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FINAL REPORT



Cover Photograph:

**The 1988 CAMP Program is dedicated to all
CAMP Raid Teams - Pictured is 1988
CAMP Raid Team 7.**

Back Cover:

CAMP Raid Team 7

"Reclaiming a Piece of California Real Estate".

**Prepared by:
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CAMP

CAMPAIGN AGAINST MARIJUANA PLANTING

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- Mr. Mike Duffy, Assistant Regional Forester, U.S. Forest Service
- Mr. Terry R. Farmer, District Attorney, Humboldt County
- Mr. Steve Giorgi, Chief, Criminal Investigations, Internal Revenue Service
- Mr. Jack Harrison, Chief Deputy Director of Operations, California Department of Parks and Recreation
- Mr. Edward Hastey, California State Director, Bureau of Land Management
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- Mr. James Reeves, Special Agent in Charge, Bureau of Alcohol, Tobacco and Firearms
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- Mr. James E. Smith, Commissioner, California Highway Patrol
- The Honorable John K. Van de Kamp, Attorney General, State of California

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EXECUTIVE SUMMARY

1988

The Campaign Against Marijuana Planting (CAMP) completed its sixth season on October 7, 1988. The 1988 season resulted in the seizure and destruction of 107,297 marijuana plants weighing 260,744 pounds, and 375 pounds of processed sinsemilla "buds" with an estimated wholesale value at maturity of \$312,248,800. NOTE: This figure is based on a \$2,900 per pound average of processed sinsemilla received from 18 surveyed CAMP counties. A total of 97 arrests were made and 75 suspects identified. CAMP arrests were up by 14 over 1987, and this increase can probably be attributed to our new CAMP Reconnaissance Arrest Team (C'RAT) program initiated this year, which is covered in more detail in the body of this report. CAMP raid teams confiscated 86 firearms and 14 vehicles. Drug Enforcement Administration (DEA) agents assigned to CAMP seized \$2,040,271 in assets. Of the 627 marijuana cultivation sites eradicated, only five contained booby traps.

During the six years CAMP has been in operation, a total of 758,526 plants were eradicated, weighing 3,274,426 pounds, with a total estimated wholesale value of \$1.9 billion; 3,659 sites were eradicated; 188 vehicles were seized; 1,472 firearms were confiscated; and the combined total of arrests made and arrest warrants obtained equals 1,129.

THE 1988 PROGRAM PLAN

To help develop an effective plan for the 1988 CAMP program, CAMP headquarters staff considered two methods: 1) our perceptions of the 1987

CAMP program; and 2) a survey of the CAMP agencies who received CAMP services during the 1987 program.

Some of the perceptions of CAMP headquarters staff were as follows:

1. After diminishing marijuana cultivation in California through a concentrated eradication program by 73 percent in 1986 as compared to 1983, cultivation statistics increased 30+ percent in 1987 over 1986. Why?
2. The marijuana eradication technique has served us well and it must continue, but to reach our ultimate goal which is to significantly diminish the cultivation and trafficking of marijuana in California, we must go "beyond just eradication."
3. To bring the problem of marijuana cultivation in California under control, there must be a concentrated effort for better arrests, investigations, and prosecutions which will culminate in more prison sentences, thus a deterrent effect.
4. Diversion is a sham and a cop out when applied to first time arrested cultivators who grow more than enough plants for personal use. Should we consider an effort to tighten up the law? Will the criminal justice system support such a law? Will the public, legislature, and media support such an effort?

At the CAMP Steering Committee meeting on December 8, 1987, staff shared this list of perceptions with the Steering Committee. Staff received their

support, endorsement, and direction to: 1) develop a proposal for Special Enforcement Teams to make on-site arrests, with an emphasis on better prosecutable cases; and 2) study the California diversion law as it relates to marijuana cultivation arrest.

After an intensive study of the diversion law (California Penal Code Section 1000) as it relates to marijuana cultivation, a legislative proposal was developed to help close the loopholes in the law. Legislation has been introduced to the California State Legislature in the 1989 session as part of Attorney General Van de Kamp's legislative package.

At the CAMP Steering Committee meeting held in Sacramento on April 6, 1988, the staff proposal for the creation of special surveillance arrest teams, dubbed CAMP Reconnaissance Arrest Teams (C'RATs), was presented to and approved by the Steering Committee.

At the conclusion of the eradication phase of the 1987 program, 17 CAMP counties that received CAMP raid team services were surveyed and asked for their views and recommendations to increase the effectiveness of the 1988 CAMP program. Overall, the responding counties felt the services offered by CAMP were excellent. They expressed a definite need for additional helicopter reconnaissance services to help locate gardens which are becoming more difficult to spot because they are smaller, more remotely scattered, and better camouflaged. Two counties that used a considerable amount of CAMP resources stressed a better understanding of respective roles, suggesting pre-season meetings to clearly define roles. This suggestion was

accommodated in the 1988 program.

Based on CAMP headquarters staff perception, Steering Committee direction, and the county survey, the following program plan was implemented.

The fixed-wing aerial reconnaissance phase of the 1988 CAMP program began on May 16 and ended on September 27, completing 114 missions.

The eradication phase of the program was scheduled as follows:

Region I, Teams 1 and 2	July 11 through October 10
Region II, Teams 3 and 4	July 11 through October 10
Region III, Team 5	July 11 through October 10
Region IV, Team 6	August 1 through September 15
Region V, Team 7	August 1 through September 30

NOTE: For information on CAMP regions, see Attachment A, CAMP Regional Map.

The new CAMP Reconnaissance Arrest Team (C'RAT) program began on June 20 and concluded on October 7.

For information on eradication and C'RAT results, see the Field Operations and Results section of this report.

PARTICIPATING AGENCIES

Seventy-nine local, state, and federal agencies participated in the 1988 CAMP program by contributing a combination of personnel, fiscal and equipment resources. As in past years, more than 300 people, both peace officer and non-peace officer personnel, participated in the 1988 CAMP raids. CAMP teams were composed of civilian helicopter pilots, fuel truck drivers, U.S. Forest Service helicopter managers, sheriff's deputies from the participating counties, law enforcement officers from the state and federal CAMP agencies, California Department of Corrections Special Emergency Response Team (SERT) officers, reserve deputies and police officers from local California law enforcement agencies hired as temporary state employees, and full-time peace officer volunteers provided by local law enforcement agencies from throughout California. The volunteer officers' salaries were paid by their respective agencies, while their transportation and per diem expenses were provided by CAMP.

For the purposes of this report, the participating agencies are grouped into three categories: CAMP Steering Committee agencies, CAMP member counties, and other participating agencies. CAMP Steering Committee agencies, in addition to providing resources to the program, establish operational policies and basic program direction. The CAMP county members are recipients of CAMP services ranging from reconnaissance overflights to raid team services. This year, marijuana garden surveillance services were added. Other participating agencies are primarily local agencies that provide valued personnel resources. The California Department of Corrections participated for the third consecutive year by providing

seventy-eight exceptionally well qualified raid team members. The San Bernardino County Sheriff's Department, once again, provided expert training to CAMP's field command staff.

Steering Committee Agencies - State and Federal

The California State Sheriff's Association (CSSA) and the following agencies were involved in CAMP '88.

<u>State</u>	<u>Federal</u>
Bureau of Narcotic Enforcement	Bureau of Alcohol, Tobacco, and Firearms
California Department of Forestry	Bureau of Land Management
California Highway Patrol	Internal Revenue Service
California Department of Fish and Game	National Park Service
California Department of Parks and Recreation	U.S. Drug Enforcement Administration
Office of Emergency Services	U.S. Forest Service
California Department of Corrections	

Member Counties

Forty-one California county sheriff's departments participated in the CAMP '88 program.

<u>County</u>	<u>Sheriff</u>
Alameda	Charles C. Plummer
Amador	Robert T. Campbell

CountySheriff

Butte	Leroy Wood
Calaveras	Fred V. Garrison
Colusa	Wayne Oliver
Del Norte	Mike Ross
El Dorado	Richard F. Pacileo
Fresno	Steve Magarian
Glenn	Roger Lee Roberts
Humboldt	David Renner
Kern	John R. Smith
Lake	Ray Benevedes
Lassen	Ronald D. Jarrell
Madera	Glenn Seymour
Marin	Charles T. Prandi
Mariposa	Roger N. Matlock
Mendocino	Tim Shea
Merced	William C. Amis, Jr.
Modoc	Bruce C. Mix
Monterey	D. B. "Bud" Cook
Napa	Gary L. Simpson
Placer	Donald J. Nunes
Plumas	William R. MacKenzie
San Benito	Harvey Nyland
San Luis Obispo	Ed Williams
San Mateo	Leonard E. Cardoza
Santa Barbara	John W. Carpenter

<u>County</u>	<u>Sheriff</u>
Santa Clara	Robert Winter
Santa Cruz	Alfred Noren
Sonoma	Dick Michaelson
Shasta	Phil Eoff
Sierra	Leland Adams
Siskiyou	Charles Byrd
Stanislaus	Jim Trevena
Sutter	Roy D. Whiteaker
Tehama	Mike Blanus
Trinity	Paul Schmidt
Tulare	Bob Wiley
Tuolumne	Robert T. Coane
Yolo	Rod Graham
Yuba	Robert Day

Other Participating Agencies

Claremont Police Department
 Covina Police Department
 Dos Palos Police Department
 El Monte Police Department
 Eureka Police Department
 Fresno Police Department
 Gridley Police Department

Humboldt County District Attorney's Office

Rio Vista Police Department

Riverside Police Department

Los Angeles County Sheriff's Office

National City Police Department

Newark Police Department

Palos Verdes Estates Police Department

Riverside County Sheriff's Office

Sacramento County Sheriff's Office

San Bernardino County Sheriff's Office

San Bernardino Police Department

San Luis Obispo Police Department

San Luis Obispo District Attorney's Office

Signal Hill Police Department

Solano County Sheriff's Department

Susanville Police Department

Tustin Police Department

Yreka Police Department

SPECIALIZED PRESERVICE TRAINING

Preparation for the eradication phase of the CAMP program each year begins well before field operations with extensive planning and training. Everyone who participates in CAMP, depending on the nature of the job they are required to perform, is required to attend at least one of the five specialized training courses. Beginning in early May 1988, and ending in

mid-July 1988, CAMP presented a series of training courses throughout the state which addressed all facets of the program, from raid team tactics to field leadership training and program management. CAMP logged 5,476 student training hours in its 1988 training program (see Attachment C for a brief description of CAMP '88 training courses).

FIELD OPERATIONS AND RESULTS

Eradication Results

Drug Enforcement Administration (DEA) personnel assigned to CAMP collect marijuana eradication statistics from all 58 California counties on a monthly basis. The following chart was prepared to demonstrate the year-to-year fluctuation that has been experienced statewide based on DEA's analysis.

<u>Year</u>	<u>Number of Plants Eradicated</u>	<u>Percent Known Plants Eradicated</u>	<u>Estimate Known Plants Not Eradicated</u>	<u>Estimate Total Known Plants Cultivated</u>
1983	303,089	34.0	588,349	891,438
1984	256,976	74.4	88,421	345,397
1985	309,001	92.6	24,693	333,694
1986	223,529	87.0	19,447	242,976
1987	289,833	85.0	49,500	323,064
1988	330,297	88.0	43,373	373,670

At the end of the 1988 eradication season, DEA's tally reveals that 40,465 more plants were eradicated in 1988, as compared to 1987, for a 14 percent increase statewide: 1987 - 289,833 plants, 1988 - 330,297 plants. In 1988, CAMP eradicated 107,297 plants, as compared to 144,661 plants in 1987, for a

26 percent decrease. There has been a substantial increase in the number of plants eradicated in non-CAMP counties, i.e. Riverside, San Bernardino, and particularly San Diego. There are two possible reasons for this: 1) a displacement of marijuana cultivators to non-CAMP counties, and/or 2) stepped up enforcement efforts in those counties.

We cannot objectively draw a conclusion on this phenomenon, but we do know that the U.S. Forest Service (USFS) has substantially increased its eradication efforts in California's 18 national forests. For example, a network of marijuana gardens containing 18,000 plants, probably grown by the same growers, was eradicated in the Cleveland National Forest in San Diego County this year. This particular operation may have been in place for several years, but because of the USFS' recent concerted efforts statewide, the operation was detected and consequently eradicated.

Another example is the trend seen in Santa Barbara County during the past five years. Santa Barbara County's CAMP eradication statistics during that period are as follows:

<u>Year</u>	<u>Number of Plants</u>
1984	0
1985	2,624
1986	127
1987	0
1988	13,048

NOTE: These statistics only reflect the number of plants eradicated in conjunction with a CAMP team and DO NOT REFLECT Santa Barbara's own eradication efforts without CAMP.

Santa Barbara County reported that an additional 4,460 plants were eradicated by the Sheriff's Office, for a total of 17,508 plants. The County made CAMP history this season when a CAMP team assisted Santa Barbara Sheriff's deputies and USFS personnel in eradicating a 8,120 plant garden, the largest garden ever eradicated by a CAMP team. We are pleased that Santa Barbara County took advantage of CAMP services this year, which resulted in an outstanding accomplishment.

As stated above, it is not clear whether or not marijuana cultivation displacement and/or stepped up enforcement efforts in the Cleveland National Forest and in Santa Barbara County are the reasons for the dramatic increases in those two locations. What is clear, however, is that there has been a dramatic decrease in those areas of the state where CAMP has concentrated its resources in cooperation with local sheriff's departments. For example, Humboldt County has been considered the "hot spot" for marijuana cultivation in California, a county in which CAMP has committed an inordinate amount of its resources. In 1984, over 100,000 plants were eradicated in Humboldt County. That has been reduced nearly 60 percent to just over 40,000 plants in 1988. One might theorize from these statistics that well financed marijuana cultivation organizations in which logistics and start up expenses present no problem would choose an area of the state where CAMP has been inactive. On the other hand, we see no mass movement of marijuana cultivators from one area of the state to the other, as evidenced in the reported arrest statistics by 18 CAMP counties. Of the 482 total marijuana cultivation arrests reported by these counties, only 29 were non-residents of the counties in which they were arrested. Also, of the major

marijuana cultivation investigations in progress at this time, the main principals are residents of the counties in which the investigation is taking place.

CAMP's percentages of plants eradicated statewide have steadily decreased since CAMP was fully operational in 1984. CAMP eradicated one-third of the state's total in 1988, as compared to roughly two-thirds in 1984. This is a strong indicator that stepped up enforcement efforts, independent of CAMP, are taking place. One reason for this might be increased public awareness, and its accompanying greater demand for increased enforcement.

<u>Year</u>	<u>Number of Plants Eradicated Statewide</u>	<u>Number of Plants Eradicated by CAMP Program</u>	<u>Percent of Total Plants Eradicated by CAMP</u>
1984	256,976	158,493	62
1985	309,001	166,219	54
1986	223,529	117,277	52
1987	289,833	144,661	50
1988	330,297	107,297	32

The trend continues toward heavily "budded" smaller plants, better camouflaged and smaller gardens, and "portable" gardens (those gardens in which the plants are in grow bags and buckets that are periodically moved to avoid detection). For example, the average number of plants per site has steadily decreased since 1984's high of 398 to 171 in 1988. The average weight per plant has decreased from 1984's high of 6.3 pounds to 2.4 pounds in 1988.

The trend toward indoor marijuana cultivation operations continues to increase dramatically. There was an increase of 49 percent in the number of indoor operations eradicated statewide in 1987, as compared to 1988, and an

increase of 57 percent in 1988, compared to 1987: 172 in 1987 and 270 in 1988.

We are pleased to report that incidents of violence continue to decline (see Violence Associated with Marijuana Cultivation section of this report).

There was one reported marijuana cultivation related shooting incident in 1988 involving a triple homicide in Calaveras County. There were no shooting incidents involving CAMP personnel. CAMP agents have completed their sixth year without once firing a shot during the 3,659 marijuana eradication raids logged by CAMP. Only 86 firearms were confiscated in 1988, a steady yearly decline since 1984 when 524 firearms were confiscated. Six of the 627 sites eradicated in 1988 were booby trapped, a steady decline since 1985 when 30 sites were booby trapped.

CAMP Reconnaissance Arrest Teams (C'RATs) - Purpose and Results

As stated under the 1988 Program Plan section of this report, the C'RAT operation was a newly adopted component of the CAMP program. The policy statement governing the use of C'RAT is as follows:

It is the goal of the CAMP Reconnaissance Arrest Team (C'RAT) operation to provide irrefutable evidence that would enhance the arrest and prosecution of marijuana cultivators.

C'RATs were formulated to assist CAMP-member law enforcement agencies in the investigation and surveillance of cultivators and marijuana gardens;

videotape suspects in the process of cultivating gardens; and, when appropriate, effect on-site arrests of suspects.

C'RATs may also be used in the investigation of major offenders where their primary objective may be to surveil suspects and obtain intelligence information and photographic evidence for future operations, arrests, and prosecutions.

The C'RAT teams, composed of law enforcement agents from the Bureau of Narcotic Enforcement, California Highway Patrol, California Department of Corrections Special Emergency Response Teams, U.S. Forest Service, and Bureau of Land Management, began operations on June 20, 1988. They were based in Redding, California primarily for its proximity to the U.S. Forest Service (North Zone), where equipment could be obtained and repaired, and its central location to CAMP-member agency locations.

The C'RAT teams were responsible for or assisted in the arrests of 18 suspected marijuana cultivators. As of February 1, 1989, six of the suspects have been charged with federal violations, ten are charged with state violations, and two suspects have had charges dropped. Of the 16 suspects criminally charged, 14 have pled guilty and nine have been sentenced. Three of the nine suspects that have been sentenced pled guilty to federal charges and received sentences ranging from three years federal prison with five years supervised parole, to two and one-half years federal prison with five years supervised parole. Six suspects pled guilty to state charges and received sentences ranging from six months county jail with

three years probation to diversion. Five suspects are awaiting sentencing and the remaining two suspects are set for preliminary hearings.

The 18 suspects were arrested in ten different cases/gardens. The total number of days spent on surveillance on these ten cases was 36, for an average of 3.6 days. The total number of hours expended was 3,155 for an average of 315 hours per case. A total of 1,223 plants, worth \$3,546,700 at maturity, were eradicated, for an average of 122 plants, worth \$353,800 per case. The C'RAT teams also seized ten weapons, nine vehicles, and \$20,750 in cash.

Five of the ten surveillances conducted that resulted in arrests were conducted on private property, and five were on public lands.

Estimated Value of Crop Eradicated During CAMP '88

The estimated wholesale value of the California sinsemilla marijuana crop is based on a conservative one pound per matured plant yield of finished dried product, the flowering top known as the "bud." The 1988 estimated value was based on a survey of 18 CAMP counties, which reported the average price per pound of sinsemilla in 1988 was \$2,900.

CAMP computed the wholesale value of the sinsemilla eradicated during the 1988 season as follows:

107,297 plants x \$2,900 = \$311,161,300

375 pounds of processed sinsemilla "buds" x \$2,900 = \$1,087,500

\$311,161,130 in plants + \$1,087,500 in processed

sinsemilla "buds" = \$312,248,630

Sources for estimating the price are as follows:

The November 3, 1984 issue of the California Farmer magazine, based on interviews with growers, reported that a "well tended, mature female marijuana plant (sinsemilla) averages two pounds of buds at harvest."

In August 1983, Bureau of Narcotic Enforcement Special Agents with marijuana enforcement and eradication expertise selected five plants (6' to 10' in height) representative of the average mature plant that year. The plants were hung dry, without an outside heat source, for a six week period. These plants yielded an average of one pound, eight ounces each of processed sinsemilla "buds." Since 1983, through more advanced growing methods, the mature sinsemilla plant is producing more flowering tops ("buds").

The University of Mississippi, through controlled growing conditions under a DEA contract, estimates an average one pound yield of "bud" per sinsemilla plant.

Special Survey

At the conclusion of the 1988 eradication phase of the program, each of the 41 CAMP counties were surveyed and asked questions concerning CAMP services

and other related issues. Eighteen completed survey questionnaires were returned from those counties that received the majority of CAMP services. The questions asked are as follows:

1. Do you feel that the CAMP team size was: a) adequate, b) too small, c) too large. If you answered b or c, please explain why.
2. How would you rate the team service provided by CAMP? a) excellent, b) very good, c) adequate, d) poor. Please elaborate on your answer.
3. How would you rate the communication between CAMP headquarters, regional command staff, and your department? a) excellent, b) very good, c) adequate, d) poor. If you answered c or d, please explain why.
4. Do you feel there is adequate helicopter flight time allotted to the raid team(s) in your area?
5. Do you feel that helicopter flight time is necessary for reconnaissance flights? fixed-wing?
6. When do you feel that helicopter operations should begin for: a) raids, b) reconnaissance.
7. Did you experience any problems with the helicopter operations in your area this season? Please elaborate.
8. In terms of the amount of time that CAMP provided your agency for marijuana eradication, do you feel that: a) more than a sufficient amount of time was provided, b) sufficient time was provided, c) an insufficient amount of time was provided. Please explain your answer.
9. Have you observed an increase or a decrease in the marijuana problem in your county? Why do you believe this is true?

10. What is the average price per pound of processed sinsemilla in your county?
11. What was your number of arrests?
 - a. How many of those were non-residents?
 - b. How many convictions have you had?
12. Did your agency experience an increase in indoor marijuana cultivation cases?
 - a. How many cases this year?
 - b. Average number of plants per case?

In summary, certain conclusions can be drawn from the survey:

1. Overall, eradication team services provided by CAMP to the counties responding to the survey were very good. There seems to be a need, however, to decrease the CAMP eradication team size to accommodate the smaller, better camouflaged and scattered gardens. NOTE: The number of plants eradicated per site in 1987 was 195; in 1988, the number was 171 plants per site.
2. The counties responding to the survey stated that overall, the helicopter time allocated to eradication teams in their area was adequate. There is a consensus, however, that the use of fixed-wing aircraft for reconnaissance purposes should be scaled down, if not eliminated in favor of more helicopter reconnaissance services. The reasoning for this switch is the same as that for the reduction in team size, i.e. smaller, scattered, camouflaged gardens. Actually, the two go hand in hand. Reducing the size of the eradication team would free up more helicopter time for reconnaissance purposes.

3. The eradication season should begin later (end of July to late August) and end later (in October, as weather permits). The later start would allow counties more time for reconnaissance and gardens would be easier to spot.
4. Most counties reported a decrease in the number of gardens and plants spotted and eradicated this year. They attribute this decrease to the enforcement efforts of CAMP and their respective counties, the reduction in the size of gardens, and the camouflaging efforts by the growers.

The counties that reported an increase in their marijuana problem attributed this increase to the eradication efforts of CAMP and neighboring counties, and a higher income potential with little risk of jail time after arrest (see Attachment G, CAMP '88 Survey, for individual county responses).

The responses to this survey, the CAMP Conference Critique recommendations (see CAMP Critique section of this report), and planning meetings during the 1989 winter and spring will help us develop our operational plan for the 1989 CAMP season.

VIOLENCE ASSOCIATED WITH MARIJUANA CULTIVATION

During the CAMP '88 season, there were three incidents of violence, six booby traps found in marijuana garden sites, and one act of vandalism reported. In the six years that CAMP has been in operation, CAMP '84 remains, by far, the most violent year with eight marijuana growing related murders documented and 17 heavily booby trapped marijuana gardens found.

Although in past years the most serious incidents of violence usually occurred between growers and "patch pirates", this year a U.S. Forest Service agent was assaulted by a suspected marijuana cultivator who disarmed the agent and then threatened to kill him. The suspect escaped but was captured an hour later and faces federal charges (the incident is synopsized below).

Incidents of Violence

There were no shooting incidents involving CAMP personnel and growers during CAMP '88. The following is a synopsis of the three incidents of violence reported during CAMP '88.

- **July 10, 1989, Trinity County** - USFS special agents, under the direction of SA Frank Packwood, set up a surveillance on a 534 plant marijuana garden within USFS property near Trinity Lake. Agents videotaped two suspects as they tended the garden, and when they attempted to make the arrest, both suspects fled. One was immediately captured and Packwood caught up with the second suspect a short time later. A violent struggle took place in which Packwood was hit in the head, probably with a rock, cutting his scalp to the skull, and his left index finger was viciously bitten. The suspect came up with Packwood's gun from the stream bed where it was dropped during the struggle. He pointed the weapon at Packwood and threatened to shoot him if he moved. The suspect ran from the scene and was arrested about an hour later, one-half mile from the scene. The weapon was found later about 150 feet from the location of the initial struggle.

Further investigation revealed the suspect was a Humboldt County PC 1000 diversion release from a 1985 marijuana cultivation arrest. In that case, a search warrant was issued for his 40 acre home site as a result of a CAMP overflight. The suspect, his wife, and another resident of the 40 acre parcel were arrested. The other resident accepted the responsibility for growing the majority of the 100 plus plants on the property. Charges against the suspect's wife were dropped and he was released under PC 1000. The suspect's wife is an elementary school teacher in Humboldt County. The suspect was an industrial teacher at the time and now lists his occupation as a carpenter. A search of his residence after this arrest revealed the paraphernalia he used to produce the starters for the 534 plant garden. The suspect learned one thing from his 1985 arrest and subsequent PC 1000 experience, and that was to move his garden to USFS property. It is fortunate Frank Packwood wasn't killed during this second encounter with the suspect for growing marijuana.

- **September 11, 1988, Calaveras County** - On 9/13/88, Calaveras County Sheriff Fred Garrison called Incident Commander Jack Beecham to provide details on a particularly brutal marijuana related homicide.

The case involves six adults, four males and two females, who had taken up residence in the Rail Road Flat area of Calaveras County. Three members of the group learned that three other members were pirating sinsemilla buds from their co-op garden. When confronted with this accusation, a heated argument ensued in which one of the accusers armed

himself with a 30-30 caliber rifle and shot one of the male subjects in the arm, nearly severing the arm at the elbow. He shot the subject again and when he fell, placed the gun to the victim's head and blew off a portion of his head.

He then began firing point blank at a pickup truck containing another male and female subject who he also accused of pirating "buds" from the garden. He killed both subjects, blowing off a portion of the head of the female subject. The shootings were witnessed by five children (7-14 years old) belonging to members of the co-op. The 14-year old son of the shooter hid the rifle at the shooter's request and later led sheriff's detectives to the location where the rifle was recovered.

The remaining male and female subjects then helped the suspect load the first victim into the truck with the other two victims. They transported the bodies 200 yards from the shooting location and dumped them into manzanita, covered them with a tarp and brush to hide them for later dismemberment and an acid bath to dissolve the remains. The pickup was driven to Amador County near Ione and torched.

The sheriff's department received a phone call on September 11, 1988 at 1430 hours from an informant who witnessed the murders. Warrants were obtained and the three suspects were arrested without incident. Their 110 plant marijuana garden was located on September 12, 1988 and eradicated.

- **September 27, 1988, Humboldt County** - Two patch pirates from the Ukiah area attempted a raid on a garden in Humboldt County. They were attacked

by the owners of the garden and one got away. On September 28, 1988, he reported to Humboldt authorities that his partner had been captured by the growers and possibly killed. A CAMP helicopter was used to locate the patch pirate who had been released by his captors. He reported that the growers caught him, beat him up, and released him. He was treated at a local hospital.

Booby Traps

CAMP '88 eradication teams raided 627 marijuana gardens, six of which contained booby traps. This is down from CAMP '87 when eradication teams raided 740 marijuana gardens and found ten booby traps. CAMP '84 remains the highest, with eradication teams raiding 398 marijuana garden sites finding 17 of them booby trapped.

There is some indication that the decline in booby traps and violence associated with marijuana growers' gardens may be partially due to one of the provisions of Penal Code Section 1000 (diversion for personal use) which states, "The offense charged did not invoke a crime of violence or threatened violence."

The majority of the booby traps found during CAMP '88 consisted of punji boards, trip wires, and steel animal traps. The following is a synopsis of the six booby traps found during CAMP '88 and the one act of vandalism.

- . **July 19, 1988, Mendocino County** - While eradicating a garden in the Little River Airport area of Mendocino County, a CAMP raid team member

found two holes approximately two feet deep, eight inches wide, on a trail leading through the garden. The holes had been covered with leaves and brush and were designed to injure any person or animal who stepped in them.

- . **August 3, 1988, Mendocino County** - While assisting Mendocino County deputies in eradicating a 734 plant garden in the Iron Peak area, eradication team members found three booby traps consisting of boards with large nails protruding from them. Also seized from this site were one bag of opium poppies, one bag of psilocybin mushrooms, and three bags of marijuana shake.
- . **August 10, 1988, Humboldt County** - A U.S. Forest Service van assigned to CAMP had one tire slashed and its exterior spattered with several eggs. The vehicle had been parked outside a Garberville motel.
- . **August 22, 1988, Mendocino County** - While eradicating a 169 plant garden in the Gopherville area of Mendocino County, eradication team members discovered a nailboard (punji) in a garden site and monofilament line strung at eye level, but not attached to any other device.
- . **August 29, 1988, Mendocino County** - While eradicating a 104 plant garden, an eradication team member found a set steel animal trap in the garden.
- . **August 31, 1988, Mendocino County** - While assisting in the service of a search warrant in the Davidson Plain area of Mendocino County,

eradication team members found tripwires strung at ankle level in a 152 plant garden. A two foot by four foot nailboard was also found in the garden, as well as two cowbells strung to the tripwire as alarm devices.

- . **September 14, 1988, Humboldt County** - Eradication team members found a nailboard in a 68 plant garden in the Bear Creek area of Humboldt County. Also found in the garden were blasting caps that were not connected to any device.

MEDIA RELATIONS/PUBLIC AWARENESS

Since its inception six years ago, CAMP has captured the interest of both state and national news media. In its early years, CAMP was covered extensively as a new and unique approach to fighting the state's marijuana cultivation problem, complete with raid teams and helicopters.

Over the last six years, news coverage of CAMP activities has continued, but its tenor and approach have changed. CAMP is now viewed as an established and rather routine marijuana enforcement activity, and it is generally covered by the news media in that fashion.

The evolution of CAMP coverage by the media is another measure of CAMP's success in informing the public about the state's marijuana cultivation problem. News coverage in 1988 contained more emphasis on CAMP's total seizures -- both marijuana and financial assets -- and arrests, and less focus on the raid teams' clothing and weapons. This shift in coverage

allowed CAMP officials to emphasize to reporters the real law enforcement issues confronted by CAMP.

As part of its public awareness campaign, CAMP has always provided reporters with the opportunity to see a CAMP raid firsthand. These "media raids" are not staged for the benefit of reporters but are actual raids where reporters accompany a raid team into a marijuana garden. The public then has the chance, through their televisions, radios, or newspapers, to learn about the problems encountered by CAMP raiders and the problems posed to the public by commercial marijuana cultivators.

CAMP's 1989 media raid was held in Monterey County where Sheriff "Bud" Cook led a CAMP team and about 25 reporters and camera people into a well camouflaged garden nestled next to the Salinas River.

During 1989, the U.S. Forest Service officials testified before Congress about the continued threat to the national forests and their visitors by marijuana growers who stake out their share of the forests for illegal purposes. Considerable national interest in California's highly effective CAMP program was generated by the Forest Service testimony, and reporters from throughout the country contacted CAMP to learn more about its operation and results.

As national attention focused on CAMP, three national officials traveled to Sacramento for special briefings by CAMP leaders. U.S. Attorney General Edwin Meese, U.S. Senator Pete Wilson (R., California), and U.S. Senator Alfonse D'Amato (R., New York) on separate occasions flew to marijuana

gardens by helicopter following their briefings. Reporters from local and statewide news agencies accompanied Meese, Wilson, and D'Amato on their trips to the marijuana gardens. Also, U.S. Department of Agriculture Assistant Secretary George Dunlop visited CAMP and held a press conference to announce the U.S. Forest Service's new "We Tip" citizen involvement program.

Despite its status as an established program that no longer provided front page news, CAMP continued to receive calls daily from the news media. In addition to regular inquiries from California and national reporters about CAMP seizures, and regular interest by reporters in attending media raids, CAMP received special requests for information and tours from agencies in Germany and France. Several large national daily papers, including The Washington Post and USA Today, also featured articles on CAMP and its effectiveness in eradicating commercial marijuana cultivation. The Reader's Digest also ran an article on CAMP.

CAMP will continue to maintain a strong public information office as part of the program's efforts to increase public awareness. Media raids will continue to provide reporters with the opportunity to judge the work and effectiveness of the program, and informational materials will be available to the public so they can learn more about CAMP's work and accomplishments. Anyone with questions about CAMP should contact the Public Information Office at (916) 739-5239.

LEGAL ASPECTS

Class Action Lawsuit

On September 2, 1983, the National Organization for the Reform of Marijuana Laws, the Civil Liberties Monitoring Project, and three residents of Northern California filed a federal class action lawsuit alleging that CAMP ground and air operations, particularly helicopter activities, violated civil rights. In November 1983, the class action lawsuit was amended and the number of named plaintiffs was increased to 22. Pursuant to 42 U.S.C. Section 1983, the plaintiffs sought \$20 million in damages, as well as declaratory and injunctive relief. Judge Aguilar, the federal district judge to whom the case was assigned, expressed concern about CAMP operations. Although initially finding no basis for the plaintiff's claim for relief, he denied the plaintiff's motion for preliminary injunction. On October 18, 1984, however, Judge Aguilar orally granted a preliminary injunction. He did so on the basis of declarations filed by plaintiffs in which numerous persons described alleged improper conduct and practices by raid teams and helicopters. As later modified by Judge Aguilar and the Ninth Circuit Court of Appeals, the injunction essentially precluded the operation of helicopters closer than 500 feet from structures, persons, or vehicles; enjoined helicopter use for surveillance purposes except over open fields; and required them to operate at an altitude of at least 500 feet except when landing or taking off, fly over the fewest possible private residences, and take the most direct route available unless safety otherwise required. The Court further ordered that no private property, other than

open fields, be entered by foot, motor vehicle, or helicopter without a warrant obtained on probable cause, and that private property adjoining land where CAMP teams were legally present could not be entered without a warrant, absent exigent circumstances. The Ninth Circuit's modification of the injunction consisted of specifying the altitude restrictions just described apply only to deliberate, knowing, and intentional conduct.

During the ensuing marijuana harvest season in 1985, CAMP personnel made good faith efforts to comply with the terms of the preliminary injunction. Helicopters were used in hundreds of flights. A correspondingly high number of marijuana seizure operations were conducted.

On August 29, 1985, plaintiffs filed 70 declarations alleging 40 violations of the preliminary injunction. In response, Judge Aguilar conducted an evidentiary hearing, at the conclusion of which he noted that "[o]wing to their poor planning and inefficient presentation, plaintiffs addressed only four [alleged violations of the preliminary injunction]." More importantly, he found that plaintiffs failed to prove that CAMP personnel engaged in any willful and deliberate pattern of misconduct. Apart from that finding, however, he concluded that more training on the terms of the preliminary injunction was needed. Consequently, he added new provisions concerning planning and pre-raid briefings on the injunctions, as well as requirements for documenting that all personnel have been instructed on the terms of the injunction.

In expanding the preliminary injunction, Judge Aguilar also announced that he intended to appoint a monitor for CAMP pursuant to rule 53 of the Federal

Rules of Civil Procedure. The monitor was to review CAMP policies, training programs, and field practices; immediately report to the Court about any policies or practices which arguably violated any terms of the preliminary injunction; obtain details about CAMP field operations; be present during CAMP field operations; and, when necessary, convene hearings concerning any matter relating to compliance with the preliminary injunction.

The substance of this preliminary injunction has now been embodied in a Consent Decree which has settled the injunction part of this case. Judge Aguilar gave final approval to this Consent Decree on December 7, 1987. The significant provisions are as follows:

1. The restrictions imposed on CAMP ground and air operations by the preliminary injunction will be adopted in the Consent Decree. These restrictions involve operating helicopters no closer than 500 feet from any structure, person, or vehicle, unless the helicopter is landing or taking off, or unless safety otherwise requires. Helicopters will also take the most direct flight path passing over the fewest possible residences. In general, helicopters conducting surveillance must comply with FAA regulations (14 C.F.R. sections 91.9 and 91.79(b) and (c)), which regulate fixed-wing altitude operations. Ground operations involving homes or curtilage, absent exigent circumstances, will require a search warrant. Pre-raid briefings and planning, and documentation reflecting those briefings and any deviations from them, will be required to minimize the risk of violating the terms of the Consent Decree.

2. The preliminary injunction's provision for a court appointed monitor will be eliminated. In its place, the Consent Decree will provide for a hearing officer, designated to be Judge Thomas Kongsgaard, the current monitor. His role will be that of a finder of fact on any Consent Decree violation claim. These factual findings will be conclusive as to plaintiffs, but not as to defendants, who will be entitled to do novo review before the federal district court. The plaintiff's burden of proving any violation claim will be by clear and convincing evidence. The reasonable costs and expense of the hearing officer will be borne by defendants.
3. The Consent Decree will expire after three years (in 1990) unless the plaintiffs prove a knowing violation of the Consent Decree by clear and convincing evidence. If the plaintiffs prove such a violation, the Consent Decree will terminate only after two consecutive years in which no proven violation has occurred.
4. Plaintiffs will dismiss their class certification motion for damage claims. None of the damage claims, whether by named or unnamed plaintiffs, are included in this settlement, which affects only injunctive relief sought in the complaint. It is anticipated that all damage claims will be fully litigated.

The damage claims brought by the 22 named plaintiffs were set for trial in March 1989. Plaintiffs' counsel, however, has now dismissed the claims of 20 of the 22 named plaintiffs. Plaintiffs' counsel has also dismissed the

claims of the two remaining plaintiffs against all DOJ employees. The claims of the two remaining plaintiffs against federal agents are still set for trial in March 1989.

In addition to the damage claims brought by the class action plaintiffs, two lawsuits alleging civil rights violations by CAMP were also filed in 1988. One of the lawsuits has already been dismissed and the second has only recently been served.

Finally, there were 38 complaints filed by 50 Northern California residents alleging violations of the Consent Decree during the 1988 CAMP season. Most of the complaints alleged helicopter flights below 500 feet. To date, none of the complaints have proceeded beyond the complaint stage and a proven violation of the Consent Decree has not yet occurred.

CAMP CRITIQUE

At the conclusion of CAMP '88, a two day conference was held in Sacramento on December 14-15, 1988 to critique the 1988 program. Also, an awards ceremony was held to formally recognize individuals who have made substantial contributions to the CAMP effort. Attorney General John Van de Kamp gave the keynote address on the morning of December 14. His address went beyond the scope of CAMP, focusing in on the national debate about legalization of drugs. It was an inspirational speech and a good source of information for anyone interested in this important topic (see Attachment J, Attorney General John Van de Kamp's CAMP Critique Conference Keynote Address).

Drug Enforcement Administration, Assistant Director of Operations David Westrate was the keynote speaker at the conference awards banquet, updating the audience on the drug problem worldwide.

Conference attendees were organized into committees and each committee was assigned a CAMP operations topic to critique and formulate recommendations to enhance the 1989 CAMP program. The committees were: 1) Field Operations/C'RAT, 2) Logistics and Training, and 3) Air Operations. Also, the CAMP Steering Committee met to discuss policy issues, and two workshops were presented entitled "Prosecutors Forum" and "Expert Witness."

The overall conclusion of the Conference attendees was that CAMP '88 was an outstanding success. The new CAMP Reconnaissance Arrest Team (C'RAT) program was lauded as a success, with strong support for increasing the operation in 1989. Much of the discussion during the Conference focused on the emphasis to target major violators for successful prosecution in state and federal courts. To accomplish this will require a redirection and/or augmentation of CAMP resources.

The committees worked diligently to provide their recommendations to help enhance each of the operational components of CAMP. The 1989 program will be based, in part, on these recommendations (see Attachment I, CAMP '88 Critique Recommendations).

Awards Program

CAMP has just completed its sixth year of operation. Over 1,800 law enforcement and resource agency personnel have participated in CAMP since its inception. The purpose of the CAMP '88 Awards Program was for Attorney General Van de Kamp and allied CAMP agencies to formally recognize individuals who have contributed outstanding service to the CAMP program.

In September, a mailer was sent to all agencies who are active participants in CAMP. Based on a stated criteria, nominations were asked to be submitted for the Attorney General's Certificates of Commendation. Also, DEA elected to participate in the awards program, awarding eight Certificates of Appreciation to individuals, units, and three television stations.

Twenty-seven nominations for the Attorney General's awards met the stated criteria and were divided into three categories: 1) Lead Deputies, 2) CAMP allied agency personnel, and 3) special awards.

Category #1 - Lead Deputies - The Lead Deputy is assigned by the Sheriff as his representative to the CAMP program. He/she is responsible for conducting raids in the sheriff's geographical jurisdiction in cooperation with the CAMP raid team leader. Other sheriff's department personnel serve in different capacities, i.e. raid team members or providing various forms of expertise to the local marijuana eradication program. The recipients of the Attorney General's Certificate of Commendation in this category were:

<u>Name</u>	<u>Agency</u>
Deputy Butch Grossman	Trinity County Sheriff's Department
Deputy Neil Hubbard	Trinity County Sheriff's Department
Sergeant Ken Oakes	Santa Cruz County Sheriff's Department
Sergeant Joe Anzini	Monterey County Sheriff's Department
Deputy Rob Levy	Sierra County Sheriff's Department
Deputy Mike Thomas	Humboldt County Sheriff's Department
Sergeant Gary Philp	Humboldt County Sheriff's Department
Deputy Pedro "Pete" Jiminez	Humboldt County Sheriff's Department

Category #2 - CAMP Allied Agency Personnel - CAMP allied agency personnel serve in various capacities to CAMP, i.e. assisting raid teams by providing various forms of tactical and investigative expertise. The recipients of the Attorney General's Certificate of Commendation in this category were:

<u>Name</u>	<u>Agency</u>
Special Agent Ken Carlton	U.S. Forest Service
Law Enforcement Officer Mike Power	U.S. Forest Service
Law Enforcement Officer Ross Butler	U.S. Forest Service
Special Agent Mike McColl	Bureau of Land Management
Special Agent Craig Magill	Bureau of Land Management
Commander Gary Allen	Bureau of Indian Affairs
Correctional Officer Dave Ford	California Department of Corrections
Lieutenant Greg Augusta	California Highway Patrol
Officer Larry Edmonds	California Highway Patrol

<u>Name</u>	<u>Agency</u>
Officer Doug Barrett	California Highway Patrol
Officer Kevin Turner	California Highway Patrol
Officer Jack Polen	California Highway Patrol

Category #3 - Special Awards - The award recipients in this category are special people and groups who have provided special services to CAMP. They are:

<u>Name</u>	<u>Agency</u>
Special Agent Charles Stowell	Drug Enforcement Administration
Deputy Chief Jerome Ringhofer	San Bernardino County Sheriff's Department
Captain Mike Cardwell	San Bernardino County Sheriff's Department
Special Agent J.P. Johnston (Retired)	Bureau of Narcotic Enforcement
Special Emergency Response Team Accepting, Chief Cliff Smith	California Department of Corrections
CAMP Pilot Jason Altseimer	Horizon Helicopters, Sacramento
Faye Isidro, Secretary	Bureau of Narcotic Enforcement, CAMP

The Drug Enforcement Administration (DEA), as a major participant in and contributor to CAMP, recognized individuals and agencies with Certificates of Appreciation. The award recipients were:

<u>Name</u>	<u>Agency</u>
Special Agent Supervisor Diana Machen	Bureau of Narcotic Enforcement, CAMP
CAMP Headquarters Staff	Campaign Against Marijuana Planting
Special Agent Steve Morgan	U.S. Forest Service
Special Agent Ken Carlton	U.S. Forest Service
Placer County Marijuana Enforcement Task Force	Placer County Sheriff's Department
- Inspector Gene Bothello	
- Deputy Ron Perrez	
- Deputy Mike Maynard	
KCRA, Channel 3, Sacramento	
KXTV, Channel 10, Sacramento	
KOVR, Channel 13, Sacramento	

NOTE: The television stations received the awards for their outstanding coverage of the marijuana cultivation in northern California.

SUMMARY/CONCLUSION STATEMENT

The 1988 CAMP marijuana eradication/enforcement program brought to a conclusion six consecutive years of operation. Although lauded as one of the nation's most successful drug enforcement efforts, CAMP's mission is not complete.

It is apparent, however, that important changes are taking place. It appears that California's law enforcement community, independent of CAMP, is providing more resources to combat the problem. This is evidenced by the sharp increase in eradication statistics from non-CAMP counties and the corresponding decrease in CAMP statistics. To the contrary, there has been

CAMP '88

CAMPAIGN AGAINST MARIJUANA PLANTING

REGIONAL MAP

REGION I

1. Del Norte County
2. Humboldt County

REGION II

1. Lake County
2. Marin County
3. Mendocino County
4. Napa County
5. Sonoma County

REGION III

1. Lassen County
2. Modoc County
3. Shasta County
4. Siskiyou County
5. Trinity County

REGION IV

1. Butte County
2. Colusa County
3. El Dorado County
4. Glenn County
5. Placer County
6. Plumas County
7. Sierra County
8. Sutter County
9. Tehama County
10. Yolo County
11. Yuba County

REGION V

1. Alameda County
2. Amador County
3. Calaveras County
4. Fresno County
5. Kern County
6. Madera County
7. Mariposa County
8. Merced County
9. Monterey County
10. San Benito County
11. San Luis Obispo County
12. San Mateo County
13. Santa Barbara County
14. Santa Clara County
15. Santa Cruz County
16. Stanislaus County
17. Tulare County
18. Tuolumne County





CAMP '88 PRESERVICE TRAINING PROGRAM

CAMP Safety Course

Designed for eradication raid team members, the course instructs students on safety precautions in and around helicopters, injurious device detection and safety measures and general CAMP operational procedures. Three CAMP 24-hour safety courses were presented at various locations throughout the state beginning on June 6 and ending June 23, 1988. Sixty-two students were trained representing local, state and federal agencies. Instruction was provided by the U.S. Forest Service, Bureau of Narcotic Enforcement and the Bureau of Land Management. This course represents 1,408 student hours.

CAMP Officer Survival Training Course

Designed for CAMP field command staff, lead deputies and volunteer team leaders, this five-day, 56-hour intensive format course trained students on land navigation and officer survival techniques unique to CAMP operations. The course was presented May 9-13, and June 6-10, 1988, by the San Bernardino County Sheriff's Department Training Academy staff and Riverside Police Department officers and CAMP Command Staff. It was attended by regional operations commanders, team leaders, alternate team leaders, selected CAMP Headquarters command staff, DEA agents, CHP officers, USFS agents and lead deputies. This course represents 2,072 student hours.

Drug Enforcement Administration (DEA) Aerial Observation School

This 40-hour course, designed for sheriff's department lead deputies and other key CAMP personnel, was presented in Shasta County on May 23-27, 1988. The course instructs students on all facets of CAMP field operations, aerial observation, helicopter safety, search warrant preparation, legal aspects of cannabis eradication and raid tactics. Twenty-two students attended this course representing three federal, one state, and 17 sheriffs' departments, for 880 logged student hours.

Helicopter Manager Training

This 32-hour course, designed for helicopter pilots, managers and support personnel was presented at the Sacramento Inn on May 2-5, 1988. The course instructs students on basic responsibilities, task management procedures and safety on CAMP helicopter missions. The course was attended by USFS managers, for 480 student hours of training.

CAMP Command Staff Administrative Training

This 16-hour course instructed all CAMP command staff on CAMP Administrative procedures and legal update. Twenty-two students attended logging 352 student hours.

Fixed-Wing Reconnaissance Seminar

The 1988 program was initiated for the purpose of refreshing fixed wing pilots with mountainous flying techniques. The course was held in Ukiah, California on May 20-22 for a total of 384 student hours.

The CAMP '88 training programs trained personnel representing 56 local, state and federal agencies for a total of 5,476 logged student training hours. All courses, except the CAMP Command Staff Administrative Training Course and the Helicopter Manager Training Course, were certified by the California Commission on Peace Officer Standards and Training (POST).

**CAMPAIGN AGAINST MARIJUANA PLANTING (CAMP)
1988 BUDGET**

Agency	Special Funds*	Aviation	Equipment	Vehicles	Salaries	Overtime	Per Diem	Training	Agency Total	Total
Bureau of Narcotic Enforcement (BNE)	200,000	800,000	10,000	13,000	378,369	37,076	104,092	1,000	1,543,537	
California Department of Forestry	---	---	---	2,412	2,000	2,439	410	---	7,261	
California Highway Patrol (CHP)	---	---	---	17,000	94,230	26,648	2,300	1,550	141,728	
California Department of Corrections (CDC)	---	---	---	---	251,045	---	---	15,947	266,992	
State Agency Subtotal										\$1,959,518
Drug Enforcement Administration (DEA)	245,000	10,000	3,000	5,000	130,000	---	10,000	10,500	413,500	
United States Forest Service (USFS)	90,000	---	---	120,000	125,000	---	16,025	5,000	356,025	
Bureau of Land Management (BLM)	101,000	---	5,000	4,000	60,000 ¹		10,000 ²		180,000	
Federal Agency Subtotal										\$ 949,525
GRAND TOTAL										\$ 2,909,043

¹ Salaries and overtime combined
² Per diem and training combined

*Special Funds--monies used for emergency hire salaries & per diem expenses, per diem expenses for some field staff, and for other equipment and administrative expenses.



CAMP

CAMPAIGN AGAINST MARIJUANA PLANTING

P.O. Box 161089 • Sacramento, CA 95816 • Telephone: (916) 739-CAMP

CAMP '88 CUMULATIVE RAID REPORT

AS OF OCTOBER 7, 1988

COUNTIES	TEAM DAYS	#PLANTS	WEIGHT	ARRESTS	SUSPECTS	HELO HRS	CAMP FLIGHTS
AMADOR	1	116	120	2	0	0	0
BUTTE	13	1,389	1,900	5	6	44.1	6
DEL NORTE	2	338	253	4	0	0	4
EL DORADO	4	1,090	3,561	2	0	11.0	0
FRESNO							3
GLENN	2	235	140	1	1	4.6	18
HUMBOLDT	110	37,288	99,811	11	25	565.7	24
LAKE	2	532	2,145	1	0	16.3	1
LASSEN	3	607	1,345	2	1	0	2
MARIN							3
MENDOCINO	84	25,558	65,044	20	10	386.6	10
MARIPOSA	3	428	878	4	0	10.2	0
MERCED							2
MONTEREY	6	2,174	2,706	0	0	29.9	18
PLUMAS	1	498	1,800	0	0	0	0
PLACER	1	215	516	3	0	0	1
SANTA BARBARA	11	13,048	28,659	4	0	61.8	0
SANTA CLARA							1
SHASTA	2	246	413	3	0	0	0
SAN LUIS OBISPO	5	1,679	3,643	6	0	18.0	1
SANTA CRUZ	12	9,342	30,793	8	5	59.7	3
SONOMA	4	690	2,050	4	2	16.6	0
SIERRA	2	149	676	1	0	0	0
SISKIYOU							1
STANISLAUS							0
STATE PARK SERVICE							11
SUTTER	1	31	31	0	0	3.3	0
TEHAMA	4	556	1,041	1	0	24.7	0
TRINITY	45	11,082	13,213	15	25	217.5	2
TULARE							3
YOLO	1	6	6	0	0	0	0
GRAND TOTAL	319	107,297	260,744	97	75	1,470.0	114



CAMP

CAMPAIGN AGAINST MARIJUANA PLANTING

P.O. Box 161089 ■ Sacramento, CA 95816 ■ Telephone: (916) 739-CAMP

CAMP STATISTICS -- 1983 - 1988

	<u>1983</u>	<u>1984</u>	<u>1985</u>	<u>1986</u>	<u>1987</u>	<u>1988</u>	<u>TOTAL</u>
# Plants	64,579	158,493	166,219	117,277	144,661	107,297	758,526
Weight (lbs)	215,384	1,006,814	817,084	485,150	489,250	260,744	3,274,426
Value (Wholesale)	\$130 m.	\$320 m.	\$334 m.	\$403 m.	\$449 m.	\$312m.	\$1.9 b.
Cost per lb.	\$2,000	\$2,000	\$2,000	\$3,400	\$3,100	\$2,900	--
Arrests/ Warrants	128	218	207	204	200	172	1,129
# Raids	524	398	684	637	740	627	3,610
Raid Sites:							
Private Land	73%	70%	72%	69%	77%	74%	--
Public Land	27%	30%	28%	31%	23%	26%	--
Average # of plants per site	123	398	241	184	195	171	--
Avg. weight per site	517	2,530	1,194	762	660	415	--
Boobytrapped sites	--	17	30	12+	10	5	74
Firearms Seized	80	524	370	284	128	86	1,472
Vehicles Seized	20	47	52	27	28	14	188
Cash Seized	--	\$36,000	\$79,841	\$6,011	\$10,000	\$28,705	\$160,557
Assets Seized (Land)*1	--	--	3.3 m.	3.9 m.	3.3 m.	2.0 m.	12.5 m.

CAMP STATISTICS — 1983 - 1988
continued

	<u>1983</u>	<u>1984</u>	<u>1985</u>	<u>1986</u>	<u>1987</u>	<u>1988</u>
# Teams	4	7	7	7	7	7
# Helicopters	4	7	7	7	7	7
Budget	\$1.6 m.	\$2.3 m.	\$2.8 m.	\$2.4 m.	\$2.8 m.	\$2.9 m.
# Agencies *2	67	91	102	100+	100+	79
# Counties	14	37	38	37	39	41

CAMP '88 SURVEY

COUNTY	CAMP TEAM SERVICES	RECOMMENDATIONS	INCREASE/DECREASE IN PROBLEM	INCREASE IN-DOOR	PRICE PER LB.	NO. OF ARRESTS	NO. OF NON-RESIDENTS	AIR OPERATIONS SERVICES
ALAMEDA	Excellent - CAMP personnel were always available	None	Increase - Backyard growers are more prevalent due to population increase and lack of severe punishment	No Increase	\$2,200	40	0	N/A - Never used
BUTTE	Very Good	Meeting with CAMP Headquarters regarding next year's operations	Slight Decrease	No Increase	\$3,200	31	0	Adequate helo time for raid teams. Utilize 2-person helo's for recon starting 7-1-89. Fixed wing on-call only.
COLUSA	Adequate	None	Decrease	No Increase	\$2,000	0	0	Adequate helo. Start recon in July.
DEL NORTE	Adequate - Requested team for 3 days; they left after 2 days	Teams too large - an 8 member team would be about right	Increase	Increase	\$2,200	20	2	Inadequate helo hours.
EL DORADO	Excellent	None	Increase	Increase	\$2,200	27	4	Helo time for team inadequate - start helo operations for raids 3rd wk in August. recon 2nd wk in July.
GLENN	Excellent	None	Decrease due to efforts of CAMP and Glenn Co. Sheriff's Department	Increase	\$3,500	4	1	Adequate helo time. Start operation in August.

CAMP '88 SURVEY
(continued)

COUNTY	CAMP TEAM SERVICES	RECOMMENDATIONS	INCREASE/DECREASE IN PROBLEM	INCREASE IN-DOOR	PRICE PER LB.	NO. OF ARRESTS	NO. OF NON-RESIDENTS	AIR OPERATIONS SERVICES
HUMBOLDT	Very good, teams very cooperative and responsive to agency needs. Good rapport w/ CAMP personnel	Reduce team size to 6-8 person teams including Lead Deputy and Investigative Officer	Slight decrease due to heavy eradication efforts by CAMP and Humboldt County SO More concealment and camouflage of plants	Increase	\$2,600	68	3	Adequate helo time. Start operations in August.
LAKE	Excellent	None Team leaders were very helpful		Not known	\$2,500-2,800	14	3	No problem - Need for helo time for recon is growing.
MARIPOSA	Very good	None	Increase	Increase	\$2,800	17	3	Adequate helo time for raid teams. Fixed-wing not effective. Helo time needed for recon.
MODOC	Didn't use	Regional spotter for flight surveillance	Increase - indoor operations & CAMP efforts have pushed growers into Modoc Co.	Increase	\$3,500	2	1	Adequate helo time for raid teams. Need helo time for recon. Raids begin - Aug/Sept. Recon - July. Excellent service.
MONTEREY	Excellent	Cut team size to 1/3 to 1/2 current size	Decrease smaller gardens, harder to find	No Increase	\$2,800 - 3,200	32	0	Adequate helo time for raid teams but too late in year. Rain fall pattern, weather etc. should determine when operations begin.

CAMP '88 SURVEY
(continued)

COUNTY	CAMP TEAM SERVICES	RECOMMENDATIONS	INCREASE/DECREASE IN PROBLEM	INCREASE IN-DOOR	PRICE PER LB.	NO. OF ARRESTS	NO. OF NON-RESIDENTS	AIR OPERATIONS SERVICES
SAN LUIS OBISPO	Excellent	None Pleasure to work with Team 7	Slight Decrease	Increase	\$3,200	14	0	More helo time for recon.
SANTA BARBARA	Very good	Need more CAMP time for recon and raids Extend operations to end of October	Increase - High income potential - little risk of jail time after arrest	No Increase	\$3,400	18	0	Inadequate helo time for raid team. Need helo time for recon. Begin operations Aug-Oct.
SANTA CRUZ	Excellent Proud to be a member of CAMP	None	Remained the same	No Increase	\$3,100	19	0	Helo crew - best they've seen. More helo time for recon & raids.
SIERRA	Didn't use	None	Increase - larger counties w/effective eradication efforts pushing growers into Sierra Co.	Increase	\$2,500	10	6	Adequate helo time. Begin raids in July. Recon mid-June.
SISKIYOU	Didn't use		Decrease - better job in camouflage	Increase	\$3,400	29	7	Adequate helo time.
SONOMA	Excellent	CAMP raid team size - too large Be more flexible	Decrease	Decrease	\$3,000 - \$3,500	36	0	Adequate helo time. Begin raids - 3rd wk in July. Recon - July 1st.
SHASTA	Poor	CAMP teams too large to keep busy	Decrease - due to strict arrest & prosecution policy	Increase	\$3,000	72	Unknown	Inadequate helo time allotted.
TOTALS					\$2,900 average	453	29	

CAMP '88 RECONNAISSANCE RAID TEAM (C'RAT) STATISTICS

Date	Requesting Agency	C'RAT Team	No. of Day/ Manhours	Suspect's Arrested	Current Status	No. of Plants Eradicated	Was Suspect(s) Armed	Comments
6-29-88	Amador Co. Sheriff	A/B	7 days/ 913 hrs.	Leonardo, Mark	Pd guilty-1 ct. 11358 H&S. Sentenced state prison - stayed 1 yr. county jail - stayed pending eligibility for work furlough. \$1,200 fine, 3 yrs. strict formal prob.	106	Yes	Seized \$20,750. *Schiro arrested in follow-up search of a Sacramento home. Seized truck.
				*Schiro, Gregory Paul	Charges dismissed.			
7-17-88	USFS - Lassen Nat'l Forest	B	5 days/ 363.5 hrs.	Sanders, William David	Pd guilty-1 ct. Title 21. Sentenced 2 1/2 yrs. federal prison w/5 yrs. supervised parole upon release.	13	Yes	Mott escaped from Susanville prison on 6-30-88.
				Mott, Dwight Owen	Pd guilty-1 ct. Title 21 & felon in poss. of firearm. Sentenced 3 yrs. federal prison w/5 yrs. supervised parole & additional 3 yrs. supervised parole on weapons charge.			

CAMP '88 RECONNAISSANCE RAID TEAM (C^RRAT) STATISTICS

(continued)

Attachment H-2

Date	Requesting Agency	C ^R RAT Team	No. of Day/ Manhours	Suspect's Arrested	Current Status	No. of Plants Eradicated	Was Suspect(s) Armed	Comments
8-9-88	El Dorado Sheriff, USFS - El Dorado Nat'l Forest	B	5 days/ 312 hrs.	Deierling, John Charles	Dismissed cultivation and gun enhancement charges. Pd guilty- 2 cts. poss. for sale. Sentencing hearing 3-10-89.	30	Yes	Deierling is a criminal defense attorney.
8-16-88	Sierra Co Sheriff	B	1 day/ 85 hrs.	Holt, Ray Mason	Pd guilty-1 ct. 11358 H&S. 3 yrs. prob & credit for 3 wks. served. Seized truck and gun.	25	Yes	
8-21-88	Placer Co. Sheriff	A	6 days/ 438 hrs.	De Voe, Jack Gates	Pd guilty-2 cts. Title 21, 2 cts. poss. for sale. Sentencing hearing 2-16-89.	215	No	Father/son arrested in garden. Follow-up search of residence in Carmichael found an indoor grow operation. *Robin De Voe arrested subsequent to surveillance.
				De Voe, Brian Jack	Pd guilty-misdemeanor. Sentencing hearing 2-16-89.			
				*DeVoe, Robin				

CAMP '88 RECONNAISSANCE RAID TEAM (C-RAT) STATISTICS
(continued)

Attachment 11-3

Date	Requesting Agency	C-RAT Team	No. of Day/ Manhours	Suspect's Arrested	Current Status	No. of Plants Eradicated	Was Suspect(s) Armed	Comments
9-10-88	Trinity Co. Sheriff	A	2 days/ 180 hrs.	Cheatham, Thomas Jefferson	On 12-7-88, granted diversion 6 mos. - 2 yrs.	7	Yes	
				Menconi, Mark Daniel				
9-18-88	USFS - Lassen Nat'l Forest	A	4 days/ 384 hrs.	Donaldson, Brian Andrew	Pd guilty-1 ct. Title 21. 2 yrs. federal prison, 3 yrs. supervised parole.	102	No	Suspect had two priors in Colorado. Possession & possession for sale.
9-23-88	Shasta Co. Sheriff	A	4 days/ 318 hrs.	Creveling, Benjamin Warren	Charged 1 ct. each 11358 & 11359.6 H&S. Prelim. hearing set for 2-15-89.	233	No	Team A also discovered a methamphetamine lab.
9-26-88	Siskiyou Co. Sheriff	B	1 day/ 129 hrs.	Peronnet, Stella	Pd guilty-1 ct. 11358 H&S. 6 mos. county jail, 3 yrs. prob. Forfeited \$7,000 in cash. Faces deportation proceedings.	368	No	
				Sizemore, Jonathan	Pd guilty-1 ct. 11358 H&S. 6 mos. county jail, 3 yrs. prob.			

CAMP '88 RECONNAISSANCE RAID TEAM (C-RAT) STATISTICS
(continued)

Date	Requesting Agency	C-RAT Team	No. of Day/ Manhours	Suspect's Arrested	Current Status	No. of Plants Eradicated	Was Suspect(s) Armed	Comments
9-26-88	Siskiyou Co. Sheriff	B	1 day/ 129 hrs.	Suad, Sophia	Charges dismissed.	368	No	
				Zevin, Michael	Pd guilty-1 ct. 11358 H&S. 6 mos. county jail, 3 yrs. prob. Forfeited \$56,400 in cash & \$30,000 in personal property.			
9-28-88	Sierra Co. Sheriff	A	1 day/ 33 hrs.	De Fay, Charles	Charged 1 ct. 11358 H&S. Continued to late February.	124	No	One suspect escaped.

CAMP '88 CRITIQUE RECOMMENDATIONS

A. FIELD OPERATIONS COMMITTEE

Eradication Teams

1. It is recommended that the size of the eradication teams vary from region to region, ranging from five team members plus the team leader to seven team members plus the team leader.
2. It is recommended that eradication operations begin later in the season. It is also recommended the dates be staggered based on the needs of each region.

CAMP Reconnaissance Arrest Teams (C'RAT)

3. It is recommended that CAMP establish a C'RAT liaison whose primary function will be to oversee all C'RAT operations and work in cooperation with requesting CAMP member agencies.
4. It is recommended that CAMP establish three seven person C'RAT teams for the CAMP '89 season.

Eradication Team Selection

5. It is recommended that CAMP recruit California Department of Corrections' SERT personnel for its eradication teams again this coming season. It is further recommended that the CDC officers' cycle be extended from two weeks to four weeks.
6. It is recommended that CAMP recruit only those law enforcement officers who want to be involved in the program and are participating on a voluntary basis.

C'RAT Team Selection

7. It is recommended that CAMP continue its policy that only full-time law enforcement officers from CAMP member agencies be selected for C'RAT teams.

Eradication Team Training

8. It is recommended that the training provided by CAMP in its CAMP Safety Course and CAMP Officer Survival Course be more realistic and updated with the current trends in marijuana cultivation and eradication.
9. It is recommended that instruction in vehicle safety be incorporated into the CAMP Safety Course.

C'RAT Team Training

10. It is recommended that CAMP expand and intensify its C'RAT training to emphasize practical field and team building exercises.

Eradication Team Communication

11. It is recommended that the CAMP headquarters staff and the regional operations commanders (ROCs) wear telephone pagers and the pager numbers be given to CAMP member agencies.
12. It is recommended that prior to the start of the eradication season, the CAMP regional command staff meet with the CAMP member agencies in their region to discuss the upcoming season, member agencies' needs, CAMP policies, chain of command, etc.

C'RAT Communication

13. It is recommended that the C'RAT liaison contact as many CAMP member agencies as possible to explain C'RAT's purpose, criteria, guidelines, etc. In addition, the C'RAT liaison should notify the eradication team ROC and appropriate county sheriff's office when a C'RAT team is in their region/area.

Eradication Team Equipment

14. It is recommended that more radios and batteries, both rechargeable and disposable, be provided to each team.
15. It is recommended that more shirts, in the large size, be provided to each team.

C'RAT Equipment

16. It is recommended that CAMP re-evaluate the C'RAT equipment purchased last season and obtain lighter, smaller overnight gear and enough radios for each team member.
17. It is recommended that CAMP make helicopter hours available for C'RAT operations.

Rotation of Command Staff

18. It is recommended that the rotation of CAMP regional command staff be avoided whenever possible.

Press/Media Raids

19. It is recommended that more lead time be provided to CAMP member agencies to prepare for press personnel.

B. LOGISTICS/TRAINING COMMITTEE

1. It is recommended that the three day CAMP Officer Safety Course be geared more towards basic CAMP raid team functions as is the Northern California course held in Nevada City.
2. It is recommended that the Medical Self-Help section of the CAMP Survival Course be updated to deal with common everyday medical problems encountered by CAMP raid members, such as poison oak infections, foot blisters, and heat exhaustion.
3. It is recommended that a driver safety course be developed and incorporated into the CAMP Officer Safety Course and Survival Course.
4. It is recommended that the Off-Duty Armed Encounters section of the CAMP Officer Safety and CAMP Survival Courses be revamped to relate to actual encounters CAMP personnel experience in off-duty situations.
5. It is recommended that the Garrison Security Section of the CAMP Survival Course be revamped to relate more to CAMP needs.
6. It is recommended that a section relating to the increased encounters CAMP personnel are experiencing with indoor and outdoor methamphetamine laboratories be included in the CAMP Survival Course.
7. It is recommended that the actual radios (Boise Cache) be used in the Communications Sections of the CAMP Survival Course.
8. It is recommended that the Map and Compass Section be lengthened one hour and the Navigation-Compass Section be added back into the CAMP Survival Course.
9. It is recommended that the Booby Traps section of the CAMP Survival Course be shortened and more emphasis placed on the actual types of booby traps encountered by CAMP personnel.
10. It is recommended that a special training course be developed to accommodate the needs of C'RATs.

C. AIR OPERATIONS**Reconnaissance**

1. It is recommended that, based on the present CAMP budget divisions, more fixed wing monies be allocated to helicopter hours for reconnaissance.
2. It is recommended that the aerial reconnaissance phase of the CAMP season begin later in the spring, perhaps one month before the eradication phase.

3. It is recommended that CAMP explore the possibility of using smaller helicopters (possibly Hughes 300s) for reconnaissance purposes.
4. It is recommended that CAMP headquarters document garden sites located on each CAMP dispatched fixed wing reconnaissance mission.

Litigation Documentation

5. It is recommended that CAMP explore the possibility of using satellite or other forms of mechanical tracking to document all helicopter flights.
6. It is recommended that CAMP helicopters be outfitted with a taping/recording device so a pilot can document each time he is required to fly under 500 feet.

Raid Team Training

7. It is recommended that all raid team members, including lead deputies, be required to attend, at minimum, the CAMP Officer Safety Course.
8. It is recommended that rotational eradication team members receive updated helicopter safety training before engaging in field operations.
9. It is recommended that U.S. Forest Service qualified helicopter safety trainers instruct at all CAMP safety courses.

Helicopter Pilot Orientations

10. It is recommended that all helicopter pilots be thoroughly briefed on CAMP operations and how they differ from fire operations.
11. It is recommended that experienced CAMP helicopter pilots orient new CAMP pilots on CAMP operations.

Pilot Time Off

12. It is recommended that after field operations are completed each day, any input from pilots to team leadership be channeled through the helicopter manager.

Ground to Air Communications

13. It is recommended that all radios be bench tested during CAMP's off season.
14. It is recommended that CAMP attempt to obtain surplus radios from the Boise Cache.

15. It is recommended that a mast antenna be provided for helibase radios.
16. It is recommended that a pack set/base station radio be procured for each helibase.

Rappelling

17. It is recommended that permanent team members and lead deputies be trained in rappelling techniques.

REMARKS BY JOHN K. VAN DE KAMP
ATTORNEY GENERAL OF CALIFORNIA
CAMP CRITIQUE CONFERENCE
SACRAMENTO, CALIFORNIA
WEDNESDAY, DECEMBER 14, 1988

FINAL
12/13/88
2100
C:SPEECH (SF)

WHENEVER I STAND UP IN FRONT OF AN AUDIENCE TO TALK ABOUT C.A.M.P., I ALWAYS REMEMBER THE BAPTIST PREACHER UP IN GARBERVILLE WHO WAS GIVING A ROCK-EM, SOCK-EM SERMON ON SIN AND REDEMPTION.

HE HAD THE CONGREGATION IN THE PALM OF HIS HAND. HE TOLD THEM "IF YOU'RE A SINNER WHO NEEDS GOD'S FORGIVENESS, STAND UP!" AND THEY ALL STOOD UP.

THEN HE SAID, "IF YOU WANT TO GO TO HEAVEN AND YOU PROMISE TO CHANGE YOUR EVIL WAYS, SIT BACK DOWN." AND EVERYONE SAT DOWN, EXCEPT FOR ONE MAN WHO STAYED STANDING. IT WAS JACK BEECHAM.

THE PREACHER COULDN'T BELIEVE HIS EYES. HE SAID, "JACK, WHY ARE YOU STANDING? DO YOU WANT TO GO TO HELL?"

AND JACK SAID, "NO, REVEREND, I DON'T. BUT I HATE TO SEE YOU STANDING UP THERE ALL BY YOURSELF."

WHEN WE FIRST STARTED THE C.A.M.P. PROGRAM, WE ALL LEARNED WHAT ITS LIKE TO STAND UP THERE BY YOURSELF. THERE WAS LOTS OF CRITICISM, LOTS OF SNICKERING.

WELL, NOBODY'S LAUGHING ANYMORE. WE'VE JUST COMPLETED OUR SIXTH SUCCESSFUL SEASON. YOU ALL KNOW THE NUMBERS THUS FAR -- MORE THAN 1,600 TONS OF MARIJUANA WORTH OVER \$1.9 BILLION. AND YOU ALL KNOW THE HIGH STANDARD OF PROFESSIONALISM WE'VE SET -- OVER 3,600 RAIDS, AND NOT ONE C.A.M.P. MEMBER HAS FIRED A SHOT.

THIS IS NOT THE KIND OF WAR THAT CAN BE WON IN A SINGLE BATTLE. SO WE MEASURE OUR SUCCESS IN OTHER WAYS. WE SEE THE DECLINE IN VIOLENCE, BOOBY-TRAPS AND WEAPONS -- THE RETURN OF LAW AND ORDER TO THE WILD, WILD NORTH.

WE NOTE WITH PRIDE THAT THE PRICE OF CALIFORNIA SENSIMILLA IS WAY UP, WHILE THE PRICE OF VIRTUALLY EVERY OTHER MAJOR DRUG IS DOWN. WE WATCH THE GROWERS MOVE THEIR OPERATIONS INDOORS, AND TO OTHER COUNTIES AND OTHER STATES, TO AVOID OUR REACH.

ALL THESE THINGS ARE THE MEASURES OF OUR IMPACT. AND I AM HERE TO SAY, ONCE AGAIN, THAT YOU ARE DOING A MAGNIFICENT JOB -- AND THAT THE DEPARTMENT OF JUSTICE IS GOING TO CONTINUE TO BACK YOU TO THE HILT IN THIS EFFORT.

NEXT YEAR WE'RE GOING TO BE BACK BIGGER AND BETTER THAN EVER. WE'RE GOING TO USE THE RESULTS OF THIS CONFERENCE TO FINE TUNE THE PROGRAM. AND WE'RE GOING TO PUT SOME NEW KINDS OF HEAT.

LOTS OF GROWERS THOUGHT THEY'D HEARD THE LAST OF C.A.M.P. WHEN THEY SHRANK THEIR OPERATIONS, MOVED INSIDE AND PULLED DOWN THE SHADES. BUT THE UNOFFICIAL C.A.M.P. MOTTO IS "YOU CAN RUN BUT YOU CAN'T HIDE." AND NEXT YEAR THE INDOOR GROWERS WILL LEARN WHAT THAT MEANS.

WE'RE ALSO GOING TO WORK IN THE LEGISLATURE TO CLOSE SOME LOOPHOLES FOR THE PEOPLE YOU ARREST. IT WAS QUITE A CROSS-SECTION OF FOLKS THIS YEAR -- FROM ESCAPED CONVICTS TO A SPRINKLING OF LAWYERS AND EVEN AN ASSISTANT SUPERINTENDENT OF SCHOOLS. WHAT TOO MANY OF THEM HAVE IN COMMON IS THE ABILITY TO BEAT THE RAP BY GOING INTO "DIVERSION" PROGRAMS.

WE'RE GOING TO DO OUR BEST TO SHUT OFF THAT LITTLE ESCAPE HATCH. IF YOU'RE GROWING TEN MARIJUANA PLANTS OR MORE, THE ONLY PLACE WE WANT YOU "DIVERTED" IS TO JAIL OR TO PRISON.

THAT'S ENOUGH FROM ME ON THE FACTS AND THE FUTURE OF C.A.M.P. THERE WILL BE MANY SPEAKERS BETTER QUALIFIED TO COVER THOSE DETAILS WITH YOU. INSTEAD, I'D LIKE TO OFFER A BROADER PERSPECTIVE WHAT WE'RE ABOUT AND WHY.

WHEN I LAST SPOKE TO THIS GROUP, IN APRIL, I TALKED ABOUT HOW C.A.M.P. FITS INTO THE STATE'S OVERALL STRATEGY FOR FIGHTING DRUGS. THIS MORNING I WANT TO DISCUSS C.A.M.P.'S ROLE IN THE LARGER NATIONAL DEBATE OVER HOW TO RESPOND TO THE CURRENT EPIDEMIC OF DRUG ABUSE.

I WOULD GUESS THAT EVERYONE HERE, IN MOMENTS OF DOUBT AND FRUSTRATION, HAS WONDERED WHETHER HE OR SHE WILL LIVE TO SEE THE END OF THIS NIGHTMARE. I HAVE CERTAINLY ASKED MYSELF THAT QUESTION MANY TIMES. AND PERSONALLY, I THINK THE ANSWER IS YES. WE WILL SEE THE END OF IT.

I FIND BOTH COMFORT AND HOPE IN THE KNOWLEDGE THAT TODAY'S PREDICAMENT IS NOT A NEW ONE. SCHOLARS HAVE IDENTIFIED NO LESS THAN FIVE CYCLES OF EPIDEMIC DRUG USE SINCE COCAINE WAS DISCOVERED IN 1860. THIS LATEST ONE IS THE LARGEST AND MOST SEVERE WE HAVE EVER EXPERIENCED. NEVERTHELESS, IT IS STRIKINGLY SIMILAR TO THE CYCLE THAT BEGAN IN THE 1890'S AND ENDED IN THE 1920'S.

AT THE TURN OF THE CENTURY, WITH ONE-THIRD OF TODAY'S POPULATION, THE COUNTRY HAD 250,000 MORPHINE ADDICTS. AND A MILLION POUNDS OF CRUDE OPIUM WAS IMPORTED, LEGALLY, EVERY YEAR.

COCAINE WAS ON THE RISE, TOO, FREELY AVAILABLE FROM MANY DRUGGISTS. THIS WAS THE ERA WHEN COCA-COLA BURST UPON THE SCENE. IN THOSE DAYS, COKE TRULY WAS "THE REAL THING."

THOSE WITH AN HISTORICAL BENT WILL FIND MUCH TO FASCINATE THEM IN THE RECORDS OF THAT TIME. BUT THE KEY LESSON IS THAT OUR CYCLES OF DRUG ABUSE ALL TEND TO END IN THE SAME WAY: FIRST, PUBLIC ATTITUDES SHIFT. THEN TOUGH NEW LAWS ARE PASSED TO CRACK DOWN ON NARCOTICS . AND THE COMBINATION OF SOCIAL PRESSURE AND BETTER LAW ENFORCEMENT WORKS; NOT OVERNIGHT, NOT PERFECTLY, BUT IT WORKS.

THE HOPEFUL THING ABOUT THIS HISTORY LESSON IS THAT TODAY, RIGHT ON SCHEDULE, PATTERNS OF DRUG USE IN THE UNITED STATES, AND PUBLIC ATTITUDES TOWARD IT, APPEAR TO BE TURNING SHARPLY NEGATIVE.

RESEARCHERS AT THE UNIVERSITY OF MICHIGAN REPORT THAT THE NUMBER OF HIGH SCHOOL SENIORS USING COCAINE HAS DROPPED BY MORE THAN 20% IN THE PAST TWO YEARS. MARIJUANA USE IS DOWN EVEN MORE. AND ATTITUDES ARE CHANGING EVEN FASTER THAN USAGE. NINE OUT OF TEN HIGH SCHOOL STUDENTS NOW SAY THAT REGULAR USE OF COCAINE POSES A GREAT RISK. 48% SAY THAT USING IT EVEN ONCE IS EXTREMELY DANGEROUS.

HISTORIANS TELL US THAT THESE BELIEFS, ONCE FORMED, ARE LIKELY TO LAST A LIFETIME -- AND TO DRIVE PUBLIC POLICY ON DRUGS. ALREADY WE SEE THE CHANGE IN PUBLIC ATTITUDES REFLECTED IN TOUGHER LAWS AND ENFORCEMENT -- NOT ONLY HERE IN CALIFORNIA BUT ACROSS THE NATION. C.A.M.P., OF COURSE, IS A PRIME EXAMPLE OF THAT TREND.

BY EVERY HISTORIC STANDARD, WE APPEAR TO BE POISED ON THE DOWNSLOPE OF THIS CYCLE OF DRUG ABUSE. DESPITE THE BLEAK SITUATION WE FACE IN THE STREETS, IF WE CAN KEEP UP THE PRESSURE AND THE MOMENTUM, WE HAVE A REAL CHANCE FOR LONG-TERM SUCCESS.

THAT IS WHY I FIND IT PARTICULARLY DISTURBING THAT A NEW DEBATE ON DRUG LEGALIZATION HAS BEGUN TO WORK ITS WAY INTO THE HEADLINES.

THIS IS NOT THE SAME TIRED OLD AGITATION FROM GROUPS LIKE "N.O.R.M.L." NOR IS IT SIMPLY THE LATEST NEWS MEDIA FAD, THOUGH DRUG LEGALIZATION WAS A COVER STORY IN BOTH TIME AND NEWSWEEK THIS YEAR, AND TED KOPPEL DEVOTED A HUGE CHUNK OF NETWORK NEWS TO IT ON NIGHTLINE. THIS IS A MAJOR SHIFT IN THE TERMS OF PUBLIC POLICY DEBATE.

THE MAYOR OF BALTIMORE -- A FORMER PROSECUTOR, BY THE WAY -- HAS PROPOSED THAT DRUGS BE TREATED AS A PUBLIC HEALTH CONCERN RATHER THAN A CRIMINAL JUSTICE PROBLEM. THE MAYORS OF MINNEAPOLIS AND WASHINGTON HAVE CHIMED IN. SO HAVE SOME MEMBERS OF CONGRESS FROM CALIFORNIA, AT LEAST ONE OF OUR STATE'S MAJOR DAILY NEWSPAPERS. AND MAJOR ARTICLES HAVE APPEARED IN HIGHLY-RESPECTED PUBLICATIONS LIKE FOREIGN POLICY, THE ECONOMIST AND THE LANCET.

IT IS DIFFICULT FOR MOST OF US IN LAW ENFORCEMENT TO TAKE THESE DEVELOPMENTS SERIOUSLY. WE THINK IT OBVIOUS THAT LEGALIZATION IS A DANGEROUS IDEA. SO WE ARE INCLINED TO DISMISS ITS ADVOCATES WITH SARCASM AND CATCALLS.

BUT THAT IS A MISTAKE. THIS IDEA HAS A STRONG INTELLECTUAL APPEAL TO A WIDE RANGE OF PEOPLE -- INCLUDING WELL-KNOWN CONSERVATIVES LIKE WILLIAM F. BUCKLEY AND MILTON FRIEDMAN. AND WHEN AN APPEALING IDEA BEGINS TO GENERATE PUBLIC DEBATE, NO MATTER HOW ONE-SIDED AT FIRST, IT IS OFTEN THE FIRST SIGN OF MAJOR CHANGES IN NATIONAL POLICY UP AHEAD.

SO HECKLING FROM THE SIDELINES IS NOT APPROPRIATE HERE. LAW ENFORCEMENT MUST JOIN THE DEBATE. A SERIOUS ISSUE HAS BEEN RAISED, AND THIS MORNING I WOULD LIKE TO OFFER A SERIOUS RESPONSE.

THE POPULAR CASE FOR DRUG LEGALIZATION RESTS ON THREE MAIN ASSUMPTIONS: THAT IT WOULD REDUCE CRIME; THAT IT WOULD BE CHEAPER, BOTH IN MONEY AND IN LIVES, THAN PRESENT POLICY; AND THAT IT WOULD BE FAR LESS DESTRUCTIVE OF THE SOCIAL FABRIC. EACH OF THESE ARGUMENTS IS ADVANCED IN GOOD FAITH. EACH IS SUPPORTED BY CONSIDERABLE EVIDENCE. AND EACH IS ABSOLUTELY WRONG.

THOSE WHO FORESEE A REDUCTION IN CRIME FROM LEGALIZATION ARGUE THAT THE TRUE DAMAGE TO SOCIETY IS DONE BY DRUG LAWS RATHER THAN BY DRUGS. THEY BELIEVE THAT BLACK MARKET PROFITS CALL INTO BEING A CLASS OF VIOLENT CRIMINALS THAT WOULD NOT OTHERWISE EXIST. THEY QUESTION WHETHER THE MERE USE OF DRUGS INEVITABLY LEADS TO CRIME.

TO BELIEVE THAT THOSE WHO CURRENTLY ENGAGE IN DRUG TRAFFICKING WOULD SOMEHOW BE CONVERTED TO MORE PRODUCTIVE PASTTIMES IF COCAINE WERE AVAILABLE AT THE CORNER DRUG STORE REQUIRES A CONSIDERABLE LEAP OF FAITH.

THE ADVENT OF LEGAL LOTTERIES DID NOT WIPE OUT THE NUMBERS RACKET. THE END OF PROHIBITION WAS NOT THE END OF THE MAFIA. AND THE LEGALIZATION OF DRUGS WILL NOT TURN THE CRIPS INTO CHOIR BOYS.

EVEN IF THE BLACK MARKET IN DRUGS WERE TO DISAPPEAR ENTIRELY, THOSE INCLINED TOWARD CRIME WOULD FIND OPPORTUNITIES FOR ILLEGAL PROFIT. BUT THE TRUTH IS, UNDER ANY CONCEIVABLE SCHEME OF LEGALIZATION, THE BLACK MARKET IN DRUGS WOULD THRIVE AND PROSPER. THAT IS THE LESSON OF THE ENGLISH EXPERIMENT WITH LEGALIZED HEROIN, WHICH CLIMAXED IN AN EXPLOSION OF HEROIN USE IN THE '70'S.

IF WE LEGALIZE SOME DRUGS AND NOT OTHERS, A BLACK MARKET WILL DEVELOP FOR THOSE THAT REMAIN ILLEGAL. IF WE LEGALIZE ALL DRUGS BUT LIMIT ACCESS, OR IMPOSE A TAX, AS IS GENERALLY RECOMMENDED, THEN A BLACK MARKET WILL DEVELOP FOR BOOTLEG, UNTAXED DRUGS. AND IF WE SELL ALL DRUGS AT ROCK-BOTTOM, UNTAXED PRICES, WE WILL STILL WISH TO KEEP THEM OUT OF OUR CHILDREN'S HANDS -- WHICH MEANS SELLING TO CHILDREN, ALREADY A VERY BIG BUSINESS, WILL BECOME A GROWTH INDUSTRY.

NONE OF THIS IS TO DENY THAT THERE MIGHT BE A REDUCTION IN CRIME IF THE ILLEGAL DRUG MARKET WERE TO SHRINK SHARPLY IN SIZE AND WEALTH. BUT THAT GAIN MUST BE BALANCED AGAINST THE INCREASE IN CRIME THAT WOULD SURELY RESULT FROM GREATER USE OF COCAINE, HEROIN AND P.C.P.

THE U.S. JUSTICE DEPARTMENT REPORTS THAT ONE-HALF TO THREE-QUARTERS OF THE MEN ARRESTED FOR SERIOUS CRIMES TEST POSITIVE FOR THE RECENT USE OF ILLICIT DRUGS -- WHICH DOES NOT BODE WELL FOR THE CRIME RATE UNDER LEGALIZATION.

BUT OTHERS ARGUE THAT THE CORRELATION BETWEEN DRUGS AND CRIME HAS LESS TO DO WITH DRUG USE THAN WITH THE COST OF SUPPORTING AN ILLEGAL HABIT.

THAT'S A REASONABLE SOUNDING ARGUMENT UNTIL YOU CONSIDER THAT THERE IS JUST AS HIGH A CORRELATION BETWEEN VIOLENT CRIME AND ALCOHOL -- WHICH IS LEGAL, CHEAP AND PLENTIFUL. ANYONE WHO HAS EVER TRIED TO SUBDUE A DRUNK, OR A SUSPECT HIGH ON P.C.P., KNOWS THAT IT IS NOT THE COST OF USING MIND-ALTERING SUBSTANCES BUT THE ACT ITSELF WHICH MAKES PEOPLE VIOLENT AND DANGEROUS.

THIS TRUTH WAS WELL UNDERSTOOD AT THE TURN OF THE CENTURY. IN 1909, AFTER COCAINE WAS FINALLY OUTLAWED, THE CHIEF OF THE DIVISION OF DRUGS OF THE U.S. DEPARTMENT OF AGRICULTURE, REPORTED THAT "IN DISTRICTS WHERE DRUGGISTS FORMERLY DISPENSED COCAINE, DISORDER HAS DECREASED SO NOTICEABLY THAT IT IS COMMENTED UPON BY THE NEIGHBORS AND THE POLICE OFFICERS ON THE BEATS."

THE NOTION OF A VASTLY-INCREASED POPULATION OF PEACEFUL, LAW-ABIDING DRUG ABUSERS WAS LAUGHABLE THEN, AND IT IS LAUGHABLE NOW. LEGALIZATION WOULD BRING US NO RELIEF FROM VIOLENT CRIME.

THAT BRINGS US TO THE SECOND GENERAL ARGUMENT FOR LEGALIZATION: THAT IT WOULD BE CHEAPER, BOTH IN MONEY AND IN LIVES, TO TREAT DRUG ABUSE AS A PUBLIC HEALTH PROBLEM RATHER THAN A CRIMINAL JUSTICE PROBLEM. THIS, TOO, IS A SEDUCTIVE ARGUMENT. BUT IT DOES NOT WITHSTAND SCRUTINY.

THE RESEARCH TRIANGLE INSTITUTE IN NORTH CAROLINA HAS STUDIED THIS QUESTION IN GREAT DETAIL. IT ESTIMATES THAT, IN 1983, DRUG ABUSE COST THE NATION APPROXIMATELY \$60 BILLION, INCLUDING \$24 BILLION FOR DRUG-RELATED CRIMES: THE POLICE, COURTS, JAILS AND THE TOLL TAKEN ON VICTIMS. A VERY HIGH PRICE, INDEED, FOR ILLEGAL DRUGS; BUT WHAT WOULD LEGAL ONES HAVE COST?

WE CAN BEGIN TO GUESS BY TAKING A LOOK AT ALCOHOL. AS A LEGAL DRUG WITH A LONG HISTORY OF SOCIAL ACCEPTANCE IN OUR CULTURE, ALCOHOL IS USED BY SIX TIMES AS MANY PEOPLE AS USE MARIJUANA, AND 20 TIMES MORE THAN USE COCAINE. NOT SURPRISINGLY, THE CRIMINAL JUSTICE COSTS OF ALCOHOL WERE MINIMAL IN 1983 -- ONLY \$2.6 BILLION A YEAR. BUT THE ANNUAL HEALTH AND PRODUCTIVITY COSTS WERE EXTRAORDINARY, NEARLY \$115 BILLION.

AT PRESENT, LESS THAN 6,000 DEATHS A YEAR ARE DIRECTLY ATTRIBUTABLE TO ILLEGAL DRUGS -- AND PERHAPS FOUR OR FIVE TIMES THAT NUMBER ARE KILLED INDIRECTLY. ALCOHOL KILLS 125,000 PEOPLE A YEAR, ACCORDING TO THE SURGEON GENERAL. ANOTHER LEGAL DRUG, TOBACCO, KILLS 350,000.

SOME PROPONENTS DISMISS COMPARISONS WITH THE HEALTH CONSEQUENCES OF ALCOHOL AND TOBACCO BY INSISTING THAT SERIOUS DRUG ABUSE WOULD NOT EXPAND UNDER LEGALIZATION. THE FACTS SUGGEST OTHERWISE.

WE CAN'T BE CERTAIN JUST HOW MANY MORE PEOPLE WOULD DIE OR BECOME ADDICTS. BUT CURRENT EXPERIENCE DOES OFFER SOME CLUES.

FOR INSTANCE, THE SHARP DROP IN THE U.S. PRICE OF COCAINE IN RECENT YEARS HAS CAUSED COCAINE-RELATED EMERGENCY ROOM ADMISSIONS TO TRIPLE. AND IN THE BAHAMAS, DURING A PERIOD WHEN PRICES FELL MORE THAN 80%, COCAINE-RELATED ADMISSIONS AT THE ONLY PSYCHIATRIC CLINIC IN NASSAU WENT FROM ZERO IN 1982 TO 300 IN 1984.

THOSE RESULTS SHOULD SUPRISE NO ONE. IN THE LABORATORY, ANIMALS GIVEN UNLIMITED ACCESS TO COCAINE NOT ONLY CHOOSE IT OVER FOOD AND SEX, THEY CONTINUE TAKING EVER GREATER AMOUNTS UNTIL THEY DIE. DR. FRANK GAWIN, OF YALE UNIVERSITY, POINTS OUT THAT HUMAN COCAINE ADDICTS ALSO USE THE DRUG IN BINGES. THEIR DESIRE FOR MORE GROWS EXPONENTIALLY WITH USE.

THIS HAS LEAD SOME RESEARCHERS TO SUGGEST THAT AS MANY AS 75% OF COCAINE USERS MIGHT PROGRESS TO SEVERE ADDICTION IF THE CURRENT DISINCENTIVES OF PRICE, DANGER AND SOCIAL DISAPPROVAL WERE REMOVED. THAT COMPARES WITH AN ADDICTION RATE OF 10 TO 20% AT PRESENT. AND IT COULD MEAN TEN MILLION NEW COKE ADDICTS IN THIS COUNTRY.

WE CAN HOPE THAT SUCH PREDICTIONS ARE WRONG. BUT ARE WE PREPARED TO LIVE WITH THE CONSEQUENCES IF THEY ARE RIGHT? DR. GAWIN SAYS HE "WOULD BE TERRIFIED TO LIVE IN" SUCH A SOCIETY. SO WOULD I. SO WOULD ANY SANE PERSON. THERE IS NOTHING "CHEAP" ABOUT LEGALIZING COCAINE.

THE FINAL ARGUMENT USED TO SUPPORT LEGALIZATION IS THAT ILLEGAL DRUGS ARE DESTROYING OUR SOCIAL FABRIC AND CREATING A HUGE CLASS OF PEOPLE WHO LIVE OUTSIDE THE LAW. THAT IS TRUE. AND WE WHO MUST ENFORCE THE LAW KNOW THE TRUTH OF IT BETTER THAN ANY LEGALIZATION ADVOCATE.

BUT WHAT WOULD BE THE SOCIAL CONSEQUENCES OF LEGALIZATION? IT IS TRUE, FOR EXAMPLE, THAT POOR AND MINORITY NEIGHBORHOODS ARE CURRENTLY TERRORIZED BY DRUG VIOLENCE. BUT WOULD THE PARENTS AND CITIZENS OF THESE COMMUNITIES TRADE THE REIGN OF ILLEGAL TERROR FOR A SOCIETY WHERE COCAINE IS FREELY AVAILABLE? I THINK NOT.

THEY KNOW THAT CHILDREN BESET BY RACISM AND UNEMPLOYMENT ALREADY HAVE A DIFFICULT TIME SAYING "NO" -- EVEN TO SCARCE, EXPENSIVE AND DANGEROUS DRUGS. HOW WILL THEY SAY "NO" WHEN BUYING DRUGS IS LEGAL, CHEAP AND EASY?

AND THE PROBLEM WOULD NOT END WITH THE POOREST AMONG US. EVEN THE RICHEST, MOST PRIVILEGED AMERICAN FAMILIES WOULD BE FACED WITH THE FUNDAMENTAL DILEMMA OF WHAT TO TELL THE CHILDREN: "DRUGS" WE WOULD SAY, "ARE DANGEROUS. YOU SHOULD NEVER USE THEM -- BUT YOU CAN BUY THEM LEGALLY THE MOMENT YOU TURN 18."

THAT KIND OF HYPOCRISY WOULD BE EVERY BIT AS DESTRUCTIVE OF THE SOCIAL AND MORAL FABRIC OF THE NATION AS TODAY'S FAILED POLICIES -- AND EVEN LESS EFFECTIVE AT KEEPING OUR KIDS OFF DRUGS.

WE SLIPPED INTO THIS VICIOUS CYCLE, AS WE SLIPPED INTO ALL THOSE WHICH PRECEDED IT, BECAUSE THE NATIONAL CONSENSUS ON THE DANGERS OF DRUG ABUSE BROKE DOWN. WHEN THAT HAPPENED, THE SOCIAL PRESSURES THAT KEPT THE PROBLEM WITHIN BOUNDS BROKE DOWN AS WELL.

NOW, AT LONG LAST, WE ARE BEGINNING TO REBUILD THAT NATIONAL CONSENSUS. IF WE PERSEVERE IN STRENGTHENING LAW ENFORCEMENT, IF WE REDOUBLE OUR EFFORTS AT PREVENTION AND TREATMENT, IF WE TURN UP THE VOLUME OF SOCIAL DISAPPROVAL, HISTORY TELLS US THAT WE WILL WIN. WE WILL PRODUCE A GENERATION OF YOUNGSTERS WHO WILL SAY "NO" TO DRUGS THROUGHOUT THEIR LIVES.

IT WOULD BE AN UNSPEAKABLE TRAGEDY, AT THIS MOMENT WHEN THE TIDE MAY FINALLY HAVE BEGUN TO TURN, TO RAISE THE WHITE FLAG OF SURRENDER. TO DO SO WOULD BE TO CONDEMN ANOTHER GENERATION TO SUFFER WHAT WE HAVE SUFFERED. IT WOULD BE UNCONSCIONABLE.

THE AMERICAN PEOPLE KNOW THIS. THAT IS WHY, DESPITE THE DEBATE THAT RAGES IN NEWS MAGAZINES AND ON T.V., THE NATIONAL CONSENSUS ON THIS ISSUE GROWS STRONGER EVERY YEAR. THAT IS WHY THE GREAT MAJORITY OF COLLEGE STUDENTS, ONCE THE MOST OPEN-MINDED GROUP ON THIS QUESTION, OPPOSE THE LEGALIZATION EVEN OF MARIJUANA. THAT IS WHY PUBLIC SUPPORT FOR EFFORTS LIKE C.A.M.P. IS GROWING -- AND WHY YOUR SUCCESS IS BEING EMULATED IN OTHER STATES.

LEGALIZATION MEANS MORE CRIME, NOT LESS; MORE DEATHS, NOT FEWER; HIGHER, NOT LOWER COSTS TO THE NATION'S PURSE AND TO ITS SOUL. THIS IS AN IDEA WHOSE TIME SHOULD NEVER COME. IN THE MINDS OF MOST AMERICANS, THE DEBATE IS OVER -- AND THE GOOD GUYS WON.

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