE	AGE 11-13	AGE 16-21	AGE 10-17	AGE 17+

Note: * Identified as the ideal length ** Optional or not available to everyone

Angel Gate Academy is Cost-Effective!

Angel Gate Academy amazingly achieves its superior results at an annual cost of only $4,500 per student – just a fraction of the cost of other similar youth programs and less than 15 percent of the annual cost of incarcerating a juvenile offender with the California Youth Authority.

Table 2 shows cost comparisons between Angel Gate Academy and other better known, better funded programs

Table 2
YOUTH PROGRAM
ANNUAL COST ANALYSIS

Program	Annual Cost
Boys Town	$50,000
Juvenile Incarceration	$39,000
Adult Incarceration	$37,000
California Youth Authority	$32,000
Group Homes	$31,000
Job Corps	$24,000
Angel Gate	**$4,500**

Angel Gate Academy Focuses on the Ideal Target Group!

California Department of Education statistics show that if at-risk students can reach the ninth grade, they will be far more likely to graduate from high school. Angel Gate Academy targets sixth, seventh, and eighth graders, ages 11 to 13, which is the age category where many potential dropouts begin their downward slide. This is also the perfect age for reducing the likelihood of these children joining street gangs. Statistics show that the largest percentage increase in gang membership occurs between the ages of 11 and 14.

Impressive Results!

To date, the California's National Guard's Angel Gate Academy has achieved impressive results in improving students behavior. Table 3 represents a random sample of 20 percent of all Angel Gate Academy graduates.

Angel Gate Academy's program design is impressive and far superior to the program designs of other youth programs!

The California National Guard's Angel Gate Academy has achieved impressive results in improving student behavior!

Angel Gate Academy achieves its superior results at an annual cost of only $4,500 per student – a fraction of the cost of other better known, better funded youth programs!

Angel Gate Academy...is one of the most successful, cost-effective youth programs in California!

Table 3
CHANGES IN ANGEL GATE ACADEMY STUDENT BEHAVIOR

Indicator	Change
Attendance	+ 66%
Tardiness	- 65%
Dean's Office Referrals	+ 72%
Referral Room Attendance	- 78%
Suspensions	- 63%

Parent evaluation of whole family environment reported 65% positive improvement.

NO JUDICIAL ACTION OR SCHOOL DROPOUTS REPORTED IN THIS GROUP!

Why National Guard Involvement?

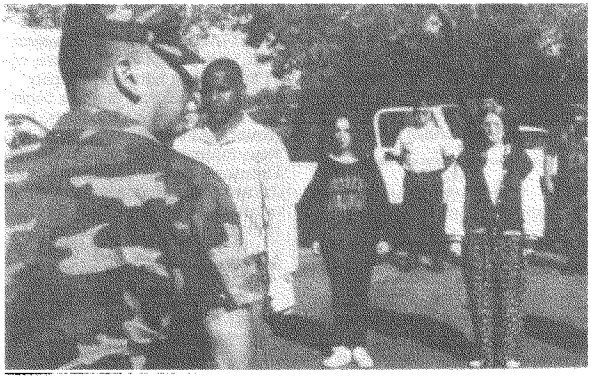
Not only are community support programs such as Angel Gate one of the Guard's three primary missions, the California National Guard is simply the best organization for doing the job. Military discipline is a key element in the success of the Angel Gate program. As the action agency for Angel Gate Academy, the California National Guard, through its existing organization and infrastructure, offers the following advantages not available through other organizations:

- More than 200 years of experience with an existing physical infrastructure at local, state and national levels.
- Trained personnel in the areas of organization, planning, self-discipline, and leadership.
- A ready pool of senior noncommissioned officers who are experienced in working with difficult young people from diverse cultural and socioeconomic backgrounds.
- Ready access to existing facilities, equipment, and personnel needed to support the operations of the program.
- An existing communications link at the highest levels of key state agencies.

Legislative Action Needed!

The California National Guard urges members of Congress to fund the continuation of the California National Guard's highly successful Angel Gate Academy Youth Program for fiscal year 1997 in the amount of $6.4 million. Such funding will be sufficient to train 1400 at-risk students. The California National Guard asks no more; California deserves no less!

Angel Gate Academy lost its federal funding on July 31, 1996 and was forced to close. We need federal funding now to reopen this vital program!



Military discipline is a key element in the success of the Angel Gate program.

ANGEL GATE ACADEMY SUPPORTERS

STATE LAW ENFORCEMENT OFFICIALS

(as of August, 13 1996)

Dan Lungren,----------**California Attorney General**
Sherman Block, **Sheriff**----------**County of Los Angeles**
Ed Williams, **Sheriff**----------**County of San Luis Obispo**
Barry Nidorf, **Chief Probation officer**------**County of Los Angeles**
Wesley Mitchell, **Chief of Police**----------**Los Angeles Unified School District**
Michael Trevis, **Chief of Police**----------**City of Bell**
Richard Propster, **Chief of Police**----------**City ofGardena**
Randy Narramore, **Chief of Police**----------**City of Huntington Park**
Oliver Thompson, **Chief of Police**----------**City of Ingelwood**
Gil Bowman, **Chief of Police**----------**City of Maywood**
Daniel Cross, **Chief of Police**----------**City of Monterey Park**
Dominick Rivetti, **Chief of Police**----------**City of San Fernando**
Ronald George, **Chief of Police**----------**City of South Gate**
L. Rosenkrantz, **Chief of Police**----------**City of Vernon**
Stephen Port, **Chief of Police**----------**City of Hawthorne**
Wayne Clayton, **Chief of Police**----------**City of El Monte**
George Mendoza, **President**----------**El Mounte Police Officers Association**
Hal Barker, **Vice President**----------**California Peace Officers Association**
Richard Probster, **President**----------**California Police Chiefs Association**

LEGISLATIVE SUPPORTERS

* AB-2895 Co-authors

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ANGEL GATE ACADEMY CHANGES IN STUDENT BEHAVIOR

INDICATOR	CHANGE
Attendance	**+66%**
Tardiness	**-65%**
***Disciplinary Action**	**-72%**
Judical Actions	***None***

According to parental evalutions Angel Gate Academy students showed a 65% increase in performance

*** Dean's office, Suspensions and Referral Room**
Data is based on a comparison of students prior to and following attendance at Angel Gate, and is accumulated over a period of at least one semester for each measurement.

GANGS 2000 A CALL TO ACTION

This report provides a...characterization of the gang members and their criminal activities,...

...***It provides a clear need for more crime prevention programs*** within law enforcement, schools, neighborhoods, and local government...

A law enforcement strategy alone will not end the gang problem. Police agencies have suggested that reducing gang activities will require not only enforcement but also prevention at an ***early age*** and greater community involvement...

Without new recruits, gangs will become isolated and unable to grow in size and power, **age is a major factor**. **Investment in youth at an early age is a *primary key* to reducing the impact of gangs on society.**

(Angel gate Continuation program targets 11-13 year olds, just as they are about to make crucial decisions in their lives.)
"Gangs 2000 A call to action" - The Attorney General's Report on the Impact of Criminal Street Gangs on Crime and Violence in California by the year 2000

PAYOFFS OF CRIME DETERRENTS

Crime might be reduced more economically by programs that keep high-risk youth out of trouble than by longer prison sentences, according to an analysis by the Rand Corp.
Here are **comparative deterrent effects** of four types of preventive programs and California's "three strikes" law, expressed in **serious crime prevented per million dollars spent**

- Home visits, day care: 11 crimes prevented
- Delinquent supervision: 72 crimes prevented
- ***Parent training:*** ***157 crimes prevented***
- ***Graduation Incentives:*** ***258 crime prevented***
- "Three strikes" law: 60 crimes prevented

Los Angeles Times, Thursday June 20, 1996

The Angel Gate Continuing Education Program INCLUDES BOTH PARENT TRAINING AND GRADUATION INCENTIVES

May 16, 1996

Governor Pete Wilson
State Capitol
Sacramento, CA 95814

Dear Governor Wilson,

My name is Gabriela Gomez. And I'm a student at the Angel Gate Academy. I come from a small city called Wilmington I had bad grades and a bad attitude And I came here to Angel Gate to Improve all my defects. Because I come from a family with problems. And here in Angel Gate I am Improving on my attitude and grades. Because the classes are easier to understand and I learn more than Back home. And I get along with everybody in my classes I think this is a good program because you meet new people from different cities and it helps you get away from all the gangs, drugs, and pressure in Wilmington I ask of you to please keep on funding this program because it can result to better grades, attitude and you make new friends

Thank you,
Gabriela Gomez
Gabriela Gomez

Mr. HASTERT. Thank you. Director of Mantua Against Drugs, Mr. Wrice.

Mr. WRICE. Thank you, Mr. Chairman and the committee. I'm here to give you a statement about what my involvement has been with the California-based programs that provide the training for the rest of the country.

For the last 5½ years, I've been coming here every 2 weeks to provide what we call the neighborhood perspective on what drugs and alcohol and crime are doing to our inner cities. And what I've been able to find is the best platform that I've ever had a chance to be a part of are the people that come here to find out about what the drugs and alcohol programs are about; they are the people who actually come back to their neighborhood.

So I found out—from here, I found Newnan, GA, and Tupelo, MS, and Bangor, ME, and south Philadelphia. And I found all of the places where all of the programs that you hear, we find the bodies. I deal with the bodies every day. I deal with the people in Chicago that everyone on television said the reason they had this big heat wave and people died in Chicago last year was because of the heat. It was because they wouldn't open up when they learned there were drug dealers outside.

So some people are saying, "Well, what happened to them?" They would rather let their blood boil than open those windows to those nuts.

The other thing I found that's so effective here is that what we have been able to do around the country is find a successful program. And what I was listening to all the time is that when you are making the public available to what you do, I think you should talk about success programs, success programs that Congress don't have to pay for.

It's about time for the American people to get off their fat asses and start doing something about their own programs. And that's one thing about getting out on the street and getting these hoodlums off the street. And it's good that you can fund everything, but you can't fund self-pride. People are going to have to realize that enough of us have died, enough of us have begged, enough of us have heard all the programs.

And most of all, it's that apathy. And I'm getting tired of the NAACP, the ISP, the Americans for a Democratic Society, the AAU, because all of those initiatives, and you can stick them. Because what happens is, until the American people start saying, "We're going out and taking our streets back," then none of these programs are going to work.

We have to say that Mrs. Owens, who is 73, we have to provide that she has safety in her home. We have to provide that that kid that's afraid to carry books to the games, we have to give him and her a chance to go to school so they when they get there, they can study and not have to stand there and worry about if they make the right answer, are they going to get stabbed after school?

We have to make sure that programs that are having, summer programs, are dealing with the kids that are not on drugs. I'm tired of talking about all the ones that's on drugs. You cannot save a kid that's on his fifth or sixth year taking drugs and put him in an

after school program and expect him or her to give you the results. You'll get results, all right.

I don't have a lot of time to talk about teenage programs, because obviously, I don't do that. I don't have a whole lot of time to talk about the programs that people are saying they need jobs. Because if they do, they have two jobs, one selling drugs and one the job that you give them.

What I'm able to do here in San Luis Obispo is to give those people who come here for training the know-how to go back and form the community organizations that fight. I'm the best there is at getting communities to stand up. That ain't a brag, that's a fact. I do this all over the country. I do it for nothing.

If this program here and if the NICI organization is funded, they open a bottleneck here for people to get the knowledge, open it up, and go out into the country. What we have been able to do over the past 6 years, I've probably taught every one of the classes. I know 6,000 people that have went through here have heard this. Some people dislike me. And I don't blame them. I wouldn't like me a lot, either, because what I say don't usually sit with a lot of people. All those people that are looking for funding, look at their own home base. Look at what they can do at home way before we start saying what you can do.

And what you can do is, the next time you have a committee like this, you always have the stories in neighborhoods about we don't have boats and planes. I think all the people here that talk about boats and planes should be there to tell the neighborhood, we are stopping drugs on the border. We are worrying about what they do down in south Florida. We are what we're doing in Texas. These people likely don't get a chance to meet.

That the committee held here, they didn't hear nothing about it. I'm talking about the day when we talked about programs that we're in the future—we're saying what HUD does. HUD does not hear what you say here. HUD has no strike programs, but they're not implemented. Next time HUD come in front of you, say, "If I don't hear you during that program, you don't get funded."

Tell them that. Tell the Justice Department, all them basketball programs, "Stick them." Because you know for a fact if you've got basketball at night, they should be working in the day. Is that tough? You damn right it's tough. And you've got to get tough and tell them—you've already funded most of the solution. You've got to stand up and tell them you've funded them. And that's what I do for a living. If you don't do that, don't do nothing. [Applause.]

That's my testimony.

[The prepared statement of Mr. Wrice follows:]

SUMMARY

TURN AROUND AMERICA - THE WRICE PROCESS

TAKING BACK YOUR NEIGHBORHOOD: ELIMINATING DRUG TRAFFICKING AND YOUTH VIOLENCE IN YOUR COMMUNITY

"This is called not waiting for the Federal Government - not waiting on the State Government to act. This is called taking charge of your own town... We're sick of crack dealers, and we're not going to tolerate them. If it inconveniences a crack dealer that's just too bad...It's inconveniencing the people who are polluting our children. But that's what it's supposed to do." Texas Governor George W. Bush

The dramatic rise in drug trafficking, associated violence and crime has created a new "terrorism" holding our neighborhoods and our children's futures hostage. Further escalating the fear of being a victim is the creeping realization that this new terrorism is a strain stubbornly resistant to "normal" solutions.

The Turn Around America/Wrice Process is a targeted confrontation, mobilization and education process led by neighbors in conjunction with law enforcement and others, that separates the buyer from the seller. The Process has proven effective all over the country with all types of communities in ridding neighborhoods of drug trafficking and drastically lowering crime and violence, for example: **Taylor, Texas' 80% crime reduction in targeted area; Waxahachie, Texas' 93% clearance rate for major crime cases, East Palo Alto, California's 86% drop in crime; and Red Oak, Georgia's 98% drop in 911 calls.** The Process inspires community transformation. It empowers neighbors and agencies to supplant the pervasive negativism associated with drugs and to replace it with a web of positive activities that help the children and neighborhoods blossom and become self-reliant.

The Wrice Process has been established in over 300 communities, 20 states, and 2 foreign countries. For example:

* **Turn Around Florida** - There are 14 groups with 7 as a national Weed and Seed demonstration effort in the middle district. This is a partnership between the Executive Office for Weed and Seed and the Department of Defense.
* **Turn Around Texas** - Sponsored by Governor Bush and Attorney General Morales and there are now 16 cities participating.
* **Turn Around New Mexico** - The Attorney General, National Guard and Turn Around Albuquerque will expand to 10 cities via distance learning training in September.

The Wrice Process has been featured in Reader's Digest and numerous other publications and CBS's "Sixty Minutes". This approach of eliminating drug trafficking is a straightforward, uncomplicated process. It empowers the residents to take individual and collective responsibility for their own predicament and to confront the dealers directly and reclaim their right to live in a safe and peaceful environment. The Process is designed to address the economics of the drug trade - separate the dealer from the buyer.

The Wrice Process is characterized by a grass roots, neighbor driven partnership approach. The targeted vigils and marches combat the new terrorism while separating the buyer from the seller. The success and momentum of the marches and vigils become the catalyst for community, youth, and economic development and empowerment

For additional information contact Herman Wrice (215) 222-7166, Andy Garr (903) 983-0316 or Glenn McCurdy (215) 635-5396.

THE TEN COMMANDMENTS OF DRUG FIGHTING

1. Even if it is truce
2. Opposite thinking
3. We have met the hero and he is us, the hero in you
4. Hate drugs more than police
5. Part of the solution or part of the problem
6. What time is it? Drug fighting time!
7. Don't go for the fake
8. Rain, sleet or snow; drug dealers gotta go
9. Drug dealer mythology
10. Roberts rules of disorder

Mr. HASTERT. Very excellent testimony it has been.

Mr. Souder, would you like to dive into that one?

Mr. SOUDER. Follow that? Well, Mr. Wrice, let me first say that I got an earful when I first went to Washington with then-Congressman Coats to be the Republican staff director for the Children and Family Committee. I went over—I had heard about Bob Woodson. And he called me in, we sat down, and he said, "Don't be a typical white guy who sits on your duff here and announces from Washington what's wrong. You go out and meet people in different cities." And he set me up with a lot of those grassroots activists around the country, and I went there.

And no matter where you find the worst place in America, whether it's the South Bronx or it's gang areas in Philadelphia or in those housing developments, Robert Taylor Homes in Chicago and others like that, there's always some people succeeding.

And I agree with your basic premise that there are—I tell you what. I'm not Pollyanna here. I'm not saying Robert Taylor Homes in Chicago are like my hometown of Grayville. They're a lot worse, and those kids have a lot worse disadvantages.

But why are some of the kids inside there succeeding, and why are some of the people fighting back? And actually, one of the things that HUD did for a while where you had some tenant management, and you had the residents take over. I remember walking with—there's a lady in Chicago at McClaire Courts. And some guy said, "Our gate needs fixing." She said, "You're a grown man. Fix it."

Mr. WRICE. Fix the gate.

Mr. SOUDER. And that what we need to do is figure out how to empower those people, how to figure out how to not have the Government sitting on them and figure out where—you know how Reverend Earl in Detroit talks about—he said one time he told this guy from HUD, he said, "Everything"—he said, "Everything you touch doesn't work." He said, "I have child care centers. I have juvenile programs. I do this. And you say unless I do it your way, I can't have it. And what I see your way is buildings crumbling, programs that aren't working and so on."

And then Bob said, "We have a fundamental flaw here, because the people are having an impact aren't getting the money, and the people who would have all these big dreams and ideas how they're going to do it who don't consult often the people at the grassroots level, have all the money." And we have got to figure out how to balance that.

Part of the controversy that we have been having this year—because you can see it even on this panel. I mean, one of the things is, when you hear about your initiatives here and your programs—but one of the problems that Congress has to resist the temptation of, is micromanaging in the budget and deciding what we're going to do.

Now, it isn't to say that there aren't going to be certain things that are funded by juvenile justice where they say that. But when we get in—we have another oversight committee in this committee that has oversight of HUD and HHS and Education.

We bring those people in, they can't figure out where the money's going. They have graphs with lines going every which direction,

and it's just which member has clout which year to write something in some bill. And it may very well be that a given program is better than another program, but that isn't how the decision is made.

And part of the thing, if we can move some of the dollars back, where in California you can make those decisions—and that's not to say—there may be certain centers where you do training. But it's not efficient to have 50 of them around the country. And we need to prioritize those.

But I don't think it's an accident—I'll say with due respect to the marines in Mississippi—that there is a senior member of the Defense Committee who clearly had an interest in putting a center there. And it's something we have to figure out how, as a country, we're going to deal with this with limited resources and how to get the money into the hands of the things that work. And our belief has been to try to move it down. There have been big mistakes with that.

But first off, I want to really commend your testimony, Mr. Wrice. It's very fresh to hear that. And we have got to figure out how to have people like you and the other people who have an impact here in this community and around the country—and thank you for donating the time and caring enough—to help people fight back and take their streets back. Because there are kids dying out there. And people need to take responsibility. And we, in the Government, need to figure out how to be backing that up.

You got me fired up. It got me off track as far as where my questions were going to go, so I'll yield back at this point. And I'm very intrigued, however, by the youth centers here and have looked at a number of those things around the country in different ways.

And as we look at some of the juvenile areas and expand that over the next few years to see how you're responding to the question that I had earlier, how do you address different needs. And do you bring in and get people like Mr. Wrice and others from Hispanic communities, and how do you deal with the Asian kids that are coming in, how do you deal with the white suburban kids, how do you identify who's at risk at what level and some of those things.

Mr. HASTERT. Thank you.

Mr. Shadegg.

Mr. SHADEGG. Thank you, Mr. Chairman. I, too, want to commend you, Mr. Wrice. I thought that the sheriff had given a very blunt statement. Obviously, you hadn't gotten the chance to speak yet. And I commend you, also, for your candor. And it's quite obvious that you're teaching here, and you're then going to go out into the communities, that has an immense value. It certainly woke me up and provided some valuable input.

I would like to see that same kind of "quit talking about it; just do it" attitude, and instead of letting somebody else in some other program become the dominant theme, that is, in part, what I think this Congress is about. And Congressman Souder made reference to, we have a tendency in Washington to create program upon program and then to also try to decide which program works.

And the political process for making that decision is disastrous, because it really doesn't base those decisions upon merit. And it is

evident that we will never succeed in this effort if we don't each take some degree of responsibility. And the message I heard from you was, that's what we each need to do.

Agent Allen, I do share your frustration, as I've indicated. We face a legalization effort in Arizona this year which, I think, sends the exact wrong symbol. I guess I would like to know from your perspective what, in fact, is the impact that you are seeing amongst both agents attitudinally and/or amongst the drug users or drug pushers or those in the drug culture as a result of the current legalization effort here in California.

Mr. ALLEN. First of all, it's very frustrating to the law enforcement officers that put their lives on the line. As I indicated, we memorialized the officers that have been killed in the line of duty enforcing narcotic laws. And it's very demoralizing when we go out every day to enforce the drug statutes and we have this—what I indicated to you is a hoax. And it is a very big morale deflator.

In terms of the legalization movement itself, the backers of this movement such as—a millionaire is funding this proposition—is having a devastating effect.

Mr. SHADEGG. I want to ask you something, and Mr. Wrice, maybe you can comment on this. The frustrating thing for me in Arizona is that the backers of the legalization movement in Arizona are wealthy, white businessmen who approach this issue from an intellectual attitude. I see nobody from the inner city. I see nobody from the Mexican-American community or the black community in Arizona supporting this movement.

And it fascinates me. And I would ask you and Mr. Wrice, do you see anybody from, say, the public housing projects pushing this movement here in California?

Mr. ALLEN. None whatsoever from my point of view. In the Los Angeles County area, I work with the Century One Program out of LAPD, which is a part-time boot camp for kids. And I come in, and I talk with these kids. And a lot of these kids have been drug abusers that were either going to go to jail or go into this program.

And certainly, the people that are backing this initiative and helping with the Arizona initiative have no idea the fact that this—they're saying that this is not a victimless crime—I mean, that it's a victimless crime, per se. And when you look at the—a lot of your teenagers that commit suicide are drug abusers. A lot of the kids that are dropouts are drug abusers. You tell me that this is not a victimless crime.

Mr. SHADEGG. It seems to me, the further any individual is from the real price being paid by our society's failure to deal with the drug problem, the closer they are likely to be to some—a proposal to legalize or lower the punishment.

I thank you very much. I yield back the balance of my time.

Mr. HASTERT. Congresswoman Seastrand.

Ms. SEASTRAND. Well, I thank our California National Guard for being here. And I know that one of our proposals is to see to it that you do more on the border. And I was wondering if you from your perspective—what you could say about doing more, the training and such.

Lieutenant Colonel MCCANN. We have—again, as I've pointed out, about two-thirds of our effort is directed right at the border.

The majority of it is in support of the U.S. Border Patrol—Johnny Williams, who is here, and U.S. Customs Service. We had some internal reprogramming of dollars within the National Guard Bureau that allowed us to hire almost 100 additional people to support those two agencies on the border.

Our desire is to continue and sustain that effort. We have built a new road and a new fence out in East County, San Diego. As you've heard, the border patrol effort's going to shift that way. That is where the trafficking has shifted. There's no doubt about it. We would like to sustain that.

A majority of the drugs now are being shoved back through the land ports of entry. Those people, those guardsmen supporting customs, I know out in Imperial, Calexico port of entry, they're going to open a new port within months. That port director has asked us for 100—100—additional guardsmen. And that's a big request.

But they have had very little increase in funding in customs to meet the size and the demand that port with NAFTA will create.

Ms. SEASTRAND. Well, I thank you. As the sheriff had said, the biggest role we can do in Washington is to tell the people the magnitude of this problem. We have—the National Guard has been there for our floods, our earthquakes, our fires.

And, I think, if there was one problem here, that it's kind of a silent one, is people aren't recognizing—I think we have heard today, is that drugs are taking over our country, our State, our communities, our children. And so, I will do all that I can to work with you to see to it that we can get the word out that there is a battle to be fought against drugs.

Lieutenant Colonel MCCANN. Thank you.

Ms. SEASTRAND. Mr. Wrice, thank you. You won my heart. You don't know how a freshman in Congress sitting on the floor of that House and listening to many of the Members day in, day out talk about the mean-spiritedness of this new Congress.

And all that we want to do—and I know my colleagues, each and every one of us is wanting to empower the people back at home to be able to say they can do it without having a regulation hit them, without a Federal agent saying you can't do it. We just want to let people be able to see what the problems are and go out and just do it. So you won my heart. Thank you so very much for being here.

Mr. WRICE. I thank you. That testimony is to—look over the list of people in that testimony. There are hundreds of neighborhoods. They're not featured anyplace. Nobody ever talks to the type of people that's working on the board in ALIS.

They don't talk to the people in Columbus or Mexico when they come across to shoot people. They don't talk about the people down in the South Keys that's getting the people that's bringing the drugs up. These are community people doing this at the risk of their lives, no bulletproof vests. They're sick and tired of being sick and tired.

If you can do anything, just call on some of them and say "thank you." Go show somebody else how to do it. They don't want no reward. They just want a little power. That's all they want.

Ms. SEASTRAND. Recognition. Thank you, sir.

Mr. SOUDER. [Inaudible.]

Mr. HASTERT. Without objection.

A couple of questions I would like to ask first of the National Guard. We have criticized the military for the whole drug issue, and we should have the military involved. I think it's very appropriate for the National Guard. They are our national defense. It's a civil national defense, as well as a military national defense.

What are your limits, do you see, of being able to train people or put people in those gaps that we find in this country on the borders and sometimes even in our fair cities?

Lieutenant Colonel MCCANN. Well, the National Guard is a purely volunteer force, to start with. It's different than, obviously, the active component. Many of the people—in fact, most of the people working in the counterdrug program in California are citizens of communities who have children living and growing up in those communities and see the enormous drug problem that exists on the border.

We don't do a direct enforcement role. We assist law enforcement. We don't apprehend. We don't detain. We don't arrest. I don't know if that's where your question was going. But there's certainly—we have 147 miles of border here, but there's some great expanses in the desert where the gap still exists. The Border Patrol is working hard to plug those. And, of course, we're working hard to meet the Border Patrol's demand.

Mr. HASTERT. [Inaudible.]

Lieutenant Colonel MCCANN. Specifically, we're doing the engineering mission, which is a big project. We do listening posts, observation posts, which is reporting. I have several aircraft with the forward-looking infrared radar that are all combined with the Customs and the Border Patrol effort to make a complementary program.

And there are 163 people working in the ports of entry, the 4 ports of entry, 4 or 5 across the border there doing cargo inspection and vehicle inspection.

Mr. HASTERT. Mr. Wrice, again, thank you for your testimony today for us to—sometimes in the Congress, some of us become somewhat jaundiced from time to time when people come and demand.

Mr. WRICE. Well, like you are having three or four conferences. I noticed the very slick books that come out this month, you're going to have a farmer in Congress and all these people are coming across the country. And all of them seem to come there saying what you haven't done. They're not coming there to say what they have done. They are having one on the 13th to the 16th, they are going to—you ought to see the book, the book must cost $5—to come and say what nobody did for them. But it's just like highlighting those who are doing it.

Like, you talked about what the Guard does. In Texas, the Guard works with me every night in the street. They work with me in south Florida. They work with me in New Mexico. This is volunteer time. I know they can't come out in their uniforms, but nobody highlights those Guard units down in Orlando where the Guard and their families come out 3 nights a week in the street and bottles being thrown at them.

They get criticized in Florida for helping take their neighborhoods back. Because some of the people at that official level have not realized that we live in these neighborhoods. Guardsmen are Americans.

Mr. HASTERT. There's a real movement in this country for people to take their neighborhoods back, to stand up. I know in my community in the Midwest where you don't think that happens, it does happen. My district starts about 35 miles west of Chicago. I have Aurora and Elgin and those types of towns.

Mr. WRICE. I know the towns you're talking about.

Mr. HASTERT. Yes, people are doing these things. What success—these people stand up and get the communities as excited to do this. Do you see people able to sustain that level?

Mr. WRICE. They sustained it in some places 8 years, 7, new places. If you were to take that list and just call those people on that list and just say, "How are you doing?" And they'll give you their time span. They'll tell you the guardsmen that's working with them. And they'll tell you specifically how many years they have been on the street. And some of them say, "This is my eighth year." They have retired six or seven hats, just to get something every night they go out.

And these are the people that were at the Boston Tea Party that said, "We're tired of your stuff." They're throwing the drugs back like they throwed the tea back. Anybody that don't believe that, tough. Call them and ask them.

Mr. HASTERT. Thank you very much for being here. We appreciate it.

Mr. WRICE. My pleasure.

Mr. HASTERT. I'm going to yield to Congressman Shadegg.

Mr. SHADEGG. A quick followup to Lieutenant Colonel McCann. I have met with your counterpart in Arizona, and we are holding a drug hearing in Arizona on October 10, and he will be a key part of that. Also, the director of my district office in Arizona, her husband flies for you in southern California. He flies a helicopter with forward looking infrared radar.

Perhaps just for the committee's edification, you could tell us how many of those helicopters you have, what their daytime mission is, what their nighttime mission is, and what kind of success you're having.

Lieutenant Colonel MCCANN. It's called a RAI, reconnaissance and interdiction. It's an OH–58 observation aircraft equipped with the forward-looking infrared radar. It basically allows you to see at night. And it has got a recording capability that the law enforcement officer can record that actual operation.

It's—the chain of custody remains with law enforcement, and that can effectively be used in the courts when it comes to trial. We have three of those now. We have asked the Guard Bureau for six more.

Mr. SHADEGG. And you also have helicopters, as well?

Lieutenant Colonel MCCANN. Those are helicopters. They also have a C–26 in the Air Guard, a C–26, which is a Fairchild metroliner twin turbo prop that's equipped. And then we have the 129th Rescue Group at Moffatt Naval Air Station, which has HH–

60's, the air version of the Army Black Hawk that two of the five helicopters are equipped with. We use that on the border, also.

Mr. SHADEGG. Thank you.

Mr. HASTERT. Thank you. I would like to thank all of you for coming today. And we thank especially our witnesses here and especially the witnesses that had the last—to wait till the end and did an excellent job. You are the people who are out there on the front lines. This is what you're saying, Mr. Wrice.

This is a national threat that we'll all be hearing more about. I can say that this Congress is dedicated to getting the drug war back on track and keeping it there. In my view, working together, we can win and we will win. And this concludes today's meeting.

The Subcommittee on National Security, International Affairs, and Criminal Justice stands adjourned.

[Additional written testimony is on record at the subcommittee.]

[Whereupon, at 12:55 p.m., the subcommittee was adjourned.]

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