

***TASK FORCE REPORT:***

**NARCOTICS,  
MARIJUANA &  
DANGEROUS DRUGS**

**FINDINGS AND RECOMMENDATIONS**

**SPECIAL PRESIDENTIAL TASK FORCE**

Relating to  
Narcotics, Marijuana and Dangerous Drugs

**NARCOTICS, MARIHUANA AND DANGEROUS DRUGS TASK FORCE**

**June 6, 1969**

## CONTENTS

	Page
	1
INTRODUCTION	6
CHAPTER I THE DANGERS OF MARIHUANA	6
What is Marihuana	7
Present Evidence of Extent of Use	8
Effects	12
Progression to Other Drugs	13
Marihuana vs. Alcohol	14
The Position of the AMA and WHO	14
Marihuana Use and Crime	15
Conclusion	17
CHAPTER II THE MEXICAN BORDER PROBLEM	18
Smuggling Methods	19
The Mexican Program to Control Illicit Traffic	
CHAPTER III PREVENTION AND CONTROL OF DRUG SMUGGLING AT THE MEXICAN BORDER	21
Border Crossing Restrictions	21
Drug Detection Methods and Devices	23
Border Surveillance of Aircraft and Vessels	24
Utilization of Enforcement Personnel	26
CHAPTER IV THE CONTROL OF MARIHUANA AT ITS SOURCE	27
Remote Sensing	27
Crop Eradication	28
Flow of Traffic in Mexico	29
Steps to Encourage Mexican Cooperation	30
CHAPTER V PROCEEDINGS AGAINST VIOLATORS	32
Prosecution of Violators in the United States	32
Prosecutions in Mexico	33
CHAPTER VI ROLE AND RESPONSIBILTIIY OF STATE DEPARTMENT IN SECURING MEXICAN COOPERATION	35

June 6, 1969

The President  
The White House  
Washington, D. C. 20500

Dear Mr. President:

We submit herewith a report dated June 6, 1969, entitled "Narcotics, Marihuana and Dangerous Drugs Task Force." As you can see, it is the result of the joint efforts over an extended period of time of many persons from not only the Treasury Department and the Justice Department, but also from the Departments of Defense, Health, Education and Welfare, Agriculture, Labor, Commerce and Transportation. The State Department was represented in an advisory capacity. A representative of the Interstate Commerce Commission also participated and a staff assistant to Mr. Ehrlichman was present as an observer at all meetings of the full Task Force.

This report is a direct result of your pledge to the American people on September 16, 1968, at Anaheim, California. At that time you stated that you intended to do several things. Among them was your intention to "move against the source of drugs" and to "accelerate the development of tools and weapons to detect narcotics in transit".

In the immediate future, the combined enforcement resources of the United States Government will be utilized in order to make a concerted frontal attack on the illegal importation into and the subsequent illegal sale and use of marihuana, narcotics and dangerous drugs in the United States.

We will keep you advised on a continuing basis of specific programs that will be initiated to implement the recommendations of the report. We will also advise you of the results of such programs.

In this regard, you should also be advised that representatives of our respective departments will be meeting in Mexico City on June 9th, 10th and 11th, with officials of the Government of Mexico to consider all aspects of the illegal traffic between our two countries in narcotics, marihuana, stimulants and hallucinogenic drugs.

The Department of State, which will assume the major burden of obtaining Mexican cooperation on a continuing basis, will participate in these meetings and will coordinate our follow-through efforts with the Mexican authorities. Under Secretary Richardson has assured us of that Department's whole-hearted support for the report.

Because the report concerns itself not only with recommendations as to enforcement matters but also with the dangers and effects which result from the use of marihuana in particular, representatives from the Department of Health, Education and Welfare made valuable contributions to the efforts of the Task Force. We have been authorized by Secretary Finch to inform you that he fully concurs in the report, its conclusions, and recommendations.

Respectfully,

/s/David M. Kennedy  
Secretary of the Treasury

/s/John N. Mitchell  
Attorney General

## INTRODUCTION

One of the most serious problems facing the United States today is the marked increase in the use of narcotics, marihuana and other hallucinogenic or "mind-changing" drugs. This problem is especially prevalent among the youth of our nation, who have experimented with these drugs.

Most of the marihuana in the United States today comes from Mexico and is smuggled across the border by various means. Mexico has become by far our largest supplier of marihuana and it is also the source of a substantial amount of other drugs. As the primary sources of supply, free-lance smugglers and organized traffickers are largely responsible for the marihuana and drug abuse problem.

In an effort to find a solution to this problem, the Attorney General requested the formation of an inter-departmental Task Force to conduct a comprehensive study of marihuana with specific emphasis on the Mexican border problem. The objective of the Task Force has been to formulate a plan for positive and effective action to control the illicit trafficking of drugs across the Mexican border. The Task Force has also reviewed the best scientific information now available on the health dangers inherent in the use of marihuana and has endeavored to communicate unequivocally in this report the facts concerning the social implications of marihuana use.

It was considered advisable to involve in this study all Government agencies dealing with one or more phases of the problem.

The following individuals represented their departments and agencies on the Task Force and actively participated in its deliberations:

Co-Chairman

Mr. Richard G. Kleindienst  
Deputy Attorney General  
Department of Justice

Co-Chairman

Mr. Eugene T. Rossides  
Assistant Secretary  
Department of the Treasury

**Executive Secretary:** Mr. R. Richards Rolapp  
Special Assistant to the  
Deputy Attorney General  
Department of Justice

**Member:** Mr. John J. Caulfield  
Staff Assistant to Counsel  
The White House

**Member:** Mr. Paul Eggers  
General Counsel  
Department of the Treasury

**Member:** Mr. G. Gordon Liddy  
Special Assistant to the  
Secretary  
Department of the Treasury

**Member:** Mr. Lester D. Johnson  
Commissioner - Bureau of Customs  
Department of the Treasury

**Member:** Mr. John E. Ingersoll  
Director, Bureau of Narcotics &  
Dangerous Drugs  
Department of Justice

**Member:** Mr. George H. Revercomb  
Associate Deputy Attorney  
General  
Department of Justice

**Member:** Mr. Cartha D. DeLoach  
Assistant to the Director  
Federal Bureau of Investigation  
Department of Justice

**Member:** Mr. Raymond F. Farrell  
Commissioner, Immigration &  
Naturalization Service  
Department of Justice

**Member:** Mr. William E. Ryan  
Chief, Narcotics & Dangerous  
Drugs Section  
Criminal Division  
Department of Justice

Member: Mr. Henry E. Petersen  
Acting Deputy Assistant Attorney  
General  
Criminal Division  
Department of Justice

Member: Mr. Robert E. Jordan, III  
Chief Counsel  
Department of the Army

Member: Mr. Frank A. Bartimo  
Assistant General Counsel  
Manpower and Reserve Affairs  
Department of Defense

Member: Dr. Theodore C. Byerly  
Assistant Director, Science &  
Education  
Department of Agriculture

Member: Mr. Rocco C. Siciliano  
Under Secretary  
Department of Commerce

Member: Mr. John Gentry  
Executive Assistant to the  
Under Secretary  
Department of Labor

Member: Dr. Mark Novitch  
Special Assistant for  
Pharmaceutical Affairs  
Office of the Secretary  
Department of Health, Education  
and Welfare

Member: Dr. Stanley F. Yolles  
Director, National Institute of  
Mental Health  
Department of Health, Education  
and Welfare

Member: Mr. James M. Yohe  
Deputy Director of Compliance  
and Security  
Federal Aviation Agency  
Department of Transportation



Member: Commander Frederick J. Lessing  
U. S. Coast Guard  
Department of Transportation

Member: Mr. Fritz Kahn  
Deputy General Counsel  
Interstate Commerce Commission

The Task Force convened its initial meeting on March 26, 1969. In that first meeting the general scope of the proposed study was discussed, objectives formulated and Subcommittees formed for more specific and detailed research on the various aspects of the overall study. The Subcommittees were:

Health Subcommittee -- Dr. Stanley F. Yolles, Director of the National Institute of Mental Health, Chairman.

Resources Subcommittee -- Mr. Cartha D. DeLoach, Assistant to the Director of the Federal Bureau of Investigation, Chairman.

Enforcement Subcommittee -- Mr. John E. Ingersoll, Director of the Bureau of Narcotics and Dangerous Drugs, Chairman.

Each Subcommittee was given direction on the scope and nature of its study and assigned certain questions by the Task Force. The Task Force requested the Health Subcommittee to prepare a comprehensive report on the medical implications of marihuana use. The Task Force was particularly interested in learning by whom and to what extent marihuana is used and the health dangers involved, if any. This Subcommittee was also requested to report on present efforts to educate the public about drug abuse and to recommend particular areas where educational efforts can be increased and concentrated.

The Resources Subcommittee was asked to survey and report on the manpower and facilities available to aid in the control of trafficking in marihuana. This Subcommittee undertook an analysis and comparison of the resource needs of existing law enforcement agencies to enable such agencies to participate effectively in a long-range program for marihuana control.

The Enforcement Subcommittee developed a recommended plan of action, for immediate and long-term implementation, designed to have a significant impact on unlawful marihuana trafficking across the Mexican border. Its study included an examination of existing programs of law enforcement agencies with a view to the improvement of coordination and efficiency. The Enforcement Subcommittee defined the various aspects of the enforcement problem, reached certain conclusions and made appropriate recommendations for implementation.

These Subcommittees devoted considerable time to careful study of the assigned subject matter. As an example of the effort expended, the Enforcement Subcommittee devoted over 25 hours for discussion meetings within a three-week period of time.

The Task Force considered the Subcommittee reports during its second meeting on April 28, 1969. The reports were discussed in detail and Task Force members made suggestions for changes and additions. The final report in draft was submitted to each member of the Task Force for discussion and approval at a concluding meeting on May 19, 1969.

This final comprehensive report is a product of the extensive research and study by the Task Force of an extremely complex problem.

### III. PREVENTION AND CONTROL OF DRUG SMUGGLING AT THE MEXICAN BORDER

#### BORDER CROSSING RESTRICTIONS.

The suppression of drug smuggling along the border is directly related to the physical and regulatory control of individuals and conveyances. The huge volume of vehicle and pedestrian traffic crossing at border points creates serious enforcement problems for Customs officials. The limited manpower available and the enormous volume of traffic make it impossible to inspect adequately each vehicle to determine if it is transporting contraband. Inspectors detain and carefully search only those cars or individuals whose likelihood of possessing contraband merits secondary inspection. Since it is impossible under this method to detect all persons who may have contraband items, many smugglers successfully traverse the border. Any information that could lead to some common denominator as to the kind of person who smuggles contraband articles, should be analyzed. This would aid border inspectors in their discretionary authority to search persons and vehicles.

The Task Force recommends:

Case histories of past and future smuggling operations should be analyzed to determine identifiable characteristic patterns of smugglers to facilitate primary inspection at the border.

One way to decrease the flow of vehicular traffic would be to encourage those traveling to Mexican border cities for brief visits to leave their cars and enter Mexico by foot. This procedure could be encouraged by providing additional parking facilities at border crossing points. Because of the advantages of parking a vehicle on the U. S. side, many temporary visitors would probably desire to use such parking facilities.

The Task Force recommends:

The United States Government should acquire property at border crossings for the construction of parking facilities.

The Immigration and Naturalization Service has stressed the effectiveness of fences currently installed near authorized points and is convinced that their extension would enhance efforts to restrict unauthorized crossings.

The Task Force recommends:

Existing fences along the United States-Mexican Border should be extended after careful determinations are made of those areas where such extensions are most needed and would have the most beneficial effect.

The lack of sufficient easements at the border, particularly at metropolitan points, compounds the problem of choking off traffic at unauthorized entry points. In such areas, an easement of at least thirty feet would be necessary to effectively control these areas.

The Task Force recommends:

Easements up to thirty feet wide at metropolitan border points should be granted to the United States Government to enhance its efforts to restrict unauthorized crossings.

The large number of military personnel in San Diego produces an economic boost for Tijuana. It also creates many problems with respect to the safety and welfare of these men. Although a relatively small percentage of the military element is involved in the smuggling of narcotics, the social and commercial atmosphere produced by the drug trade in Tijuana greatly affects their activities. Should Tijuana be placed off limits to all military personnel, the effect on the local economy would be substantial. Such action could be considered as an inducement for better drug control along the border.

The Task Force recommends:

A study should be made by the Department of Defense to consider the feasibility of imposing an off-limits restriction on military personnel at Tijuana.

Aliens are inadmissible to the United States under the Immigration and Nationality Act if they are narcotic drug addicts or if they have been convicted of a violation or conspiracy to violate any law or regulation relating to the

illicit possession of, or traffic in, narcotic drugs or marihuana. They are also inadmissible if the Immigration Officer knows or has reason to believe such aliens have been illicit traffickers in narcotic drugs. Furthermore, alien narcotic drug addicts convicted of offenses involving narcotic drugs or marihuana trafficking or possession, are subject to deportation. There is a program whereby the Bureau of Narcotics and Dangerous Drugs and the Bureau of Customs furnish the Immigration and Naturalization Service information concerning aliens who are arrested for criminal offenses involving narcotic drugs or marihuana.

#### DRUG DETECTION METHODS AND DEVICES

The Task Force discussed many technical devices presently available and in the experimental state that would aid in the detection of drugs at the border.

Because further study is necessary of the many scientific considerations that are necessary in determining the feasibility of a potential border detection device, a committee should be established to review the devices which may become available for future utilization. The White House Office of Science and Technology should be consulted for assistance in this endeavor.

Dogs, German shepherds particularly, have been trained to detect marihuana, and one such animal is being used by Customs at San Ysidro, California. It has been under test for approximately one year, not only at San Ysidro border points, but also at air cargo sections, mail sections and at other points along the border. Results have not been conclusive but tend to indicate that the dog requires considerable time, manpower and effort to sustain. The dog has assisted in the detection of some marihuana and definitely has a psychological effect on smugglers amounting to a limited deterrent. However, the limited work time of the dog is approximately four hours per day. It requires a trainer-handler who might otherwise be engaged in regular searching activities.

The Army has trained a number of dogs for these purposes. However, there is a problem of Army involvement on the Mexican border because of posse comitatus statutes.

There are numerous perimeter detection devices that could be utilized to cover the border area. These would be used

primarily by the Border Patrol to cover border areas outside of designated crossing points. The Border Patrol is presently using a sensor device, which when activated, indicates to a centralized unit that an object has crossed the border at the point. Regardless of what devices are implemented, there must be sufficient manpower to back them up. The intrusion device presently used at the border enables the Border Patrol to detect more intruders than could possibly be done with the human eye at night, but its effectiveness in stopping intruders can only be measured in terms of available personnel to follow up each border-crossing detection.

The Task Force recommends:

A committee should be established to study existing means of detection to evaluate their relative effectiveness. The Office of Science and Technology should participate in this study and render technical advice and assistance to the committee.

The United States Government should obtain perimeter detection devices that are economically feasible and practical for use on the border.

#### BORDER SURVEILLANCE OF AIRCRAFT AND VESSELS

Based on reports submitted to the Task Force, it would appear the use of aircraft in the smuggling of drugs from Mexico is on the increase and it poses a problem requiring more attention. Air smuggling usually involves small rented or leased planes which proceed to obscure airports or makeshift landing fields in Mexico. Upon returning to the United States they either discard their contraband by air drops at secluded locations or they land at small private fields or on roads where their presence is unlikely to be observed. Present efforts to detect these illegal flights must be considered inadequate.

The Immigration and Naturalization Service currently employs 20 planes along the Mexican border. They are primarily used for observation purposes and are not considered to have pursuit capability. In addition, they maintain an Air Intelligence Center at Yuma, Arizona, where data on 73,000 private aircraft and pilots, including pilots suspected of alien smuggling, is catalogued.

The Bureau of Customs has only one aircraft at the present time. It has pursuit capability and is used primarily in the investigation of smuggling at the Mexican border.

The pilots of these government planes have gathered, in the normal course of their contact within the flying fraternity, considerable information of value relating to smuggling activity. Wider dissemination and exchange of such intelligence is clearly desirable.

In examining the role of the Federal Aviation Administration in relation to illicit flights and the licensing of pilots, it is apparent that existing regulations and sanctions should be reviewed at an early date. For example, at the present time, private pilots of non-commercial aircraft are not required to file a flight plan on a non-instrument flight prior to departure for Mexico. Precedence exists for the promulgation of such requirements. Conviction for smuggling or other felonies is not grounds for the revocation of an airman's license. Only the airman's skill and physical fitness is an issue in such action.

There is some recent evidence to indicate that small pleasure boats are sometimes used in drug smuggling. Smuggling by boat is potentially a very serious problem. It represents a means of smuggling that is very difficult to control. Effective surveillance of the thousands of pleasure crafts operating in the waters off southern California and in the Gulf of Mexico would represent a Herculean task and would not, at this time, justify the expenditure of manpower and equipment necessary to implement a meaningful program. Better coverage might be achieved at various Mexican ports of call and investigative procedures relating to small vessels should concentrate on gathering intelligence on their illegal use.

The Task Force recommends:

FAA regulations should be amended to require the filing of a flight plan prior to departure of all aircraft on international flights between Mexico and the United States.

FAA statutes and regulations should be revised to permit license revocation in the case of pilots convicted of smuggling, or possession of contraband drugs.

Existing radar facilities along the Mexican border should be expanded and improved to conduct greater surveillance of low altitude aircraft and canyon air corridors.

Pursuit-type aircraft should be utilized on an increased basis to combat smuggling by air.

#### UTILIZATION OF ENFORCEMENT PERSONNEL

The Bureau of Customs, the Bureau of Narcotics and Dangerous Drugs, and the Immigration and Naturalization Service need greatly increased manpower to carry out the duties and responsibilities of their respective agencies. Should a manpower increase be granted, the agencies would utilize these additional personnel as follows:

1. Customs would significantly increase its agent personnel, a substantial portion of whom would be assigned to augment the anti-smuggling drive by increasing information gathering facilities and emphasizing smuggling conspiracy investigations.
2. The Border Patrol would utilize new personnel at border areas other than designated crossing points. This would augment the Border Patrol's current effort to make it more difficult to avoid the ports of entry and to discourage potential smugglers from using unauthorized entry areas.
3. The Bureau of Narcotics and Dangerous Drugs would utilize its additional manpower to develop intelligence data, form specialized mobile units, and expand undercover operations and conspiracy-type investigations.



## VI. ROLE AND RESPONSIBILITY OF STATE DEPARTMENT IN SECURING MEXICAN COOPERATION

The Department of State is the primary representative for communicating to foreign governments the vital interests of the United States and for doing everything necessary to advance those interests through diplomacy. The consumption in the United States of drugs and narcotics produced abroad and illegally imported into this country has reached such proportion as to be in the highest rank of those matters affecting the vital interests of the nation.

Accordingly, the Department of State, in its dealings with the highest officials of Mexico and in the setting of agenda therefore, should give no subject higher priority or greater emphasis than the desire of the United States to realize an eradication of the production and refinement in Mexico of opium poppies and marihuana in violation of Mexican laws. The basic responsibility for effecting such control lies with the Government of Mexico and its law enforcement agencies. Nothing should be done which would weaken or shift that burden of responsibility. Only a massive, continuous effort, directed by the highest officials of Mexico, will significantly curtail the production and refinement of marihuana and other dangerous drugs.

The Task Force recommends:

The Department of State must devote its efforts to persuading Mexico to place a program for eradication and control of marihuana and dangerous drugs among the highest of its national priorities.

The United States Ambassador in Mexico should have this problem on his highest priority list on a continuing basis.