

SANTA CLARA COUNTY  
NARCOTICS BUREAU  
EVALUATION

FINAL REPORT FOR THE COUNTY

JULY 20, 1973

FOR THE PERIOD OF JUNE 1, 1971  
TO MAY 31, 1973

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## PREFACE

This report represents the conclusions of the evaluation of the Santa Clara County Narcotics Bureau. The evaluation period was two years. Findings critical to the ongoing operation of the Bureau are presented.

The evaluation was completed under the direction of Mr. Dale K. Sechrest of the American Justice Institute. Mr. Sechrest was assisted by Mr. John Fearson (first year project director), Ms. Anita Crist, Mr. William North, Ms. Laureen Christensen, and Ms. Karen Van Groningen. Mr. Vincent Chasten, formerly of the California State Bureau of Narcotics Enforcement, was the principal consultant on the project.

American Justice Institute Research Unit (San Jose) personnel wish to acknowledge the wholehearted assistance and cooperation of the Bureau staff and other individuals who have assisted in the collection of necessary data for this report.

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## MAJOR FINDINGS AND RECOMMENDATIONS

There is no question in the minds of the evaluators that the Santa Clara County Narcotics Bureau is a worthwhile endeavor and should continue its work. The following represent the major findings and recommendations contained in this report which support this conclusion. They are extracted from the consultant's report (PART II) and from the body of the evaluation report (PART I).

1. As summarized by the consultant, the Bureau is comprised of a staff of experts and performs an essential service despite severe deficiencies in personnel and investigative equipment; overall service can be greatly improved through elimination of these deficiencies and by refinement of the countywide drug law enforcement mechanism. (Page 18, PART II)
2. Bureau arrests show an increasing penetration into those groups known to be involved in the drug traffic in the county. More effort is needed in this area, particularly in the use of minority group personnel as full time Bureau agents (not just as special employees, or "informers"). (Page 25)
3. Data on the disposition of Bureau arrestees indicates that their conviction rates have risen sharply over the twenty-three months of its existence; 65.3% of all Bureau arrestees are now convicted, an indication that the quality of arrests is improving. Sentences are also more severe than generally given in the county. (Page 29 )
4. The impact of the Bureau activity is being felt in the

streets; the dealer must now deal with specially trained officers who are an "unknown quantity" (to them) and a constant threat to their security across local jurisdictional lines. (Page 40 )

5. The retail value of drugs seized per arrest is related to the funding cycle of the Bureau; arrest retail value per seizure goes down at the close of each funding year. The Bureau needs consistent funding. (Page 20 )

6. Many major drug traffickers have been eliminated by the Bureau. Bureau illegal narcotics seizures have risen over time and are now at a constant level. It appears that major increases in the amounts of seizures will require a larger and better-equipped Bureau. (Page 5 & 7, PART II)

7. There is unanimous opposition to abolishing the Bureau, by all twelve local law enforcement agencies; a high level of cooperative activities is reported. Amounts of stolen property (through burglaries) recovered with Bureau assistance is estimated at \$40,150 by officers in these jurisdictions for the twenty-three months of Bureau operation, which amounts to about \$21,000 per year in recovered property. (Page 43 & 44)

8. The Bureau's record file on drug addicts and dealers in the county is receiving an average of 43 inquiries per month by local jurisdictions, who see this file as a very useful tool in their narcotics law enforcement work. This file should be expanded and kept updated, provided the information in it remains secure and available only to the proper agencies.

There are now no problems in this regard. (Page 44 )

9. The Bureau's training effort with other jurisdictions performs a highly valuable service in strengthening relationships with these agencies and in upgrading their expertise as narcotics law enforcement officers. (Page 44-49)

10. Overall, the Bureau functions expertly; this includes proper selection and training of officers, well-planned and executed field operations, cooperation with other agencies, and countywide coverage. Deficiencies in equipment are a problem; narcotics law enforcement has become a complex endeavor due upgrading of the rules of evidence required in court. According to the consultant, who is an experienced narcotics law enforcement officer, "During complex investigations it is almost incredible that the Bureau can function as well as it does without standard equipment." Specific equipment recommendations are contained in the consultant's report. (Page 8, 10-12, PART II)

11. The Bureau's commitment to the apprehension of major dealers leaves little time for investigations involving "sub-major" and "mid-level" drug traffickers, particularly where these involve cooperation with local jurisdictions. More personnel are needed for the Bureau to generate a significant impact at this level. (Page 9-10, PART II)

12. Currently a liaison network exists between the Bureau and all local jurisdictions doing narcotics law enforcement work. This network needs "executive agreement" in order to

make it function fully. That is, irrevocable procedures must be established so that liaison efforts do not deteriorate. Such agreements can be carried out at the supervisory level. (Page 13, PART II) These changes should be implemented by the Law Enforcement Drug Council; the Council is described in the section on the structure of the Bureau.

# 1. INTRODUCTION

The Santa Clara County Narcotics Bureau began operation in May of 1971. It was created with three broad objectives in mind: (1) to develop a countywide narcotic and dangerous drug law enforcement capacity, (2) to assist other county police agencies in impacting on the drug problem, particularly in the area of coordination of law enforcement activity, and (3) to institute a program of education both for participating law enforcement agencies and in the community (schools, businesses, etc.). The Bureau was funded for two years by the Law Enforcement Assistance Administration. First year funding totaled \$340,741 (\$175,981 from LEAA); second year funding was set at \$341,784. Concurrent with funding the Bureau, an evaluation component was designed in an effort to assess the overall effectiveness of its operations. This evaluation is being done by the American Justice Institute staff.



## II. MAGNITUDE OF THE PROBLEM

Santa Clara County is an area experiencing rapid urbanization and is now one of the largest counties in Northern California with a 1970 population of 1,064,714. As the population has increased, the social ills associated with large urban centers are becoming more evident. Not the least of these problems has been the rapid rise in numbers of narcotic and drug violations in the county. As shown in the first year grant application, the number of adult and juvenile arrests for narcotics and dangerous drug violations in the county increased by 984 percent between 1965 and 1969, the largest rate increase for any major county in California.<sup>1</sup> (See Appendix A for charts) In the same four-year period the population of the county increased only 11.52 percent.

As shown in Table 1, arrest for 1970 and 1971 show an overall increase of 169 percent in drug arrests for juveniles and adults, which is somewhat lower than the average yearly increase of 246 percent from 1965 to 1969. The 1970 figures in Table 1 are lower than those projected in the charts given in Appendix A for 1965 to 1970. However, the trend is still upward, with increases in dangerous drug arrests beginning to

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<sup>1</sup>Drug Arrests and Dispositions in California, Bureau of Criminal Statistics, Department of Justice, State of California, 1965 through 1969 issues.

NOTE: Throughout this report, "drugs" means narcotics and dangerous drugs, "narcotics" refers to opiates and their derivatives, and "dangerous drugs" refers to stimulants, depressants, hallucinogens, volatile substances, marijuana, hashish and all others not in the opiate class.

TABLE 1  
ADULT AND JUVENILE DRUG ARRESTS IN SANTA CLARA COUNTY  
1970-1971

YEAR	TYPE OF DRUG				
	OPIATES	MARIJUANA	DANGEROUS DRUGS	OTHER DANGEROUS DRUGS	TOTAL
1970	176	1609	882	345	3012
1971	359	2265	1937	506	5067
Percent Increase	204%	141%	220%	147%	169%

SOURCE: Drug Arrest and Disposition Trends compiled in half year segments, 1968-1971, Bureau of Criminal Statistics, Department of Justice, State of California; also special request data from BCS for 1971.

overtake marijuana arrests as predicted by the Bureau of Criminal Statistics in the source document cited in Table 1. Of particular concern is the increasing numbers of young people being arrested for drug offenses. Each year the number of juvenile drug arrests increases as a proportion of total drug arrests, and the median age of the drug offender has become lower each year.

The major concern has been that drug peddlers appear to be expending more effort on sales to young people, concentrating on high schools and junior high schools, and to some extent in grammar schools. These efforts are reflected in the rapidly accelerating number of juvenile violations for dangerous drug offenses being reported each year by county law enforcement agencies. In 1965 juveniles accounted for only 5 percent of the dangerous drug violations; by 1968, they accounted for nearly half of these violations. In 1971 juveniles accounted for 41 percent of all county dangerous drug violations, 13 percent of the opiate violations, and 34 percent of the marijuana arrests in Santa Clara County.

These marked increases in the very serious problem of drug abuse in Santa Clara County have placed an additional enforcement burden on the Sheriff's Office and the eleven city police departments in the county. Not including San Jose, ten of the incorporated cities, with a combined population of 409,903, must rely on the services of only 22 full time officers (see Table 8) to control the drug problems in their jurisdictions.

It was felt that controlling the drug problem in Santa Clara

County would require effective and highly coordinated effort from all local law enforcement jurisdictions as well as those outside the county. Until the establishment of the Bureau little had been done to assure an effective cooperation between all jurisdictions and most jurisdictions were having little real success in dealing with the drug problem. One reason for this is that the methods and investigative techniques required are much too expensive for local jurisdictions to maintain. Even if necessary manpower were provided by local jurisdictions the regional nature of the drug abuse problem prohibits effective enforcement. It is becoming increasingly apparent nationwide that effective enforcement of drug laws will require impacting at higher levels of distribution, thus necessitating a broader approach to the problem. In addition, it is not uncommon for a narcotics peddler to commit a felony narcotic offense within two jurisdictions on the same day resulting in separate investigations by each law enforcement agency. A complicating factor is the lack of a central narcotics record system, i.e., a file containing pertinent data on known users, peddlers, and major dealers in the area. Officers in the county's varied jurisdictions also lack standardized training in investigation, identification, and detection of drug abuse for field officers, and these officers often achieve little as they become known to the drug world within the confines of a limited area. The Bureau allows for the transfer of officers to unknown jurisdictions, and for periods of agent inactivity in field operations.

The educational function is also a problem in that many

jurisdictions do not know where to go to train their narcotics officers. The Bureau is designed to provide that training. Also, educational assistance to the community in the prevention of drug abuse is a major function of the Bureau.

### III. OBJECTIVES OF THE BUREAU

The objectives of the Bureau are summarized here from the first year application. They remained essentially unchanged in the second year; however, as will be discussed in detail in this report, some have been easier to accomplish than others and some have emerged as having a greater priority in their impact on the problem. They are:

1. To reduce the supply of illegal narcotics and dangerous drugs in Santa Clara County. The seven other objectives are secondary to this one.
2. To establish a County Law Enforcement Drug Council comprised of the chief law enforcement officers of the county for the purpose of formulating county drug enforcement policy: this objective is to be executed through the administrative authority and organizational resources of the Sheriff and the Bureau.
3. To establish a specially trained cadre of law enforcement officers with the authority to enforce narcotic and dangerous drug laws countywide and in the eleven municipal jurisdictions; these officers will be centrally administered by and responsible to the Sheriff. This is the now existing Narcotics Bureau.
4. To improve the operational interrelationships of all municipal and county law enforcement departments by

direct and active participation in the activities of the Bureau.

5. To establish an effective program of educational and instructional experiences designed to inform the public about the consequences of using illegal narcotics and dangerous drugs.
6. To increase the effectiveness of narcotics enforcement by smaller law enforcement agencies in the county by periodically providing them temporary undercover manpower and more current narcotics intelligence and related information.
7. To establish and maintain a central narcotics record system which will accumulate, assimilate, and disseminate narcotic and drug abuse information to law enforcement agencies.
8. To implement a stricter narcotic and drug abuse enforcement policy for all jurisdictions in the county, and subsequently exploit the deterrent benefits that result from establishing a regional reputation for effective investigation, frequent arrests, and increased prosecutions and convictions for narcotic law violations.

Objectives remained the same for the second year, although second year objectives included the task of developing ongoing funding for the Bureau. Overall goals have been classified as follows for purposes of discussion: (1) reduction of the supply of narcotics and dangerous drugs, (2) coordination of the narcotic law enforcement function, including liaison and

assistance efforts, (3) education of the citizenry and the training of officers in local jurisdictions, (4) establishment of a record system for keeping track of drug dealers, users, etc., and (5) establishment of the overall efficiency of the Bureau in accomplishing the above in an effort to ensure its continuing activity. In short, the first four goals deal with the Bureau's effectiveness in dealing with the problem, and the fifth its ability to be as efficient or more efficient than the pre-existing structure for handling the narcotics and dangerous drug problem in Santa Clara County.

#### IV. THE STRUCTURE OF THE BUREAU

##### ORGANIZATION

During a period both preceeding and following the formal date on which the Bureau began operations, attention was concentrated on considerations pertaining to organization, staffing, policy determination, and control. The decisions made during three months are reflected in the descriptions given here.

1. Organization. The Bureau operates as a specialized law enforcement agency of the county; the Sheriff has responsibility for the Bureau and the administration of the project. Lt. Stanley Shaver is the Director of the Bureau and reports directly to the Sheriff. Fiscal responsibility is with the Sheriff's Department and all personnel are county employees. The Law Enforcement Drug Council is chaired by the Sheriff and made up of local police chiefs, the District Attorney, and Chief Adult Probation Officer.

The latter three are permanent members with four police chiefs serving two year terms each on a rotating basis among eleven jurisdictions. The Council serves in an advisory capacity and functions to review procedure and provide guidance to the Bureau Director. The Bureau is ultimately responsible to the Board of Supervisors through the Sheriff.

2. Staffing. There are sixteen staff - two clerical and fourteen sworn personnel: 1 Lieutenant (Director), 5 Sergeants, 8 Deputy Sheriffs. Officers are organized in to sections as shown in Appendix B; these are a "Buy Team," an "Enforcement Team" and a "Contact-Information Team." These sections are the result of a re-designation of assignments effective August 7, 1972, which was designed to increase operational effectiveness.
3. Direction. The Director is responsible for interpreting and implementing policy and procedures as established by the Law Enforcement Drug Council and the Sheriff. These include inter- and intra-country and jurisdictional relationships, personnel considerations, evaluation of the Bureau's effectiveness, budget and cost accounting requirements, community and public information and relations.
4. Control. The Director reports in writing each month to the Sheriff and the Council, and is present personally at Council meetings to report on the progress and problems of the Bureau.



## V. BUREAU OPERATIONS

The working strategy of the Bureau has always been to move directly into the drug market with undercover agents who develop relationships with users, suppliers, and informants. These undercover agents make "buys" in an attempt to get "behind" the street peddlers to major dealers. Systematic surveillance is also used to develop sufficient information to obtain search warrants where the "buy" technique cannot be used effectively, or where the cost of the buy would severely drain the resources of the Bureau's "buy money." One of the most consistent problems faced by the Bureau agents has been the lack of sufficient and readily-available quantities of buy money; large sums must often be raised from several sources. This money is used for "show" to get the peddler to produce his entire stock of illegal drugs for sale. In relation to the value of drugs eventually confiscated, relatively small amounts of money are used to actually purchase drugs, usually around \$1,000 (of the \$25,000 available) at any time. (See Table 2). Arrests have usually occurred immediately following buys using Grand Jury Indictments based on information provided by the Bureau, and/or evidence seized following the execution of search warrants.

The Bureau has undergone two important revisions in operating structure since its inception. The first change was in November of 1971 when the Drug Council approved a recommendation by the Bureau Director to allocate the majority of the Bureau's resources to an intensive surveillance and buy program to focus on the heroin market for a limited period. This was

prompted by a feeling by some officials that the major mission of the Bureau was to impact on the heroin market, even though the original proposal did not designate which drugs were to be specific targets of Bureau efforts. Thus, the policy of the Council and the goal of the Bureau became more specific to focusing on major dealers in the heroin traffic.

On August 7, 1972, the second important revision in operating procedures was effected. The memo detailing these changes is included as Appendix B, and shows a re-designation of assignments. Prior to this time, all agents except the two assigned to education operated as three "buy" teams, with each team performing its own surveillance duties or requesting assistance from another team if they were available. As indicated in the memo, the Bureau was re-organized into three teams: a "Buy Team," an "Enforcement Team," and a "Contact-Information" Team. The Buy Team of six agents has major responsibility for making drug purchases. The Enforcement Team of three agents has responsibility for observing locations designated by the Buy Team and for following suspects designated by the Buy Team. They are, in effect, the designated surveillance unit of the Bureau. The Enforcement Team also has primary responsibility for obtaining search warrants on suspected narcotics dealers. The Contact-Information Team is responsible for locating special employees (S/E's), generally informers who work with Bureau agents after having been caught in the drug market. This is done by contact with (1) arrestees through regular police patrol units, (2) jail staff in cases where persons arrested for

other crimes might be linked to the drug market, (3) parole officers, and (4) liaison officers in other jurisdictions who deal with the drug traffic.

This type of re-organization of effort is not unusual in a project just over one year old, and it is now felt by Bureau agents that it is a more effective method of operation. The data collected to date support this contention, as will be seen in the section on evaluation.

## VI. PROJECT EVALUATION

### INTRODUCTION

With agencies such as the Santa Clara County Narcotics Bureau, an independent evaluation is of particular importance in meeting the need for objectivity and elimination of bias in the measurement of the impact of the program. In the present instance this is of particular importance because of the esprit de corps which develops in such a working unit. As with many types of "special-purpose" units, Bureau agents are united around very specific objectives and, being hand-picked volunteers, they have strong beliefs about the importance of the work they are doing. This is not to downgrade the importance of these feelings -- indeed, they are essential to the effective functioning of the Bureau. The evaluator, however, is required to "step back" from this orientation to assume an objective viewpoint. Thus, while data supplied by the Bureau on their operations is used in this report, its validity and reliability have been checked where possible, and outside opinions of Bureau activity have been solicited. Specific

objective measures using independent data sources have been used wherever possible.

One of the most difficult problems faced by the evaluator in this project is that of the measurement of drug supply and use in the community. There are deficiencies in existing data on availability (supply) and no data exists on the actual amount of drug use in the Santa Clara County outside of arrest data. Therefore, the determination of decreases in drug availability due to Bureau action are difficult to document, although the data presented here do allow for some degree of measurement based upon Bureau of Criminal Statistics records and data collected from local jurisdictions. Therefore, what is given in the evaluation represents a combination of objectivity in the use of available data and in the analysis of all data collected specifically for the project.

#### EVALUATION OBJECTIVES

The objectives of the evaluation include an examination of all of the objectives of the Bureau, as stated earlier, to determine the extent to which the various objectives have been met. While the objectives given are all subject to evaluation, the most significant measure of the success of the Bureau lies in its ability to decrease the supply (availability) of narcotics and dangerous drugs in the community. To develop an impact on the supply of drugs two basic approaches are available: (1) to discover and arrest the heroin addict, dangerous drug abuser, or street pusher or peddler, or (2) to discover and arrest the higher level dealers and distributors, often referred to as the

"hierarchy" of the illicit drug trade. One might expect that the impact of any narcotic law enforcement operation might be improved not through (increasing) arrests alone, but through arrests at increasingly higher levels of distribution of drugs. Thus, one of the primary criteria for the success of the Bureau in reducing the drug supply will be those measures of increasing impact at higher levels of distribution, not necessarily increases in drug arrests. If impact is at higher levels of distribution, a reduction in supply may follow, and a real impact on the problem may be achieved.

According to a paper prepared by the Narcotics Bureau Director, one of the primary goals of the Bureau is to impact at higher levels in this distribution "pyramid." Since individuals at these levels are capable of supplying extremely large amounts of good quality drugs, it was felt that stopping them means less law enforcement work at lower levels and less danger to the community from the distribution of these drugs.

#### DRUG ARREST AND SEIZURE FINDINGS

The first questions are: is there a reduction in the supply of illegal drugs in the county, and, if so to what extent did the Bureau assist in achieving a reduction? Three types of data are presented here in an effort to answer these questions: arrest data, data on the dollar value of confiscations, and data on the size of drug seizures. It must be emphasized that these data do not speak definitively to the question of the countywide reduction of drug demand, since the real demand is not known. They only allow for a discussion of possible demand reduction through rigorous enforcement techniques, i.e.,

increasing arrests at higher levels may affect demand. The data on supply are more definitive, but also suffer from a lack of comparison with an unknown countywide supply at any given time.

Prior to considering the increased impact of the Bureau at higher levels of illegal sales, conventional measures must be examined. What does one expect to be reflected in countywide arrest data when a unit such as the Narcotics Bureau begins operation? Increased arrests? Decreased arrests? Which direction is most indicative of the success of the Bureau. If we see an increase in arrests for narcotic and dangerous drug crimes, it may be a reflection of the new effort devoted to the problem, i.e., increased application of manpower and resources. On the other hand, a truly effective narcotics law enforcement effort may realize very few arrests, however, those made may well be the most important arrests. An examination of arrest rates presented in the First Year Final Report showed no real differences in arrest rates per 10,000 population for all jurisdictions in the county. Had there been any differences they would have been very difficult to interpret. It is held, therefore, that the quality of the arrests must be given primary consideration, and that simple arrest statistics will probably never be of great use in determining the effects of the Narcotics Bureau.

#### Major Dealers

The approach selected to indicate the effectiveness of the Bureau must be that of determining their ability to reach

higher levels of narcotic and dangerous drug distribution. This is not an easy task. It is difficult to define exactly what is meant by a major dealer or significant user. It was decided that the relationship between arrests and the retail (street) value of drugs confiscated were the critical factors. If it could be shown that the dollar value per arrest was increasing over time, one might safely assume that higher levels of dealership were being reached. It is felt that this approach takes some of the guesswork and possible bias out of the process of establishing the effectiveness of the Bureau's operations.

Figure 1 shows the relationship between the total retail value of contraband seized for the number of arrests made each quarter to arrive at an index of dollar value seized per arrest. The data used to construct this index are shown in Table 2. The figure indicates that Bureau performance varies over time; this is explained by the need for periods of surveillance prior to major arrests. "Low" periods are to be expected. The Bureau is now in a "low" period of activity. It is possible also that with an increase in the size and funding of the Bureau the "low" periods might disappear altogether. They always seem to occur at the end of a funding cycle, which cuts into "buy" money and into operational funds. An examination of the data on arrests from eight of the county jurisdictions (as gathered through interviews by the project evaluation consultant) supports the thesis that the problem is related to funding. Arrest activity is high in other jurisdictions at the very times that arrest activity is low for the Bureau, meaning that the Bureau could be operating at those times.

TABLE 2

SANTA CLARA COUNTY NARCOTICS BUREAU: NUMBER OF CASES WORKED, NUMBER OF ARRESTS,  
TOTAL RETAIL VALUE OF ALL CONTRABAND SEIZED AND PURCHASED, AND HOURS EXPENDED BY MONTH  
June, 1971 - December, 1972

Month	Number of Cases Worked	Number Charges	Number Individual Arrests	Total Retail Value of Contraband Seized	Agent Purchases Retail Value	Total Retail Value All Contraband	Hours Work
1971							
June	31	7	9	\$ 4,244	\$ -	\$ 4,244	1905.5
July	38	54	53	251,371	5,784	257,115	2020.5
August	24	37	42	113,591	4,922	118,513	2285
September	20	19	15	775	4,715	5,490	1904.5
October	14	5	4	31,000	3,810	34,810	1980
November	10	31	35	7,934	.650	8,584	2211
December	7	3	4	210,000	-	210,000	2260
1972							
January	3	4	3	250,250	-	250,250	2075.5
February	8	17	13	28,548	-	28,548	1836
March	9	14	10	5,965	-	5,965	1971
April	13	15	11	7,785	-	7,785	2106
May	8	26	9	-	2,100	2,100	2302
June	7	5	5	1,918	1,460	3,378	1733
July	11	10	4	235,715	64,285	300,000	1750
August	10	19	15	7,830	7,830	15,660	1869
September	19	12	20	2,460	-	2,460	1990
October	13	11	11	69,000	-	69,000	2097.5
November	17	63	34	565,750	1,940	567,690	2213.5
December	11	15	12	8,810	2,175	10,985	1859.5
1973							
January	4	15	5	-	1,600	1,600	1903.5
February	10	11	11	20,310	2,000	22,310	1750
March	11	7	1	4,990	4,040	9,030	2059.5
TOTALS	298	400	326 <sup>a</sup>	\$1,828,246	\$107,311	\$1,935,517	44082.5
Monthly Ave.	13.5	18.2	14.8	83,102 <sup>b</sup>	4,878 <sup>c</sup>	87,978	2004 <sup>d</sup>

a For 9 arrests no month was given

b 91,412 for those months recorded (20)

c 7,665 for those months recorded (14)

d Includes hours worked outside jurisdiction.



An alternative explanation is, of course, that Bureau agents are assisting other agencies during these periods, which would be practical in light of their own limitations.

#### Arrestees

Data has been collected on 335 individuals arrested by the Bureau. This was done for a variety of reasons:

1. To give Bureau agents descriptive information on their total population of arrestees.
2. To determine if the population of arrestees is representative of the drug abusers in the county.
3. To try to determine major dealers based upon these types of data.
4. To determine disposition rates for Bureau arrestees as opposed to other types of arrestees and other narcotic law enforcement agencies, that is, to determine the quality of the arrests being made.

Data on 335 arrestees was coded for the period of June 1971, (Bureau began operations) through March 1, 1973. Coding was terminated at this time because there were not sufficient dispositions after this time for use in determining rates. These arrests are shown in Table 2 on a monthly basis along with Bureau arrest rates. These rates differ largely because the Bureau reports multiple arrests for each individual where the "individual arrests" reported record data only for that individual regardless of the number of charges filed against him. Note that in some cases the Bureau figures are less during a month than evaluation figures, which is accounted for

DOLLARS - RETAIL VALUE

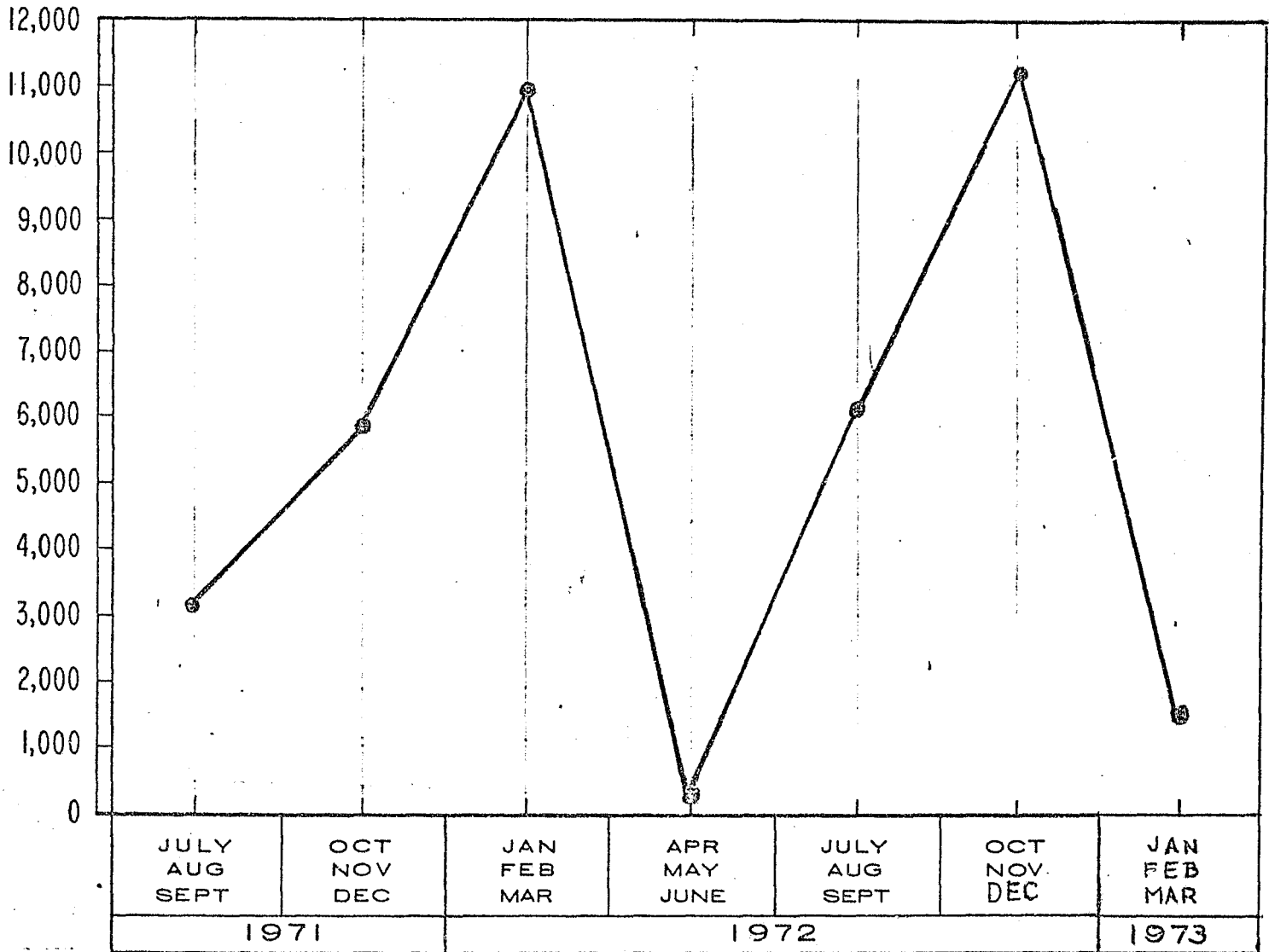


FIGURE 1 AVERAGE RETAIL VALUE OF DRUGS  
SEIZED PER ARREST BY QUARTER

by the fact that charges were not filed subsequent to some arrests in that month. Nonetheless, the case was carried as an arrestee for purposes of evaluation.

Arrests are distributed as shown in Table 3 by legal status and sex.

TABLE 3

Status	Number	Percent
Adult Males	242	72.9
Adult Females	60	18.1
Juvenile Males	18	5.4
Juvenile Females	12	3.6
TOTAL	332	100.0

(3 not classified)

Twenty-six arrests (7.8%) were for misdemeanors (23 drug-related, 3 non-drug related). Unless it is considered important to the analysis, therefore, juvenile offenses and misdemeanor offenses will be grouped with all offenses.

For purposes of analysis of Bureau activity across time, data on arrestees is reported in two periods: from June 1971 to December 31, 1971, and from January 1, 1972 to March 10, 1973, periods of seven and fifteen months, respectively. These periods both allow for a substantial enough number of dispositions so that Bureau effectiveness can be determined.

Table 4 contains the distribution of arrests by sex for 1971 and 1972-73. There is not much variation in the numbers of males and females arrested over time. The proportion of females

in this population is greater than for all felony arrestees in Santa Clara County in 1969, 11.7% of all felony arrests for that year being females.<sup>2</sup> It is, however, similar to the distribution of arrestees for drug law violations in Santa Clara County in 1971.<sup>3</sup>

The mean age of arrestees is 23.8 years, having risen from 22.8 in 1971 to 24.9 in 1972-73. This trend toward older arrestees indicates the shift toward the arrest of older, and perhaps bigger, dealers. (See section on the Bureau record file)

The racial/ethnic background of arrestees is shown in Table 5 for 1971, 1972-73, and for both groups. Also shown is the distribution of patients in the Santa Clara County Methadone Treatment and Rehabilitation program as of March 31, 1972.<sup>4</sup> Since this group is probably most representative of the hard-core heroin addict in the community (two years' proven addiction prior to program admission, over 18 years of age), it is useful in establishing the extent to which the Bureau is involved with hard-core heroin use groups, although there is no way of knowing if this group represents major dealers. It appears, however, that the Bureau is moving in the direction

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<sup>2</sup>Santa Clara County Criminal Justice Trends, 1960-70,  
(American Justice Institute, Criminal Justice Pilot Program,  
May 1972), p. 9.

<sup>3</sup>Region J 1972 Criminal Justice Plan, Santa Clara County,  
p. 165.

<sup>4</sup>Social Evaluation and Impact Study of Santa Clara County  
Methadone Treatment and Rehabilitation Program (American  
Justice Institute, June 1972), p. 159

TABLE 4  
SEX OF NARCOTICS BUREAU ARRESTEES BY YEAR

SEX	1971 (June-December)		1972-73 (January-November)		TOTAL	
	Number	Percent	Number	Percent	Number	Percent
Male	132	77.2	128	79.5	260	78.3
Female	39	22.8	33	20.5	72	21.7
TOTAL	171	100.0	161	100.0	332	100.0



TABLE 5

RACE/ETHNIC DISTRIBUTION, OF BUREAU ARRESTEES, METHADONE PROGRAM  
PATIENT DISTRIBUTION, AND COUNTYWIDE POPULATION DISTRIBUTION

RACE/ETHNICITY	Narcotics Bureau Arrestees						Methadone Program Patients February 1970 to March 1972		COUNTY POPULATION
	June to Dec. 1971		Jan. 1972 to March 1973		TOTAL		Number	Percent	Percent
	Number	Percent	Number	Percent	Number	Percent			
White	163	95.3	118	72.0	281	83.9	340	50.2	80.9
Spanish Surname/ Spanish Speaking	3	1.8	34	20.7	37	11.0	302	44.5	12.2
Black	1	.6	4	2.4	5	1.5	34	5.0	1.7
Other	4*	2.3	8	4.9	12	3.6	2	.3	5.2
TOTAL	171	100.0	164	100.0	335	100.0	678	100.0	100.0

\*one oriental

of arresting in proportion to the racial or ethnic groups which may be responsible for much of the drug traffic in the county. While their efforts show agreement with the county population percentages for each group, they still have much to do in making arrests in hard-core groups.

Overall, whites under the age of 24 make up 60 percent of those arrested by Bureau agents to date. This is showing a slight tendency to change in that older, non-white, or principally Spanish surname groups, are being arrested, which appears desirable in light of the Methadone Program comparisons.

Females of Spanish surname are least likely to be arrested by Bureau agents. In conclusion, Spanish surname individuals are underrepresented in Bureau activity the first year and overrepresented the second in terms of countywide population figures; however, if the Methadone Clinic figures are any indication of the distribution of the drug use population, even greater emphasis must be placed on activity with the Spanish surname population. This increased activity appears to be occurring now and should continue; the continued penetration of this group will be an indication of successful activity by the Bureau up to a point. The real question is whether the major dealers are in this group.

Type of Arrest. About two-thirds (69.3%) of all arrests were made by Bureau agents at the time of the offense; the remainder involved securing a grand jury indictment prior to effecting an arrest. The trend has been toward decreasing use of the indictment procedure.



Court Disposition of Arrestees. The court disposition of 248 of the 335 arrestees (74%) is shown in Table 6; the CJIC system was used to determine dispositions; dispositions had not been made for 87 cases as of March 1973. An examination of Table 6 indicates a better than average conviction rate for the Bureau in relation to Uniform Crime Reports narcotic drug law disposition data (1970). Rates are certainly higher than for Santa Clara County as a whole. Initially, the Bureau was obtaining too high a rate of acquittals and dismissals in relation to the UCR figures.\* This has changed. The acquittal/dismissal rates are 38.6 percent for 1971 and 18.9 percent for the 1972-73 data, the latter being 6.1 percent lower than UCR figures for 1970. Conversely, conviction rates have gone from 52.9 percent of all dispositions in 1971 to 65.3 percent of all dispositions in 1972-73. These figures indicate a marked improvement in the quality of Bureau arrests.

While a comparatively higher Bureau conviction rate is desirable, if the Bureau is to become involved at higher levels of the narcotic sales hierarchy, convictions may become harder to obtain and acquittals or dismissals may again increase. So far this has not been the case, even though Bureau arrest activity was about equivalent for the two periods (see index, Figure 1).

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\*Bureau agents emphasize that this was largely a result of plea bargaining; however, a similar process is in operation with UCR figures, which also represent drug dispositions.

TABLE 6

NARCOTIC BUREAU COURT DISPOSITIONS, FBI UNIFORM CRIME REPORTS  
DRUG DISPOSITIONS (NATIONWIDE, 1970), AND SANTA CLARA COUNTY  
ADULT FELONY ARREST CONVICTIONS (ALL OFFENSES)<sup>a</sup>

TYPE DISPOSITION	NARCOTICS BUREAU		UCR-DRUGS 1970	SANTA CLARA COUNTY
	Number	Percent	Percent	Percent
Conviction	143	57.6	46.5	28.0
Acquittal/ Dismissal	77	31.0	25.1	26.0
Other <sup>b</sup>	28	11.3	28.4	46.0
TOTAL	248 <sup>c</sup>	100.00	100.00	100.0

<sup>a</sup>Santa Clara County Criminal Justice Trends, op. cit., p. 13

<sup>b</sup>No charges filed, certified to juvenile court, etc.

<sup>c</sup>87 of the 335 analyzed had received no disposition.

Sentences of Convicted Arrestees. The sentences of 141 of the 143 convicted arrestees is shown in Table 7, which also shows the commitment percentages for felony defendants convicted and sentenced in Superior Court in Santa Clara County in 1970. An examination of these sentence data indicate that Bureau arrestees are receiving more severe sentences than the average felony defendant in Santa Clara County. More receive prison sentences than is expected for felony defendants in the county. These data indicate that Bureau agents may be making better cases, i.e., securing better evidence, than generally occurs. As indicated in the consultant's report, this has become necessary in narcotics law enforcement work. As with the dispositions data, these data were compared for 1971 and 1972-73. The only marked shift in sentences to State Institutions (hospitals, prisons, CRC, CYA) was in sentences to state hospitals, which dropped from 12.3 percent of all sentences in 1971 to 1.7 percent of all sentences in 1972-73. Sentencing in the community underwent marked changes. The sentence of jail with probation dropped from 45.7 percent to 15 percent of all sentences, with the fine/probation/jail combination going from "none" to 15 percent of all sentences, followed by the newly-created diversion program, which went from "none" to 10 percent of all sentences. Jail increased only slightly as a possibility (2.5% to 8.3%) as did the fine/jail combination ("none" to 5%) and probation only ("none" to 5%). It appears that Bureau arrestees are more subject to fines if they stay in the community (are not sent to jail). There are slight increases in the percentages of those going

TABLE 7

NARCOTICS BUREAU SENTENCES AND  
SANTA CLARA COUNTY SENTENCES  
in 1970

SENTENCE	NARCOTICS BUREAU		COUNTY FELONY DEFENDANTS: 1970	
	Number	Percent	Number	Percent
Mental Hygiene	11	7.8	5	.3
Prison	36	25.5	205	11.2
California Rehab. Facil.	12	8.5	91	5.0
Calif. Youth Authority	5	3.5	111	6.1
Jail Only	7	5.0	167	9.1
Probation				
- Straight	3	2.1	348	19.0
- With Jail	46	32.6	898	49.0
Fine And/or Prob.	3	2.1		
- With Jail	3	2.1	9	.5
- With Prob. & Jail	9	6.4	n.a.	-
Community Diversion	6	4.3	-	
TOTAL	141	100.0	1,834	100.0

n.a. = not available

to prison (24.7% to 26.7%) and to CRC (7.4% to 10%).

#### Seizures Data

Narcotic and dangerous drug seizures in Santa Clara County for all jurisdictions are reported in the consultant's report, and the data on narcotic drugs are summarized in Table 8. While the Bureau and San Jose Police Department do an equal amount of "business" overall, San Jose appears to be more involved in heroin traffic and the Bureau appears to be much more involved in taking synthetics off the market. Overall, it appears that Bureau personnel function at a high level in taking illegal drugs off the market. Major increases in the size of seizures will have to await increases in Bureau size and improvements in the quality of equipment needed to perform most efficiently.

#### Bureau Records File

In a further attempt to understand the magnitude of the narcotics problem in the county, and to better describe the type of individual the Bureau deals with, an analysis was done of cases in their records file. This file contains a card on suspected or actual drug-involved individuals who have come to the attention of narcotic law enforcement officers in the county. The use of the file is discussed in the subsequent section on coordination of the narcotic law enforcement function, since it is utilized by all jurisdictions in the county. Ten percent of all cases recorded in the file were sampled, a total of 1,275 individuals out of 12,750 on file. Each case used in the study was involved in either use or sales of a

TABLE 8

## SANTA CLARA COUNTY NARCOTIC DRUG SEIZURES (in grams) FOR 1972

AGENCY	Type Narcotic						TOTAL	
	Heroin <sup>1</sup>		Synthetics		Other <sup>3</sup>			
	Grams	Percent	Grams	Percent	Grams	Percent	Grams	Percent
Bureau	966.65	36.3	1,363.20	63.6	-		2,329.85	38.1
San Jose P.D.	1,626.90	61.0	551.40	25.7	125.80	9.6	2,304.10	37.6
All other Jurisdictions <sup>2</sup>	71.57	2.7	228.50	10.7	1,187.20	90.4	1,487.27	24.3
TOTAL	2,665.12	100.0	2,143.10	100.0	1,313.00	100.0	6,121.22	100.0

<sup>1</sup> Principally heroin; synthetics includes seized methadone.

<sup>2</sup> Sunnyvale data were not available, although estimates can be based on Santa Clara (city) data.

<sup>3</sup> Principally cocaine (970.10, 73.9%), and other opium alkaloids.

drug, and the particular type of offense recorded in the file was coded for analysis. Over 95 percent of the cases used had booking numbers on their file card, i.e., they were arrested for the type of offense indicated or (rarely) a lesser offense---the more serious type of involvement was used in the analysis. Of the 1,275 cases, 1,225 were "in county" (50 out of county cases were excluded from in-depth analysis). Due to the nature of the file, consistent data was available on only eight variables: Bureau arrest year (if any), ethnicity, age, sex, jurisdiction, methadone program involvement, offense, and adult-juvenile status.

One of the most important pieces of information from this study was the determination that 231 of these individuals were classified as being involved in heroin use or sales (or both), a projected total of 2,310 countywide. In comparing this figure with those gathered from representatives of the various criminal justice agencies in a study of the methadone program, it appears that there are about 2,000 heroin addicts in Santa Clara County. Using similar projections for other types of offenses, the file contains 4,360 stimulant (amphetamines) users/dealers, 4,800 marijuana users/dealers, and 740 other types of users and dealers (no data on 4 cases). Depressant use or sales (barbiturates) was not recorded for any case. Since these data were recorded over a two year period (1971-73), it is difficult to know how accurate these figures are in representing the present numbers of addicts, users and dealers in these categories. This would require a file which is updated at regular intervals in order to exclude individuals

who were no longer active, i.e., who had not been arrested for a period of time for drug activity. The file will become more inaccurate overtime, if this is not done. In spite of these limitations, it was felt that the profile of addicts, user, and dealers developed from this file was now accurate enough to be of use to the Bureau and others in the county who are dealing with the drug abuse problem.

Since the proportion of juveniles in the file is small, 1.3 percent of the total under age 18, juveniles are grouped with adults in the analysis. All figures are given as sampled and projected (projection requires multiplying by 10). The sample was 87.2 percent male and 12.8 percent female, which indicates more males than found in the methadone program population (80.7% male, 19.3% female). Race/ethnicity in the sample is: white, 66.8%; Spanish surname, 26.6%; black, 5.9%; other, .6%. In comparison with the data in Table 5, the Bureau again appears to be "too white" in relation to the individuals in its record file.

Over half (55.4%) of the cases were in the 22 to 29 age group, with 21.5 percent 18 to 21, 15.3 percent 30 to 39, and the remaining 6.5 percent 40 or over (juveniles were 1.3%). As expected, this population is younger overall than the methadone program population, which is made up of older, hard core addicts, and no juveniles.

Data on jurisdiction of cases was limited to 662 individuals, or 54 percent of the 1,225 in-county cases used. Comparisons with population figures (Appendix C-1) show that Campbell,



Gilroy, Los Gatos, and San Jose are over-represented in numbers of cases, averaging about twice what would be expected except for San Jose, which is about one-fourth over expectation (23.5%).

Fifty-six cases were on the methadone program at the time the data was collected, which represents approximately the number on methadone at any time (560 patients).

When classified by their year of Narcotic Bureau arrest, projections indicate 130 arrested in 1971 and the same number in 1972, with 50 arrests in 1973 up to May of 1973 (the time of data collection), a projected total of 310 arrests. This figure is very close to the 335 arrests analyzed earlier in this report for approximately the same time period.

Therefore, the comparisons with other data sources and with Bureau activity, indicate that the file sample selected is a reasonably accurate representation of drug-involved individuals in Santa Clara County. It is felt that this file should be updated regularly and kept current in order to keep local officials informed of the magnitude of the problem in the County.

As a final attempt to draw useful conclusions from the cases which were recorded, some cross-tabulations were performed. The largest drug-involved group for example, is male caucasians aged 22 to 29, who make up 36.0 percent of the total population, or 4,410 projected cases in the county. When female caucasians aged 22 to 29 are added to this group they account for an additional 4.2 percent (40.2% total) or a total of 4,924 cases

in the county. This group is followed by male caucasians aged 18 to 21 (11.2%), male chicanos aged 22 to 29 (7.7%), male caucasians aged 30 to 39 (4.7%), and chicano males aged 18 to 21 (3.8%). Together, these groups account for two-thirds of the cases in the file (67.6%), or 8,281 drug-involved individuals.

When offense is considered (coded for 923 cases), the largest drug involved group is those abusing stimulants. They were 1,923 (projected) male caucasians aged 22 to 29, followed by 1,751 male caucasians aged 22 to 29 involved with marijuana, 1,074 male caucasians aged 18 to 21 involved with marijuana, and 597 male caucasians involved with stimulants. There were a projected 517 male caucasian heroin cases in the 22 to 29 age group, the largest group of heroin cases. The greatest involvement by ethnic group was for male chicanos aged 22 to 29 who were equally involved with stimulants and marijuana, with 517 cases in each category (a total of 1034). This was followed by 398 projected male chicano heroin cases aged 30 to 39. Black male involvement was primarily in heroin and marijuana in the 22 to 29 age group, with 132 in each category. The greatest involvement for groups over 40 (to 49) was male chicano heroin cases, with 172 projected in this category.

Female involvement showed much the same patterns. There were 198 (projected) female caucasians aged 22 to 29 involved with stimulants, 159 in the same category involved with marijuana, and 146 in the same category involved with heroin. Female chicano involvement was minimal and proportionately less than

caucasian female involvement.

Whether the large representation of male caucasians is a result of Bureau inability to make cases within other groups is a question for which there is no adequate answer. The methadone evaluation data suggest that chicanos are under-represented in the file. This possibility certainly is worth exploring if the Bureau wishes to improve its performance record.

### Conclusions

Using arrest data and data on seizures it is possible to make a sound case for the effectiveness of the Bureau based upon their ability to make an impact on the problem of narcotics and dangerous drugs in the county. As stated earlier, however, there are no baseline data on drug availability from which to conclude that drugs have become less available or less in demand. If these data were available on a countywide basis, it might be possible to make a much more sound case. For example, a question asked of addicts admitted to the Santa Clara County Methadone Treatment and Rehabilitation Program asks them to indicate whether prices for heroin have gone up or remained about the same over the last year, and whether heroin has become harder or easier to get. Enough time has not elapsed on that study to make useful comparisons, but there is a possible relationship between this type of report and major arrests made by Bureau agents.

Another example of the effectiveness of the Bureau is the reaction to the program by the addict in the streets. No systematic study of this reaction is provided for in the present evaluation; however, informal discussions with methadone program staff who were addicts and dealers indicate that the greatest impact of the Bureau lies in its scope of operation, i.e., the local addict can no longer rely on beating local police officers who are not likely to have specialized expertise in the narcotics and dangerous drugs area. He must now deal with specially trained officers who are an unknown quantity and a constant threat to his security. Therefore, while it is difficult to

state conclusively that the Bureau has reduced supply and demand, high level of impact has been achieved, which can be improved upon with better equipment and increased personnel. Meanwhile, it is possible to say that the Bureau has made significant progress in dealing with the drug problem and is increasing in its ability at a rapid rate, a point which is elaborated on in the following section.

#### COORDINATION OF THE NARCOTIC LAW ENFORCEMENT FUNCTION

This goal involves the Bureau in two types of activity with other jurisdictions: (1) direct assistance, and (2) other liaison functions, to include narcotic agent training, assistance in related criminal matters, and information exchange. In order to adequately assess the work of the Bureau in this critical area, Mr. Vincent Chasten, formerly a California State Bureau of Narcotics Enforcement officer (now retired), was hired as a consultant. Mr. Chasten personally interviewed the principal narcotics law enforcement officers in all twelve police jurisdictions in Santa Clara County. Using an interview schedule he recorded systematic responses from all of these officers, at the same time gaining his impressions of the type of relationship established between the Bureau and these agencies. His full report is included in full as Part II of this report. The interview schedule responses are reported on here.

The approach used was designed to determine the extent of narcotics law enforcement activity prior to the creation of the Bureau, and then to assess their satisfaction with the

work of the Bureau since its creation. Table 9 shows the numbers of narcotics law enforcement officers prior to and after the creation of the Bureau (up to April 1973).

TABLE 9  
NARCOTICS LAW ENFORCEMENT OFFICERS BEFORE  
JUNE 1, 1971 AND AFTER JUNE 1, 1971,  
IN SANTA CLARA COUNTY (APRIL 1973)

EXTENT OF TIME COMMITTED	Pre-June 1, 1971		Post-June 1971	
	Number	Percent	Number	Percent
Full time	21.5	72.9	22	73.3
3/4 time to full time	1	3.4	--	
1/2 to 3/4 time	2	6.8	3	10.0
1/4 to 1/2 time	2	6.8	--	
Up to 1/4 time	3	10.0	5	16.7
TOTAL	29.5	100.0	30	100.0

Using these reported figures, there appears to be no increase in the numbers of narcotics law enforcement officers in Santa Clara County subsequent to the formation of the Bureau. Two of the twelve jurisdictions indicate a possible reduction in manpower requirements in this area based upon the existence of the Bureau, especially where cases go outside their respective jurisdictions. Only two jurisdictions indicated that they had or now have specific enforcement programs in narcotics law enforcement; the remainder indicated they work "as needed" or "where a situation requires action." Seventy-five percent of the agencies indicate that the officers doing this work considered to have a special skill and to be highly trained, while twelve percent indicated that these officers had "no formal training, all 'on the job' experience." Some

training was indicated by the rest (13%).

Subsequent to the formation of the Bureau, the extent of coordinated activity is as follows:

Number of cooperative activities	744
Number of arrests resulting	240
Hours involved in cooperative activities	1,731

The general level of satisfaction with these cooperative efforts was "very satisfactory" for three-fourths of the agencies and "satisfactory" to the rest. Three-fourths also indicated that they are "now more likely to contact the Bureau than earlier when a case comes up; one said "no" (not more likely to contact) and two qualified their responses, indicating that contact is now satisfactory. All respondents indicated that Bureau agents react more professionally and understand situations better than earlier. Methods of assisting the Bureau include referring informants (100%), supplying information deemed useful concerning narcotics activity (83.3%), lending physical assistance (33.3%), and furnishing equipment (16.7%). Therefore, it is safe to conclude that the jurisdictions working with the Bureau are very satisfied with its overall performance.

In order to assess the extent of Bureau assistance in other areas of their work, agencies were asked to indicate assistance to their burglary and robbery details; they reported as follows:

	<u>Burglary</u>	<u>Robbery</u>
Number of cooperative activities	67	109
Number of arrests resulting	65	14
Hours involved in cooperative activities	446	104
Amounts of stolen property recovered with Bureau assistance (estimated dollar value)	\$40,150	(no estimates)

From these figures it appears that the Bureau is giving considerable assistance to other jurisdictions in dealing with other types of crime, much of which is drug-related.

Another area of assistance involved the Bureau's record file. These twelve jurisdictions indicated a total of 981 inquiries, or an average of 82 per agency over a twenty-three month period (average of 43 per month). Seven out of ten indicated that the information derived was "very useful," and the remaining three respondents said it was "useful." All reciprocated by giving the Bureau information on their drug cases.

Education and Training. As part of the coordination function, the Bureau conducts a two-pronged education and training program. First, they do preventative education in the community in order to inform the public about the consequences of using illegal narcotics and dangerous drugs. The narcotic law enforcement officers interviewed were asked to indicate their community's response to the Bureau education effort. Half (6) said response was "very good," five (41.7%) said they "didn't know," and one did not respond.

The preventative education program is carried out by a Sergeant and a Deputy whose sole function is in the area of



education. The audiences addressed (through lecture, slides, displays, etc.) are elementary and high school students, college students, adult citizens, law enforcement personnel, and groups such as teachers and nurses, business or service clubs (Kiwanis, Rotary, PTA, etc.), social clubs such as Parents Without Partners, and other groups such as Viet Nam Veterans, Girl Scouts, and the like.

The basic problem faced by the Bureau education team at this time is that they are now too much in demand and must limit their work as much as possible to supplementing existing school drug programs, although many other kinds of speaking engagements are still done as time and schedules permit. During the first eighteen months of its operation, it is estimated that almost 3,000 individuals were addressed as part of preventative education program of the Bureau.

This educational effort is most important in the local schools. While time and budget limitations did not allow for a large-scale study of this effort, a modest attempt was made to learn how this effort was received in the schools, and how it might be improved. During a series of lecture-discussion sessions by the two education officers in local elementary schools in May, June and July of 1973, a Drug Abuse Questionnaire was used pre and post contact (in Appendix D) and an Individual Reaction Form was used in the follow-up mail survey (in Appendix E). While the data collected was very minimal, it was felt that it might be of use to the education officers in improving their approach.

The Drug Abuse Questionnaire was given to teachers only, and was filled out prior to the start of the presentation, which were directed at kindergarten through 8th grades. Twenty-two teachers completed the questionnaire and of these, only thirteen responded to the questionnaire a second time through the mail (11 identified themselves both times). At that time they were also asked to complete the Individual Reaction Form. An average of 66 days had elapsed since the presentation to the completion of the questionnaire a second time and completion of the reaction form. The thirteen post-presentation respondents were mostly female (only one male respondent), and their average age was 33.2 years. One-third (4) indicated that they were also parents. They gauged the seriousness of the drug problem at their schools to be "not very serious," 41.7%, to "no problem at all," 58.3%. None felt it was "very serious."

Awareness of the drug problem was increased "some" for 61.5 percent (8) of these thirteen teachers and a "great deal" for 38.5 percent (5). The presentation caused 46.2 percent (6) to do a "great deal" of examination of their attitudes toward drug abuse and an equal number to do "some" examination; one respondent indicated no change.

Over two-thirds of the thirteen teachers (69%) rated the presentation "very good" overall, in its clarity (their understanding of it), and in its content. The remaining third rated these same factors "good" except for one individual who rated the content "average."

In order to see if the session stimulated some discussion

(and perhaps further inquiry) into the matter of drug abuse, respondents were asked to indicate how many people they had discussed some aspect of the presentation with, not counting immediately afterward. Over the period of 66 days since the talk, a total of 164 people was indicated, an average of 12.6 per respondent. If the three responses which are obviously for their classes are taken out, the number is 66, for an average of 6.6 contacts. While there is no standard against which to judge this type of activity, it is felt that it would be satisfactory if even one other person were engaged in a discussion of the problem after the presentation. Only one respondent indicated no post-presentations discussion at all.

In an effort to improve the presentations, respondents were asked to indicate the most important thing they learned from it. The most uniform reaction was that the presenting officer directed the discussion to the proper level of audience understanding and achieved responses and reactions which somewhat surprised a few of the teachers. They learned that the children knew more than they thought about the problem. One general comment was that the "children gained a great deal from the presentation. I hope it could continue."

In a similar vein, respondents were asked to say what was missing from the presentation. More time would have helped, particularly for questions. A few teachers wanted to present the danger of drugs a bit more clearly, suggesting the presence of a "recovered addict" or some slides depicting "dangerous situations."

The use of the questionnaire results was limited due to the small number of respondents. Items used were chosen from those used in the Solano County Narcotics Bureau evaluation, and responses do shed some light on the kinds of questions which require clarification in future presentations. For example, question 3 (see Appendix D) on marijuana as an hallucinogen was missed by over half of the twenty-two initial respondents (54.5%). Question 7 on drug dependence was missed by over two-thirds of the respondents (68.2%). Question 8 on dependence was missed by eight (36.4%); question 12 on marijuana classification was missed by 12 (54.4%); question 13 on drug dependence was missed by 9 (36.4%); question 14 on cocaine reactions was missed by 14 (63.6%); question 18 on what contributes to becoming addicted was missed by 9 (40.9%); and question 19 on physical dependence was missed by 14 (63.6%). Overall, the factual questions were answered most correctly (no one missed #11 on the classification of LSD, and only one missed #5 on the use of drugs). Questions relating to the effects of drugs and the creation of dependence were most likely to be answered incorrectly. The situation did not change for those few (11 matched) who were post-tested on the same items 66 days later. It is anticipated that the education officers will be able to make use of this information to improve future presentations.

The second primary educational effort involves the training of officers from local police jurisdictions in the operations of the Bureau. This has two purposes: (1) to strengthen Bureau relationships with these agencies, and (2) to upgrade

the expertise of local officers who work as narcotic agents. One important part of this effort is the fact that the two Deputies performing the educational function teach basic and advanced officer's training through local community colleges. They also handle "career incentive training" through the Sheriff's Department. Actual training within the Bureau is being done. Officers from local jurisdictions participate in Bureau activity for a minimum of one week. They are assigned to a Buy Team and work along with Bureau agents in their daily activity. A total of thirteen officers from Palo Alto Police Department, Santa Cruz Sheriff's Department, Mountain View Police Department, Morgan Hill Police Department and the Gilroy Police Department have worked with the Bureau. In terms of increased communication and cooperation this has paid very high dividends, as indicated in the section on coordination between jurisdictions. This fact alone cannot be repeated enough times: the greatest strength of any narcotic law enforcement unit is in the breadth of its coverage based upon communication with and cooperation with other jurisdictions.<sup>5</sup> The Bureau appears well on the way to a high level of such interaction, which may yield many important arrests in the coming months.

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<sup>5</sup> See Peter B. Goldbery and James V. DeLong, "Federal Expenditures on Drug Abuse Control," in Dealing with Drug Abuse (New York: Praeger Publishers, 1972), p. 310, "[LEAA] emphasizes attempts to improve upon interjurisdictional law-enforcement techniques, particularly in metropolitan areas where city-suburban cooperation is important."

## OVERALL EFFICIENCY

One of the primary concerns at this stage of the development of the Bureau is with its continuing existence. This requires some standard with which Bureau functioning can be compared in order to determine whether or not it performs well in impacting on the narcotics and dangerous drug problem. Some observers would require not only that it perform well, but that it perform significantly better than anyone else who deals with narcotics law enforcement. One problem remains paramount in responding to these needs: there are no good standards against which to measure such an operation -- in fact, what is being done in Santa Clara County may be an important part of the standard-setting process. Therefore, much of what can be said must be descriptive to allow the reader to develop his own conclusions as to the overall efficiency of the Bureau, and to provide the baseline data necessary to the development of standards.

Coverage. One of the most important considerations from the standpoint of the county's citizens is whether they are getting their share of the services of a countywide organization such as the Narcotics Bureau. Table 10 shows the number of Bureau arrests as compared with county population and Bureau hours worked for incorporated jurisdictions. Correlations are over .90 (very significant) between the proportion of hours worked per jurisdiction and the proportion of arrests per jurisdiction, and between the proportions of arrests made and the county population distribution. The actual hours worked per jurisdiction, shown in Table 11, indicates that the Bureau is serving the entire county and is also operating outside the county

TABLE 10

NUMBER OF NARCOTICS BUREAU ARRESTS COMPARED WITH COUNTY POPULATION  
AND BUREAU HOURS WORKED PER INCORPORATED JURISDICTION

JURISDICTION	Number of Arrests						Percent of County Population (1970)	Percent of Total Hours Worked (6-71 to 11-72)
	1971		1972		Total 71-72			
	Number	Percent	Number	Percent	Number	Percent		
Campbell	9	5.1	2	1.6	11	3.7	2.3	4.8
Cupertino*	9	5.1	2	1.6	11	3.7	1.7	5.6
Gilroy	-		12	9.5	12	4.0	1.2	7.5
Los Altos	14	8.0	-		14	4.7	2.3	2.2
Los Altos Hills*	-		-		-		.6	.1
Los Gatos	26	14.9	8	6.3	34	11.3	2.2	11.1
Milpitas	2	1.1	-		2	.7	2.6	2.4
Monte Sereno*	-		-		-		.3	1.4
Morgan Hill	1	.6	1	.8	2	.7	.6	1.2
Mountain View	5	2.9	3	2.4	8	2.7	4.8	3.0
Palo Alto	9	5.1	3	2.4	12	4.0	5.3	4.2
San Jose	38	21.7	62	49.2	100	33.2	41.9	38.0
Santa Clara	8	4.6	-		8	2.7	8.2	9.6
Saratoga*	1	.6	8	6.3	9	3.0	2.6	2.8
Sunnyvale	26	14.9	4	3.2	30	10.0	9.0	6.2
Outside County	23	13.1	13	10.3	36	12.0	n.a.	n.a.
Other/Unknown	4	2.2	8	6.4	12	4.0	14.4**	-
TOTAL	175	100.0	126	100.0	301	100.0	100.0	100.0

\*Contract services with Sheriff's Department.

\*\*Unincorporated areas.

TABLE 11

BUREAU HOURS WORKED IN COUNTY BY INCORPORATED JURISDICTIONS  
June, 1971 - Nov., 1972

JURISDICTION	Hours Worked			TOTAL
	Second Half 1971	First Half 1972	Second Half 1972**	
Sheriff's Department*	339.	293.50	420.75	1,053.25
Campbell	195.50	128.50	158.	482.
Gilroy	24.	248.	484.18	756.18
Los Altos	131.	61.75	20.50	213.25
Los Gatos	681.50	248.75	225.50	1,155.75
Milpitas	41.	157.75	122.50	321.25
Morgan Hill	51.	20.	45.50	116.50
Mountain View	205.30	47.25	56.50	309.05
Palo Alto	237.80	116.50	125.50	479.80
San Jose	1,195.15	1,230.50	1,547.50	3,973.15
Santa Clara	364.50	369.	252.50	986.00
Sunnyvale	329.50	188.25	124.25	642.
TOTAL	3,795.25	3,109.75	3,583.18	10,488.1

\*Cupertino, Los Altos Hills, Monte Sereno, Saratoga are Sheriff's Department contract service incorporated areas.

\*\*Does not include December, 1972.



when necessary to effect the arrests of individuals who have been or are now acting in the county.

## VII. CONCLUSIONS

The overall impact of the Bureau is considered very good based upon available data, including the comprehensive consultant's report appended to this report. Bureau personnel are obtaining arrests at the level of major dealers, and they appear to be moving in a positive direction based upon the dollar value of confiscated drugs per arrest. Also, they are making inroads into the Spanish surname/Spanish speaking population, a group which accounts for much of the drug activity in the county. While arrests themselves are not especially good indicators of success, the fact that Bureau conviction rates are higher than might be expected indicates that arrests supported by adequate evidence are being made. This is verified in the data on sentences given Bureau arrestees. Most important, and as directed by the Law Enforcement Drug Council, heroin seizures remain high.

Coordination and liaison activities with other law enforcement jurisdictions are generally excellent, with no exceptions. The training function has been especially useful in bring officers from other jurisdictions into contact with the Bureau and increasing the overall efficiency of all units.

Finally, it can be concluded that the Bureau is achieving its goal of countywide coverage in impacting on the problems of narcotics and dangerous drug law violations.

## PART II - CONSULTANT'S REPORT

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## INTRODUCTION

### SANTA CLARA COUNTY NARCOTIC BUREAU STUDY

This report is a study of the operation of the Santa Clara County Narcotic Bureau and a concurrent examination of narcotic and drug trafficking and abuse within the county. The conclusions attained are as follows:

- I The Narcotic Bureau performs an essential service.
- II The Bureau functions expertly.
- III Deficiencies in staff, equipment and funds inhibit the Bureau from performing at full capacity.
- IV County-wide narcotic and drug enforcement liaison should be formalized through a joint agreement implemented by executive direction.

The balance of this report will relate facts and deductions from which these conclusions are derived.

1 The Narcotic Bureau performs an essential service. It is well known that the Bureau was established to meet an epidemic surge of drug abuse within Santa Clara County. As reported in a preceding study, drug abuse increased nearly 1000% during the period 1965 through 1969, while population increased less than 12%. During the period immediately prior to establishment of the Bureau, local police agencies, except in the largest municipalities, were overwhelmed and unable to adequately cope with the drug abuse problem. Insufficient manpower, insufficient funds and physical inability to coordinate interjurisdictional investigations within the county impeded law enforcement and aided violators. The Bureau, in coordination with other enforcement agencies within the county, has made it possible to cope with the problem with reasonable effectiveness. In other words, the uncontrollable phenomenon of drug abuse proliferation which has been nation-wide is now reasonably manageable within Santa Clara County through coordinated law enforcement.

A survey of municipal police and other law enforcement agencies within the county reveals unanimous approval of continued operation of the Bureau and a positive feeling derived from experiences in the field that its services are urgently needed. When one reflects upon the fact that most municipal police departments within the county have a sworn force of less than 33 persons, it becomes obvious that personnel for complex interjurisdictional narcotic investigations is simply not available. A large city such as San Jose is capable of mustering personnel, equipment and funds sufficient to reasonably meet the problem within the city limits. Smaller municipalities, however, cannot assign personnel, equipment and funds essential to complex drug investigations. Police departments of smaller municipalities

must have the assistance of the Bureau to enable them to reasonably meet the drug abuse problem within their respective jurisdictions.

Police agencies throughout the county unanimously oppose abolishment of the Bureau and a substitute reliance upon state and federal agencies to fill the gap which would be created. The state and federal agencies, competent as they may be, can neither respond fully nor constantly to the total enforcement needs of Santa Clara County. On many occasions these other agencies would be required to direct their personnel to investigations in other counties which at the time have a higher priority. Temporarily, therefore, and on several occasions, the county would find itself without sufficient trained and competent personnel to contain the county's drug abuse problem. Drug trafficking would resultingly increase within most areas of the county, and any thought of reliance upon state or federal agencies to contain the total drug abuse problem within the county is nothing more than wishful thinking. There is no doubt that state and federal agencies are essential and vital to Santa Clara County and to the overall drug trafficking problem, and this is discussed further in other sections of this report.

II The Bureau functions expertly. The conclusion that the Bureau functions expertly is arrived at through an examination of its various components and its performance in the field. Components and performance are discussed as follow:

- 1) Personnel Selection. Personnel is comprised of deputy sheriffs of various rank who have attained their classification through open competitive Civil Service examination. The examination meets rigid

standards set by the state as approved by Peace Officers' Standards and Training. Personnel, therefore, is basically competent.

2) Personnel Training. Members of the Bureau are selected from deputy sheriffs who have been trained in basic law enforcement at the Sheriff's Academy. They have demonstrated better than average ability in criminal law enforcement and receive rigid on-the-job training in drug enforcement. It is noted that most members of the Bureau have earned State Certificates of Competency issued by Peace Officers' Standards and Training. Such certificates are attained through formal study beyond and outside the scope of scheduled in-service training. Personnel, therefore, is competent and well-trained in the field of narcotic and drug enforcement.

3) Techniques of Enforcement. Examination of case records reveals that the techniques of enforcement meet acceptable standards set by long-established state and federal agencies. The techniques are modern, innovative and versatile.

4) Arrests. Arrests are a valuable indicator of well-planned investigations. When a high rate of refusals by the District Attorney to issue complaints occurs it can normally be concluded that investigations leading to arrests were poorly contrived. The Bureau's record of complaint issuance following arrest is excellent, although it probably should be mentioned that some arrests are necessarily and legally made when complaints are neither requested nor expected.

Most narcotic and drug arrests are triable in the Superior Court and normally reach the court via preliminary hearing in a lower court.

Sub-standard investigations are usually dismissed in the lower courts. The Bureau's record reveals a high rate of arrests being directed to trial in the Superior Court.

5) Seizure Quantities. Attachments reflect narcotics and drugs seized during the fifteen-month period, January 1, 1972, through March 31, 1973. The vast quantities reflected, which result from the numerous arrests made in the same period, verify that many major drug traffickers have been eliminated by the Bureau. No attempt to analyze and compare seizures is made here except to point out that only experts in the field of narcotic and drug law enforcement are capable of the accomplishments reflected through these seizures.

6) Conviction Rates. As reported in the previous Bureau evaluation, conviction of persons arrested is at a very high rate. Among the criteria utilized to evaluate a law enforcement agency the conviction rate can reveal the success or failure of the agency to do a good job. It is appropriate to state, therefore, the Bureau must be rated as expert in this area.

7) Bureau Evaluation by Other Agencies. During the normal course of operation the Bureau must inter-relate with numerous agencies directly or indirectly associated with the criminal justice system. Relationships range from casual conversations concerning suspects, through sensitive and dangerous investigations, to critical analysis of results of investigations by the district attorney and the courts. Several municipal, county, state and federal agencies with whom the Bureau must inter-relate have been informally requested to make an

evaluation of the Bureau. In every instance each agency reports most sincerely that the Bureau performs its tasks in a manner which reveals true expertise in the field of narcotic and drug law enforcement.

8) Knowledge of the Narcotic and Drug Problem. Formal and informal interviews of responsible individuals in all police departments of the county and of experts in state and federal agencies reflect unanimous high appraisal of the Bureau's knowledge of the problem. It is reasonable to state that the Bureau's knowledge of traffickers, suspects, sensitive areas and trends is the best available resource. Municipal agencies may exceed the Bureau concerning knowledge of narcotic and drug activities within their own jurisdiction, however, each agency regards the Bureau as the most reliable county-wide source of such knowledge.

9) Public Attitude. During the course of interviewing members of the several municipal police departments, opinions were elicited concerning public attitude toward the Bureau within the community. Although some police departments had no means of making judgments in this respect, the majority were able to report great public satisfaction with the Bureau. Much of the satisfaction resulted from publicity given to major arrests and drug seizures, while much resulted from informative talks to service clubs and similar groups as well as formal training sessions within the schools.

Components and performances discussed above and the exceptionally high rating of the Bureau in each category leads to the undeniable conclusion that the Bureau functions expertly. Although expertness has been attained, the Bureau recognizes most realistically that constant effort



toward improvement of performance must be maintained to cope successfully with narcotic and drug trafficking.

III Deficiencies in staff, equipment and funds inhibit the Bureau from performing at full capacity. The requirements for arrest and prosecution of narcotic and drug traffickers are complex. Evidence admissible in court and considered sufficient for conviction a few years ago is generally not sufficient today. Evidence acquired today must be in compliance with rigid, comparatively recent and constantly changing appellate court decisions. Criminals today have become very mobile and are capable of moving about most rapidly to avoid detection. A few years ago police were able to detain and search criminals almost at will and obtain indisputable evidence which resulted in conviction in subsequent court trials. In most criminal investigations, and especially in narcotic enforcement, experienced investigators formerly made arrests and convicted offenders on evidence which today is totally unacceptable in court. In certain circumstances police seizing evidence today in yesteryear's regular fashion would now be found guilty of criminal acts and subject to civil liability actions as well.

Law enforcement has adjusted to meet the court-dictated changes with greatest adjustment probably being required in narcotic and drug enforcement. The crimes of murder, burglary, rape and most other crimes each leave some degree of residual evidence at the crime scene which may lead the investigator to identification of the perpetrator. This is not so with the criminal narcotic and drug trafficker, as there is no victim to report his crime, no crime scene to examine and no witnesses. Adjustment in methods of investigation of narcotic and drug trafficking, as compelled by appellate

court decisions, have indeed made the field of narcotic and drug enforcement complex.

Adjustments made in the field of narcotic and drug enforcement, now fairly well recognized as standard, are found in most large municipalities, large counties, state and federal agencies. Generally, adjustments include increased personnel and evidentiary purchase funds, with improvements in mobility, surveillance and communications capability. Exclusive of adjustments in personnel and funds, most adjustments have been made through acquirement of both simple and sophisticated investigative hardware. Upon initial formation of the Bureau effort was apparently made to equip it to meet the current standards. The effort, however, most probably restricted by available funds, fell far short of standard equipment needs.

During complex investigations it is almost incredible that the Bureau can function as well as it does without standard equipment. For example, not one pair of binoculars is listed among the Bureau's surveillance equipment. Photographic equipment, except for one common all-purpose camera, is nil. Telescopic and other camera lenses, utilized constantly in complex criminal investigations, are also nil. Radio transmitters, concealable upon the person and vital in undercover activities, are limited to one which is usable and one other which is unreliable. Portable handy-talkie radios are limited to three, while vehicular radios, almost unbelievably, are limited to one.

The Bureau performs especially well with very limited equipment, but many investigations are restricted to and regulated by equipment availability. Equipment should be sufficient to meet the investigative needs of the

Bureau and every effort to acquire it should be made.

The Bureau gives investigative priority to the apprehension of the county's major heroin traffickers. This priority was wisely directed by the Law Enforcement Drug Council. Heroin is a major problem, should not under any circumstances be allowed to make its highly addictive inroads and its traffickers are generally sophisticated criminals. The Bureau has followed the direction of the Council and has recorded success in apprehending major heroin violators.

While placing priorities upon the apprehension of major traffickers, the Bureau has not overlooked major traffickers in other drugs. It is apparent, though, that the Bureau is nearly totally committed to investigations involving major violators, and leaves little time for investigations involving sub-major violators. This commitment means that on many occasions the Bureau must virtually ignore sub-major or mid-level traffickers. A request from a small or even medium-sized police department for assistance in apprehending two or three known and active mid-level traffickers in any of the dangerous drugs or marijuana is often denied. The requesting department, insufficiently staffed to conduct the investigation itself, then searches elsewhere for assistance. Assistance may come from one or two adjacent communities, it may come from the state, and it may not come. Without adequate assistance the requesting agency is often compelled to take overt police action, temporarily halting the trafficker without arrest, or, most likely, compelling him to move into another area and continue trafficking as usual. With a county population exceeding one million the mid-level trafficker can move to any other area without a trace and continue his

business without interruption.

There does exist, then, an urgent need to provide a better and more practical means of apprehending the mid-level trafficker. The means is an increase of Bureau personnel. One additional team of six trained agents and a team supervisor, adequately equipped and funded, can do the job. Such a team, readily available to move in and assist municipal police departments who have made preliminary investigation of mid-level traffickers, will prove most effective. The team could often be divided to give assistance in two communities at one time; on many occasions the team would be capable of assistance in three communities at one time. Such a team is necessary, can do the job and would enable most municipalities to meet their local drug trafficking problems head-on.

A mid-level Bureau team would very often develop information leading to major traffickers. At this point decisions must be made and action taken to assure that the major trafficker is apprehended without unduly reducing the assistance available and necessary to municipal agencies. Agents who are assigned to major or mid-level investigations should be readily interchangeable as needed. Flexibility of operation must be sufficient to place emphasis where needed without destroying the capability of the Bureau to assist municipal police in their local problems.

Some important examples of current equipment needs are as follow:

I Vehicular Radios. Modern criminal drug investigative techniques demand adequate communication among investigative teams. Vehicular radios now required (five) will enable long-range communication throughout

the county, not now available will enhance supervisorial control and direction of investigative units and prevent disconnection from investigations through lack of radio range capability.

II Handy-Talkie Portable Radios. These small portable radios are excellent for maintaining close range contact during investigations. Portability allows the investigator to observe and trace suspects while concealed in a building, on a roof, in a store, etc.; they enable the investigator to move about on foot and report to the Vehicular Radio; they can be utilized in undercover vehicles as needed.

III Concealable Radio Transmitters. Men who must work under cover can negotiate with traffickers and be heard, verified and protected by other investigators observing unseen from a distance. The value is obvious. Two such units now available to the Bureau are insufficient to meet current needs.

IV Cameras and Lenses. One polaroid camera now in use has very limited investigative value. With two adequate cameras and appropriate lens attachments evidentiary photos, not now available, can be presented in court. Photos which reveal a defendant's participation in a criminal drug activity are very often available during investigations; they can induce defendants to plead guilty and save the investigators numerous valuable hours that court trials require of them.

V Binoculars. The Bureau is currently without binoculars; those used by investigators are usually borrowed from friends or purchased by the investigator himself. With high-power binoculars an investigator's

surveillance capability can be increased many, many times. As an example, one investigator in a radio-equipped vehicle and good binoculars can observe a suspect location undetected from great distance and report action observed to almost any other location in the county.

This section of this report is concluded with urgent recommendation that: (1) Bureau investigative hardware be brought up to standard; (2) a team of agents available to assist local police departments against mid-level traffickers be added to the staff; (3) the mid-level team be adequately equipped and funded.

IV County-wide narcotic and drug enforcement liaison should be formalized through a joint agreement implemented by executive direction. Every concerned individual is aware of reports of competition among narcotic and drug enforcement agencies at all levels of government deemed detrimental to the best interests of good law enforcement. While several such reports certainly have merit, it is essential to understand that competition in law enforcement can be healthful and in the case of such competition within Santa Clara County is it more healthful than not. As a matter of fact, a degree of controlled competition can be very important to good narcotic and drug enforcement.

The overall level of general law enforcement competency within Santa Clara County is high and continues to improve. This occurs because county and municipal enforcement agencies strive to meet and excel the goals set by Peace Officers' Standards and Training, the state agency which sets individual and departmental law enforcement standards of competency. Individuals assigned to narcotic and drug enforcement are first basically qualified in general law enforcement. When such an individual gets his feet on the ground in narcotic and drug enforcement he will develop an intense and unrelenting attitude toward apprehension and conviction of traffickers. Narcotic and drug trafficking differs from general crime in that it is an unreported crime, is highly volatile, non-static and in no way recognizes political subdivisions. It is possible for an entire network of associated drug traffickers to disappear from any given area within the wink of an eye. Countless hours of hard police work directed toward investigating such a network can be lost along with the disappearing traffickers unless capable, intent and unrelenting peace officers are doing their job of literally

"dogging" these traffickers.

Too often this intent and unrelenting attitude is misunderstood as being competitive lack of cooperation between separate agencies. The investigative approaches leading to the apprehension of a trafficker can be many, some approaches successful in a given instance and unsuccessful in another. One team of enforcement officers, especially competent in undercover investigations, may take one investigative approach toward apprehending a trafficker; another team, especially competent in manipulating informants and in surveillance, may take another approach toward the same trafficker. Are these teams in competition? The answer is certainly in the affirmative if both teams have the initiative required of them, but such competition is healthful and desirable when exercised with reasonable and mutually agreeable controlled limitations. Such competition in an investigation often ends when one team, through its particular approach method, has obtained evidence sufficient for arrest and prosecution; it ends just as often when both teams assemble their partial evidence and find that jointly it is sufficient for arrest and prosecution.

Currently a liaison network does exist between the Bureau and the several law enforcement agencies within the county. Certain individuals in each agency are designated as liaison officers through whom investigations are normally coordinated. This network does the job for which it is intended but it is not effective in preventing a weakening and perhaps ultimate disappearance in various areas of effective coordination. For example, two adjacent municipalities may find that by joining their own individual forces they are able to stamp out a local source of amphetamines for local high school students. Eliminating the source is, of course, most desirable



to both agencies and will lead to further coordination between the two agencies. Solving a local problem in this manner, however, cannot begin to truly solve a problem until and unless formal steps are taken toward apprehending the drug source outside the local area. It is at this crucial point that effective enforcement can break down unless prevented through establishment of irrevocable procedures. It is conceivable and sometimes probable that the outside supplier could reside in a third adjacent community and go undetected and unapprehended simply because liaison had broken down.

A formal detailed liaison organizational structure is not recommended in this report, as it is not necessary. The current structure only needs executive agreement and direction to make it function fully.

Regular and frequent liaison conferences should be scheduled. Each agency should be substantially represented for the purpose of discussing current investigations, determining the extent of joint effort required, analyzing trends and planning for future operations. These conferences, though formalized by agreement, directive and scheduling, should be informal hard-working sessions to be attended by peace officers doing basic drug enforcement field work. Agency supervisors should likewise attend and fully participate as regularly as feasible; but it is stressed that these conferences should be designed to enable effective coordination as may be required at the very inception of each investigation or at any stage of any investigation. The supervisors would most certainly review all coordinating activities and then, in consonance with their counterparts in other agencies, make adjustments to direct the course of the investigation as may be

necessary. Each police agency within the county has been interviewed. Each agency has indicated that better liaison can and will considerably improve overall enforcement capabilities; each considers improvement of the liaison mechanism as being necessary.

It is urged that formalized liaison include a permanent representative of the California Bureau of Narcotic Enforcement to assure perpetual coordination with the intercounty agency. The state bureau designed to apprehend intercounty traffickers will assist materially when county-developed investigations reveal intercounty traffickers. It is recommended that state assistance be requested in every investigation which reflects intercounty ramifications. The State Bureau can bring manpower relief, financial relief and equipment relief to the County Bureau and to the several police departments, thus allowing county agencies to devote more direct effort to traffickers distributing drugs within the county. As an example, a major trafficker within the county with a source of supply outside the county may require expenditures of several thousands of dollars and hundreds of man-hours to effect his apprehension. Under such circumstances the state would normally expend the funds required and supply a substantial share of the man-hours required within the county. This should not be construed as a recommendation to reduce Bureau manpower and Bureau funds. The Bureau, under its current organization and funding, performs its tasks superbly under severe physical limitations and is to be commended for its accomplishments. Manpower, equipment and funding needs of the Bureau are discussed in Section E of this report.

Formalized liaison can be a very effective training vehicle and an accurate

source of drug information for all county enforcement agencies. Scheduled conferences would bring together trained Peace Officers from each agency. They would bring with them their empirical knowledge and individual experiences related to drug trafficking and abuse. Current problems would be discussed and analyzed, resulting in decisions for the application of appropriate procedural techniques to solve them. At subsequent conferences the decisions made would be discussed and analyzed again for evaluation. Techniques found effective could be further studied, expanded and retained for application to future problems; ineffective techniques would be discarded.

Continuing interrelationship through working liaison conferences is a learning process. It assures that each participant can attain and will maintain competence in drug enforcement. It also assures that each agency head, through his conference representatives, will receive up-to-the-minute information concerning county-wide drug problems and their direct relationship to his own jurisdictional problems.

SUMMARY:

The summary of this report can be stated as follows: THE BUREAU, COMPRISED OF A STAFF OF EXPERTS, PERFORMS AN ESSENTIAL SERVICE DESPITE THE HANDICAP OF SEVERE DEFICIENCIES IN PERSONNEL AND INVESTIGATIVE EQUIPMENT. OVERALL SERVICE CAN BE IMPORTANTLY IMPROVED THROUGH ELIMINATION OF DEFICIENCIES AND REFINEMENT OF THE COUNTY-WIDE DRUG LAW ENFORCEMENT LIAISON MECHANISM. Although this summary statement is correct, it is simultaneously a gross understatement, a fact which demands explanation.

Reasons for the establishment of a Bureau are known. Now it appears that a determination must be made as to whether or not it should be retained and re-funded. In an effort to assist in this determination the summary statement of the preceding paragraph is now restated accurately as follows: THE BUREAU, COMPRISED OF A STAFF OF EXPERTS IN THIS FIELD, PERFORMS AN INDISPENSIBLE SERVICE AGAINST INCREDIBLE ODDS OF PERSONNEL AND EQUIPMENT LIMITATIONS. THESE LIMITATIONS, IF OVERCOME, WOULD ALLOW THE BUREAU TO GIVE THE FULL SERVICE WHICH IS SOUGHT AND SO SORELY NEEDED BY MUNICIPAL POLICE DEPARTMENTS. FORMALIZED COUNTY-WIDE DRUG ENFORCEMENT LIAISON, EXCLUSIVE OF OVERCOMING AFOREMENTIONED LIMITATIONS, CAN HELP. PUT OVERCOMING OF THE BUREAU LIMITATIONS TOGETHER WITH FORMALIZED LIAISON AND LAW ENFORCEMENT IN SANTA CLARA COUNTY CAN REDUCE NARCOTIC AND DRUG TRAFFICKING TO A MINOR POLICE PROBLEM.

Control of the narcotic and drug abuse problem in Santa Clara County can be attained. Re-funding the Bureau and adding personnel and equipment it needs cannot be deemed cost-prohibitive. It should not even be deemed as costly in meeting the drug abuse problem of a county which exceeds

one million people. The formalized liaison recommended so strongly in this report is free of budgetary obstacles simply because it is cost-free and can be accomplished forthwith.

In the event someone may feel that trafficking has subsided it is pointed out that during the first quarter of 1973 the Bureau, alone, seized heroin sufficient for more than 25,000 injections and marijuana sufficient for more than 100,000 cigarettes. Perhaps more important than seizure amounts is the fact that seizures result from arrest of traffickers who have been put out of business and will be placed in the penitentiary where they belong.

END

SANTA CLARA COUNTY SHERIFF'S DEPARTMENT

DRUG LAW ARRESTS

July 1, 1972 - February 28, 1973

		Felony Marijuana		Felony Dangerous Drugs		Felony Heroin		Misdemeanor Other Drug- Related Offenses	
		Adult	Juv.	Adult	Juv.	Adult	Juv.	Adult	Juv.
1972	July	27	16	20	3	9	0	10	0
	August	44	7	36	2	16	0	14	0
	September	47	7	20	0	3	0	0	1
	October	49	4	17	0	11	0	7	0
	November	54	0	15	0	9	0	6	0
	December	44	2	21	0	0	0	0	0
1973	January	25	11	6	0	4	0	0	0
	February	29	7	8	0	5	0	2	0
Total		319	54	143	5	57	0	39	1

CAMPBELL POLICE DEPARTMENT

DRUG LAW ARRESTS

July 1, 1972 - February 28, 1973

	Felony Marijuana		Felony Dangerous Drugs		Felony Heroin		Misdemeanor Other Drug- Related Offenses	
	Adult	Juv.	Adult	Juv.	Adult	Juv.	Adult	Juv.
1972								
July	8	1	0	0	0	0	0	2
August	0	2	1	0	0	0	0	0
September	0	0	3	1	2	0	0	0
October	0	0	0	3	0	0	0	0
November	0	0	0	0	0	0	0	0
December	0	0	0	0	0	0	0	0
1973								
January	1	0	0	0	0	0	0	0
February	0	0	0	2	0	0	0	0
TOTAL	9	3	4	6	2	0	0	2

GILROY POLICE DEPARTMENT

DRUG LAW ARRESTS

July 1, 1972 - February 28, 1973

		Felony Marijuana		Felony Dangerous Drugs		Felony Heroin		Misdemeanor Other Drug- Related Offenses	
		Adult	Juv.	Adult	Juv.	Adult	Juv.	Adult	Juv.
1972	July	0	0	0	0	0	0	1	0
	August	0	1	8	0	0	0	2	0
	September	3	4	6	0	1	0	6	0
	October	1	0	0	0	0	0	4	0
	November	4	1	1	0	23	0	0	0
	December	1	0	1	0	1	0	0	0
1973	January	0	0	0	0	0	0	0	0
	February	0	0	0	0	0	0	0	0
TOTAL		9	6	16	0	25	0	13	0



LOS ALTOS POLICE DEPARTMENT

DRUG LAW ARRESTS

July 1, 1972 - February 28, 1973

		Felony Marijuana		Felony Dangerous Drugs		Felony Heroin		Misdemeanor Other Drug Related Offenses	
		Adult	Juvenile	Adult	Juvenile	Adult	Juvenile	Adult	Juvenile
1972	July	0	0	0	0	0	0	0	0
	August	0	0	0	0	0	0	0	0
	September	2	0	0	0	0	0	0	0
	October	0	5	0	0	0	0	0	0
	November	0	5	1	0	0	0	0	0
	December	0	1	0	0	0	0	1	3
1973	January	1	1	0	0	0	0	0	1
	February	1	1	0	0	0	0	0	0
TOTAL		4	13	1	0	0	0	1	4

LOS GATOS POLICE DEPARTMENT

DRUG LAW ARRESTS

July 1, 1972 - February 28, 1973

		Felony Marijuana		Felony Dangerous Drugs		Felony Heroin		Misdemeanor Other Drug- Related Offenses	
		Adult	Juv.	Adult	Juv.	Adult	Juv.	Adult	Juv.
1972	July	0	1	0	2	0	0	0	0
	August	0	3	2	0	0	0	0	0
	September	2	2	1	0	0	0	0	0
	October	2	2	0	0	0	0	0	1
	November	3	8	0	0	0	0	0	0
	December	3	4	1	0	0	0	0	0
1973	January	0	10	2	1	0	0	1	0
	February	2	1	0	0	0	0	1	0
TOTAL		12	30	6	3	0	0	2	1

MILPITAS POLICE DEPARTMENT

DRUG LAW ARRESTS

July 1, 1972 - February 28, 1973

	Felony Marijuana		Felony Dangerous Drugs		Felony Heroin		Misdemeanor Other Drug- Related Offenses	
	Adult	Juv.	Adult	Juv.	Adult	Juv.	Adult	Juv.
1972								
July	5	0	1	0	0	0	0	0
August	8	3	0	0	0	0	0	0
September	2	1	2	4	0	0	0	0
October	3	6	3	0	0	0	0	0
November	2	5	1	0	0	0	0	0
December	2	3	0	0	0	0	0	0
1973								
January	7	4	1	0	0	0	0	0
February	3	0	1	1	0	1	0	0
TOTAL	32	22	9	5	0	1	0	0

MORGAN HILL POLICE DEPARTMENT

DRUG LAW ARRESTS

July 1, 1972 - February 28, 1973

		Felony Marijuana		Felony Dangerous Drugs		Felony Heroin		Misdemeanor Other Drug- Related Offenses	
		Adult	Juv.	Adult	Juv.	Adult	Juv.	Adult	Juv.
1972	July	0	1	0	0	0	0	0	0
	August	0	0	0	0	0	0	0	0
	September	0	1	0	0	0	0	0	0
	October	0	0	0	1	0	0	0	0
	November	0	1	0	0	0	0	0	0
	December	1	1	0	0	0	0	0	0
1973	January	0	1	1	0	0	0	0	0
	February	0	0	0	1	0	0	0	0
TOTAL		1	5	1	2	0	0	0	0

(Monthly arrests estimated; totals are accurate.)

MOUNTAIN VIEW POLICE DEPARTMENT

DRUG LAW ARRESTS

July 1, 1972 - February 28, 1973

		Felony Marijuana		Felony Dangerous Drugs		Felony Heroin		Misdemeanor Other Drug- Related Offenses	
		Adult	Juv.	Adult	Juv.	Adult	Juv.	Adult	Juv.
1972	July	10	0	12	0	2	0	2	0
	August	14	2	20	1	0	0	0	0
	September	8	0	1	0	0	0	1	0
	October	9	3	7	0	0	0	0	0
	November	4	0	1	1	7	0	0	1
	December	11	2	0	0	0	0	0	0
1973	January	10	0	5	0	1	0	1	0
	February	0	0	5	0	1	0	0	0
TOTAL		66	7	51	2	11	0	4	1
March		11	2	4	0	7	0	4	0

PALO ALTO POLICE DEPARTMENT

DRUG LAW ARRESTS

July 1, 1972 - February 28, 1973

		Felony Marijuana		Felony Dangerous Drugs		Felony Heroin		Misdemeanor Other Drug- Related Offenses	
		Adult	Juv.	Adult	Juv.	Adult	Juv.	Adult	Juv.
1972	July	1	3	2	0	2	0	0	0
	August	7	2	0	0	0	0	0	0
	September	6	1	6	0	0	1	0	0
	October	0	1	2	0	1	0	4	0
	November	0	1	1	0	0	0	1	1
	December	5	5	0	0	8	0	1	3
1973	January	4	6	1	0	1	0	0	2
	February	0	2	1	0	0	0	0	1
	TOTAL	23	21	13	0	12	1	6	7

SAN JOSE POLICE DEPARTMENT

DRUG LAW ARRESTS

January 1, 1972 to February 28, 1973

1972 January 1 to December 31

Narcotics (Heroin, etc.)	222
Dangerous Drugs	876
Marijuana	1,241
Other Related Offenses	<u>686</u>
Total	3,125

(32% of arrestees, or 1,606, under 18 years of age.)

1973 January 1 to February 28

Narcotics (Heroin, etc.)	19
Dangerous Drugs	55
Marijuana	237
Other Related Offenses	<u>162</u>
Total	473

(32.5% of arrestees, or 151, under 18 years of age.)

(Above reflect complaints filed after arrest;  
arrests without complaints not considered.)

SANTA CLARA COUNTY NARCOTICS BUREAU

DRUG LAW ARRESTS

Jan. 1, 1972 - February 28, 1973

		Felony Marijuana		Felony Dangerous Drugs		Felony Heroin		Misdemeanor Other Drug- Related Offenses	
		Adult	Juv.	Adult	Juv.	Adult	Juv.	Adult	Juv.
1972	January	1	0	1	0	6	0	0	0
	February	15	1	10	1	8	0	5	0
	March	9	1	1	0	1	0	0	0
	April	5	1	0	1	9	0	1	0
	May	3	0	4	1	4	0	4	0
	June	1	0	1	0	2	0	1	2
	July	4	0	5	0	11	0	5	0
	August	7	0	4	0	15	0	9	0
	September	6	0	1	0	8	0	5	0
	October	9	0	8	0	11	0	9	0
	November	16	4	8	0	48	3	10	0
	December	8	1	5	2	10	0	1	1
1973	January	3	0	0	0	5	0	2	0
	February	9	0	0	0	7	0	0	0
TOTAL		96	8	48	5	145	3	52	3
March		3	0	3	0	3	0	3	0



SANTA CLARA POLICE DEPARTMENT

DRUG LAW ARRESTS

July 1, 1972 - February 28, 1973

		Felony Marijuana		Felony Dangerous Drugs		Felony Heroin		Misdemeanor Other Drug- Related Offenses	
		Adult	Juv.	Adult	Juv.	Adult	Juv.	Adult	Juv.
1972	July	10	7	5	0	0	0	0	0
	August	24	15	11	5	0	1	1	2
	September	15	2	9	4	0	0	0	0
	October	5	5	4	0	0	0	0	0
	November	21	14	2	1	1	0	0	4
	December	17	8	1	1	0	0	4	1
1973	January	11	9	8	0	0	0	0	1
	February	15	11	10	0	0	0	1	0
TOTAL		118	71	50	11	1	1	6	8

SUNNYVALE POLICE DEPARTMENT

DRUG LAW ARRESTS

July 1, 1972 - February 28, 1973

ESTIMATED

	Felony Marijuana		Felony Dangerous Drugs		Felony Heroin		Misdemeanor Other Drug- Related Offenses	
	Adult	Juv.	Adult	Juv.	Adult	Juv.	Adult	Juv.
1972								
July	9	4	5	2	0	0	0	2
August	6	2	9	2	0	0	0	1
September	3	6	5	0	0	0	1	0
October	10	2	9	0	0	0	3	0
November	6	6	2	7	0	0	1	5
December	5	6	1	0	0	0	2	0
1973								
January	2	2	5	1	0	0	5	0
February	6	11	1	2	0	0	2	0
TOTAL	47	39	37	14	0	0	14	8

NOTE: There were no seizures data available for Sunnyvale; however, they are estimated to be similar to Santa Clara.



**CONTINUED**

**1 OF 2**

SANTA CLARA COUNTY SHERIFF'S DEPARTMENT

NARCOTIC AND DRUG SEIZURES  
for 1972

(ESTIMATED)

Narcotic Drugs:

Heroin	2.5 grams
Morphine	0
Opium	0
Synthetics	1 "
Cocaine	1 "
Peyote	0

Marijuana:

Cigarettes (36)	2.5 grams
Seeds	1.5 "
Bulk	7,200.0 "
Plant	200 "
Hashish	.5 "

Dangerous Drugs:

L.S.D.	2.5 grams
Hallucinogens	0
Hypnotics	240 "
Amphetamines	120 "

CAMPBELL POLICE DEPARTMENT  
NARCOTIC AND DRUG SEIZURES  
for 1972

Narcotic Drugs:

Heroin	0	grams
Morphine	0	"
Opium	0	"
Other Opium Alkaloids	0	"
Synthetics	0	"
Cocaine	0	"
Peyote	0	"

Marijuana:

Cigarettes (51 3/4)	14.84	grams
Seeds	0	"
Bulk	1,557.14	"
Plants (10)	2,157.43	"
Hashish	0	"

Dangerous Drugs:

LSD	0	grams
Hallucinogens	0	"
Hypnotics	20.	"
Amphetamines	26.35	"

GILROY POLICE DEPARTMENT  
NARCOTIC AND DRUG SEIZURES  
for 1972

Narcotic Drugs:

Heroin	28.35 grams
Morphine	0 "
Opium	0 "
Other Opium Alkaloids	0 "
Synthetics	0 "
Cocaine	0 "
Peyote	0 "

Marijuana:

Cigarettes (11)	3.8 grams
Seeds	178.80
Bulk	340.20 "
Plant	380 "
Hashish	0 "

Dangerous Drugs:

L.S.D.	0 grams
Hallucinogens	0 "
Hypnotics	73.2 "
Amphetamines	5 "

LOS ALTOS POLICE DEPARTMENT

NARCOTIC AND DRUG SEIZURES

for 1972

Narcotic Drugs:

Heroin	0	grams
Morphine	0	"
Opium	0	"
Other Opium Alkaloids	0	"
Synthetics	0	"
Cocaine	0	"
Peyote	0	"

Marijuana:

Cigarettes (19)	11.8	grams
Seeds	86.6	"
Bulk	1,784.9	"
Plant	3,869.9	"
Hashish	23.2	"

Dangerous Drugs:

L.S.D.	1	gram
Hallucinogens	0	"
Hypnotics	0.5	"
Amphetamines	168.2	"



LOS GATOS POLICE DEPARTMENT

NARCOTIC AND DRUG SEIZURES

for 1972

Narcotic Drugs:

Heroin	0	gram
Morphine	0	"
Opium	0	"
Other Opium Alkaloids	0	"
Synthetics	0	"
Cocaine	4.7	"
Peyote	0	"

Marijuana:

Cigarettes (19)	13.8	gram
Seeds	31.9	"
Bulk	257.1	"
Plant	0	"
Hashish	5.2	"

Dangerous Drugs:

L.S.D.	20	gram
Hallucinogens	0	"
Hypnotics	16.8	"
Amphetamines	13.1	"

MILPITAS POLICE DEPARTMENT

NARCOTIC AND DRUG SEIZURES

for 1972

Narcotic Drugs:

Heroin	1	gram
Morphine	0	"
Opium	0	"
Other Opium Alkaloids	0	"
Synthetics	0	"
Cocaine	1	"
Peyote	0	"

Marijuana:

Cigarettes (47)	26.5	gram
Seeds	14.17	"
Bulk	425.5	"
Hashish	23.2	"

Dangerous Drugs:

L.S.D.	20	gram
Hallucinogens	0	"
Hypnotics	90	"
Amphetamines	29	"

MORGAN HILL POLICE DEPARTMENT

NARCOTIC AND DRUG SEIZURES

for 1972

Narcotic Drugs:

Heroin	0	gram
Morphine	0	"
Opium	0	"
Other Opium Alkaloids	0	"
Synthetics	0	"
Cocaine	0	"
Peyote	0	"

Marijuana:

Cigarettes (18)	5.65	gram
Seeds	1	"
Bulk	249.5	"
Hashish	0	"

Dangerous Drugs:

L.S.D.	0	gram
Hallucinogens	0	"
Hypnotics	1.5	"
Amphetamines	1.5	"

(Estimate based on average seizure per arrest  
during year 1972 - considered an "accurate"  
estimate.)

MOUNTAIN VIEW POLICE DEPARTMENT

NARCOTIC AND DRUG SEIZURES

for 1972

Narcotic Drugs:

Heroin (Opiates, Narcotics)	9 grams (2 Demerol)
Cocaine	1 gram

Marijuana:

Cigarettes (340)	390	grams
Seeds	14.25	"
Bulk	2,475.20	"
Plant	1,000	"
Hashish	53	"

Dangerous Drugs:

L.S.D.	3 grams
Hypnotics (Seconal)	120 grams
Amphetamines	0 "

PALO ALTO POLICE DEPARTMENT

NARCOTIC AND DRUG SEIZURES

for 1972

Narcotic Drugs:

Heroin	30.72	grams
Morphine	0	"
Opium	0	"
Other Opium Alkaloids	217.10	"
Synthetics	227.50	"
Cocaine	962.40	"
Peyote	24.20	"

Marijuana:

Cigarettes (7)	2.40	grams
Seeds	226.80	"
Bulk	3,737.95	"
Plant	455.60	"
Hashish	16.7	"

Dangerous Drugs:

L.S.D.	0.1	grams
Hallucinogens	11,566.80	"
Hypnotics	250	"
Amphetamines	2,387.03	"

SAN JOSE POLICE DEPARTMENT

NARCOTIC AND DRUG SEIZURES

for 1972

Narcotic Drugs:

Heroin	1,617.2	Grams
Morphine	9.7	"
Opium	0	"
Other Opium Alkaloids	44	"
Synthetics (Methadone)	551.4	"
Cocaine	81.8	"

Marijuana:

Cigarettes (910)	567.1	grams
Seeds	987	"
Bulk	67,180.6	"
Plants	4,979	"
Hashish	1,081	"

Dangerous Drugs:

L.S.D.	618.4	grams
Hallucinogens	0	"
Hypnotics	2,857.1	"
Amphetamines	2,767.8	"

SANTA CLARA COUNTY NARCOTICS BUREAU

NARCOTIC AND DRUG SEIZURES

for 1972

Narcotic Drugs:

Heroin	966.65	grams
Morphine	0	
Opium	0	
Other Opium Alkaloids	0	
Synthetics	1,363.2	"

Marijuana:

Cigarettes (21)	6	grams
Seeds	145.75	"
Bulk	31,306.20	"
Plant (227)	12,862.00	"
Hashish	501.46	"

Dangerous Drugs:

L.S.D. (600)	40	grams
Hallucinogens	0	
Hypnotics	31	"
Amphetamines	1,292.	"

SANTA CLARA POLICE DEPARTMENT

NARCOTIC AND DRUG SEIZURES

for 1972

Narcotic Drugs:

Heroin	15 grams
Morphine	0
Opium	0
Other Opium Alkaloids	2 "
Synthetics	0
Cocaine	1 "
Peyote	0

Marijuana:

Cigarettes (112)	117 grams
Seeds	180 "
Bulk	6,690 "
Plant (131)	7,414.6 "
Hashish	19 "

Dangerous Drugs:

L.S.D.	28.7 grams
Hallucinogens	.1 "
Hypnotics	988 "
Amphetamines	94 "



SUNNYVALE POLICE DEPARTMENT

NARCOTIC AND DRUG SEIZURES

for 1972

ESTIMATED

Narcotic Drugs:

Heroin	15 grams
Morphine	0
Opium	0
Other Opium Alkaloids	2 "
Synthetics	0
Cocaine	1 "
Peyote	0

Marijuana:

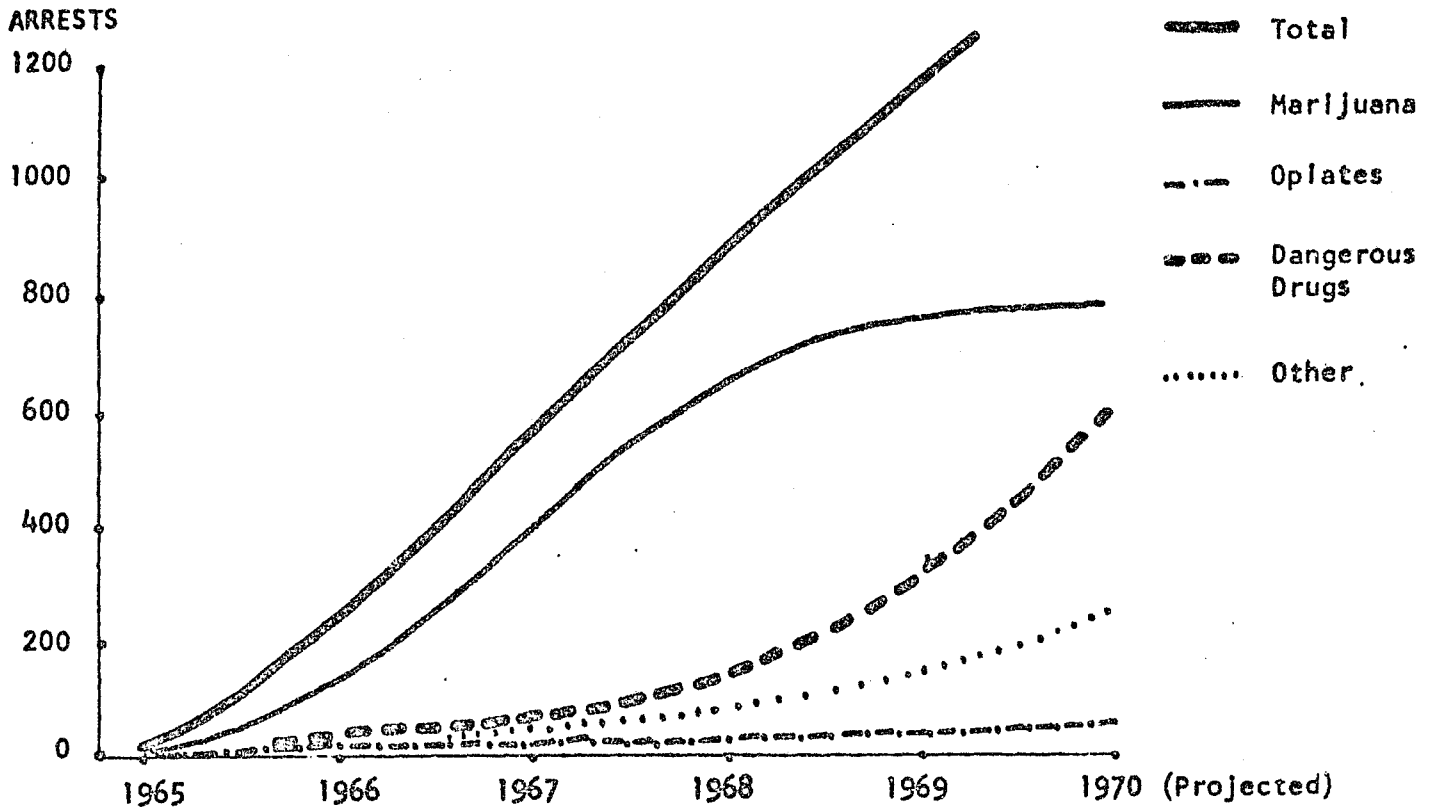
Cigarettes (112)	117 grams
Seeds	180 "
Bulk	6,690 "
Plant (131)	7,414.6 "
Hashish	19 "

Dangerous Drugs:

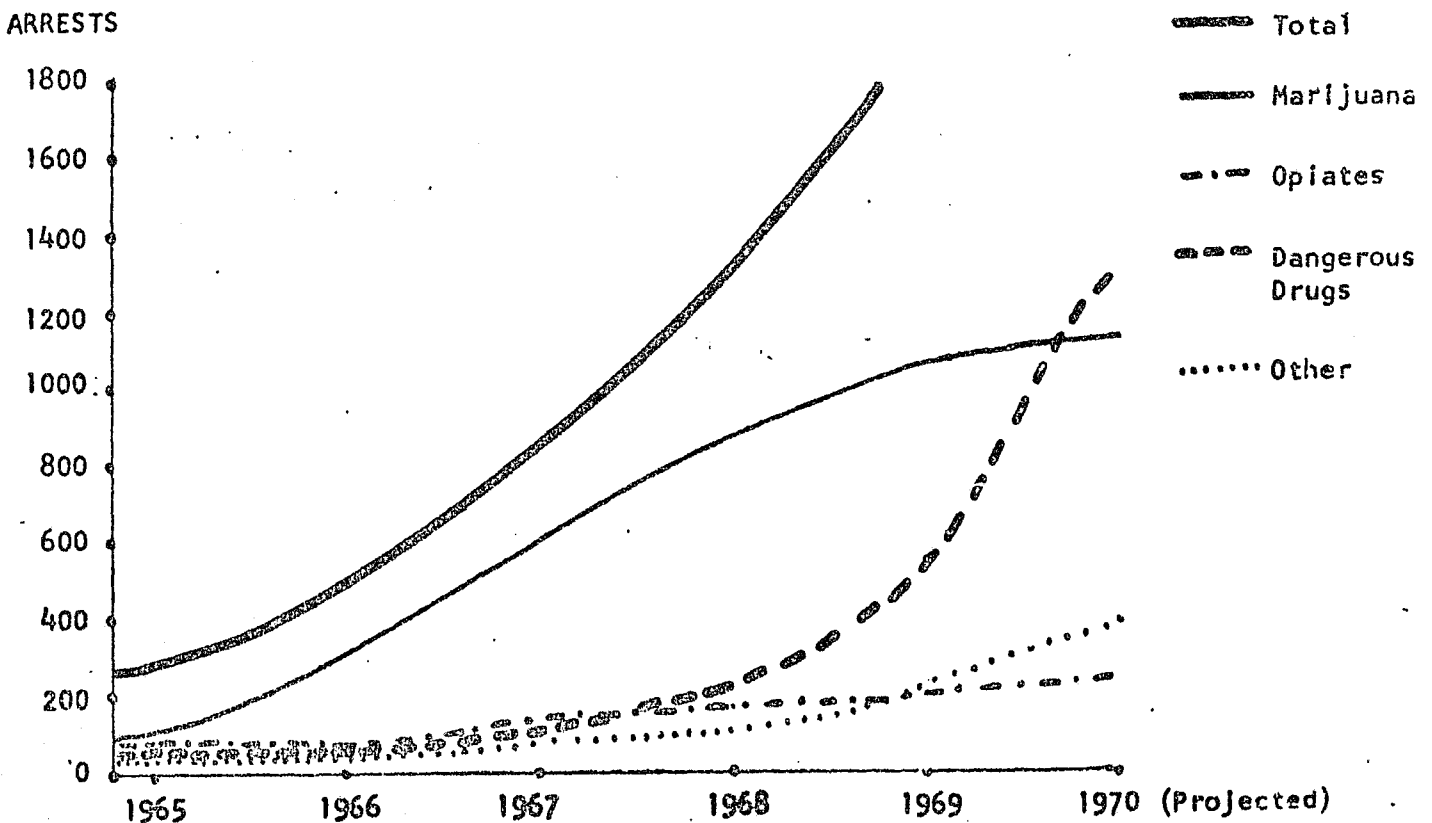
L.S.D.	28.7 grams
Hallucinogens	.1 "
Hypnotics	988 "
Amphetamines	94 "

APPENDIX A - 1

**JUVENILE DRUG ARRESTS - SANTA CLARA COUNTY**



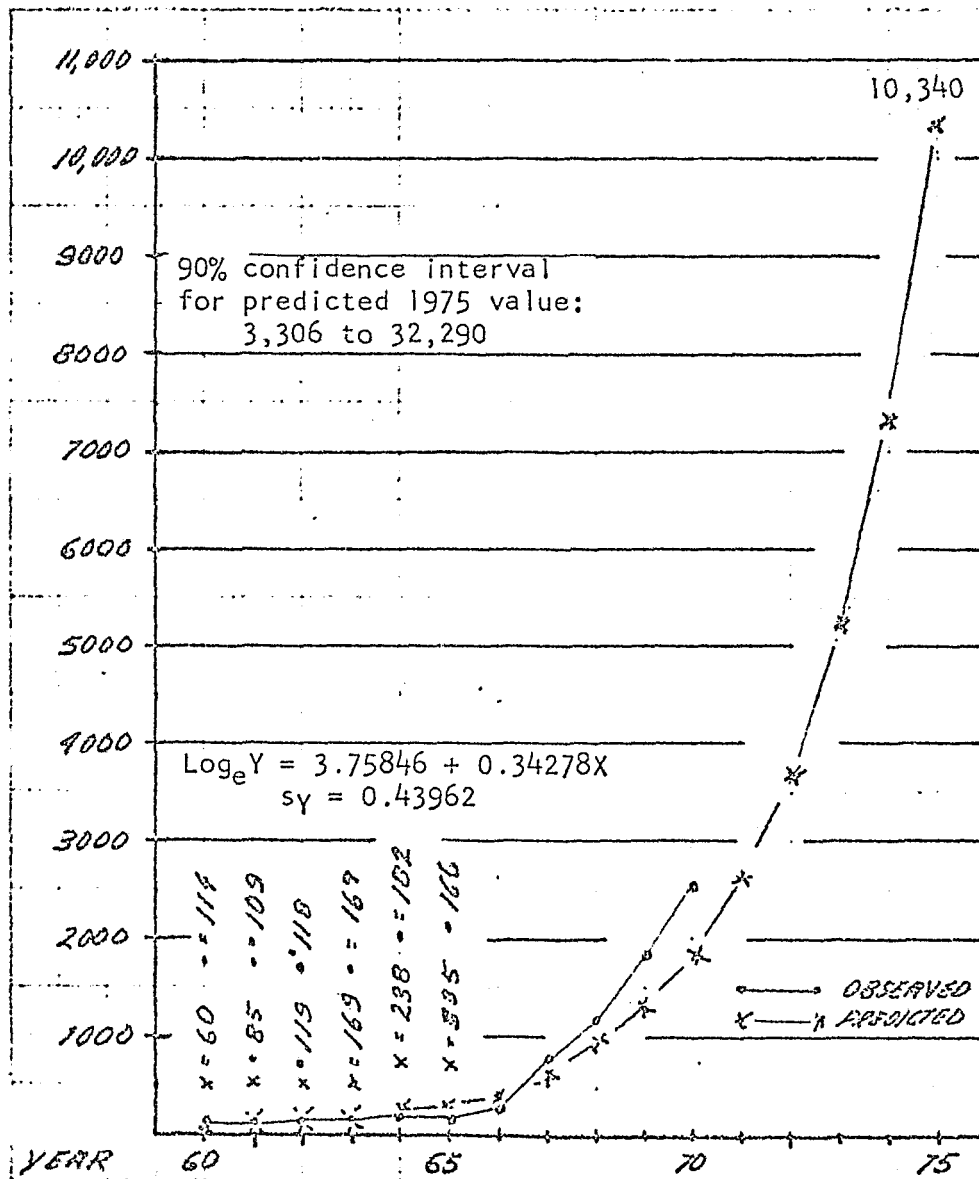
**ADULT DRUG ARRESTS - SANTA CLARA COUNTY**



DATA SOURCE: Drug Arrests and Dispositions in California, Bureau of Criminal Statistics, Department of Justice, State of California, 1965 through 1969 issues.

APPENDIX A - 2

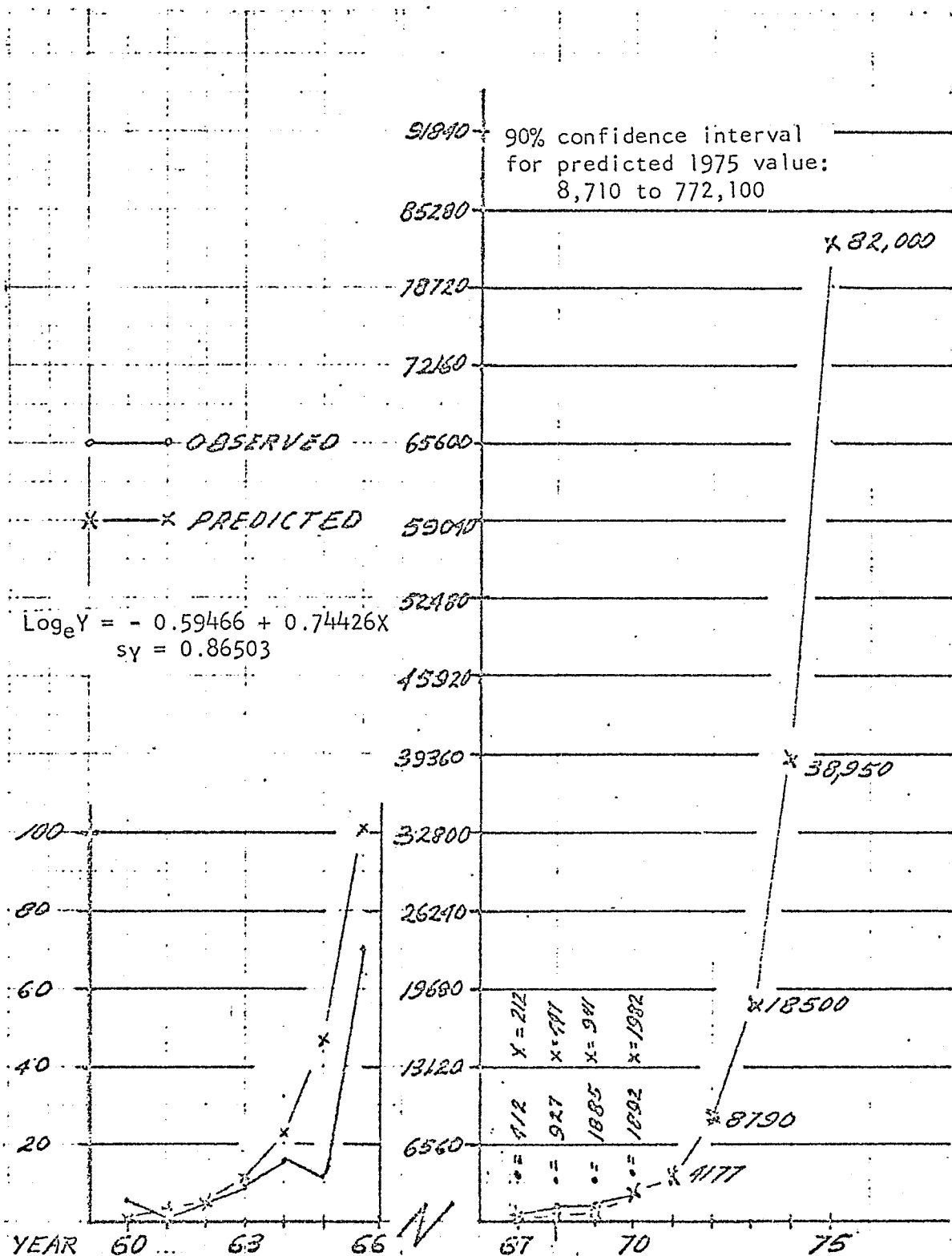
Chart 37 Adult Felony Arrests - Drugs/Narcotics Violations



NOTE: Projected adult felony arrests for drug and narcotic violations for base period and through 1975; taken from Santa Clara County Criminal Justice Trends, 1960-1970 (Santa Clara Criminal Justice Pilot Program, American Justice Institute, 1972), p. 106.

# APPENDIX A - 3

Chart 54 Juvenile Major Offense Arrests: Drug Law Violations



NOTE: Projected juvenile arrests for major drug/narcotic violations; taken from Santa Clara County Criminal Justice Trends, 1960-1970 (Santa Clara Criminal Justice Pilot Program, American Justice Institute, 1972), p. 138.

## APPENDIX B

TO: All Personnel

FROM: Lieutenant

SUBJECT: Re-designation of Assignments    DATE: Effective Aug. 7, 1972

The following program is an attempt to better the operating procedures of the Narcotics Bureau.

The changes of several positions was not done to slight anyone.

The program's success depends upon the willingness of all members of the Bureau to function in their new assignments. Keeping in mind that one of the main objectives of the Narcotics Bureau was to experiment with different structures of organization to determine which structure is best suited to fit the needs of law enforcement.

### SECTIONS

#### Buy Team

Sergeant A  
Deputy B  
Deputy C  
Deputy D  
Deputy E  
Deputy F

#### Enforcement

Sergeant G  
Deputy H  
Deputy I

#### Contact-Information

Sergeant J      9:00 a.m.- 5:00 p.m.  
\*Sergeant K      2:00 p.m.-10:00 p.m.

\*Deputy K will be temporarily assigned to Contact-Information until the position is filled with a sergeant. Deputy K will work from 2:00 p.m. to 10:00 p.m. daily, Monday through Friday.

### DUTIES

#### Buy Team

It is the responsibility of the sergeant in charge of the "Buy Team" to coordinate all purchases and to arrange for proper coverage of personnel. Additional duties include coordinating additional S/E\*\* contacts through the Information Team.

---

\*\*S/E = special employee, generally an informer who works with Bureau agents (occasionally paid). [comment added by AJI evaluator]

Only members of the "Buy Team" will be responsible for making purchases. When "Buy Team" members are not actively engaged in purchases of narcotics, they may be utilized in any other duty the team sergeant deems necessary.

#### Duties of Contact-Information Team

The following will be the daily duties of the Information Team:

One sergeant will work from 9:00 a.m. to 5:00 p.m.

The other sergeant will work from 2:00 p.m. to 10:00 p.m.

Their purpose will be to locate prospective S/E's. They will do the following on a daily basis:

- (1) Check the Daily Log for possible information leading to S/E's.
- (2) Make contact in the field/office where patrol makes an arrest involving narcotics.
- (3) Make contact in the jail with persons charged with crimes other than narcotics, but are known to be associated with narcotics.
- (4) On a regular basis, check with liaison officers for possible S/E's.
- (5) Make regular checks with parole officers for possible S/E's or searches involving parolees.

#### Duties of Enforcement Team

The Enforcement Team will be headed by a sergeant and staffed with two deputies. The Enforcement Sergeant will receive requests from the Buy Sergeant as to who is to be followed or what location is to be watched. It will be the responsibility of the Enforcement Sergeant to make detail reports available to the Buy Team. A major function of the Enforcement Team will be to obtain search warrants on suspected narcotic dealers. The sergeant in charge will be responsible for all possible cases brought to his attention by the Daily Log. He shall assign a deputy to make a follow-up report on every entry on the log. He shall also be responsible for coordinating his activities with the Buy Team Sergeant.

The Enforcement Team shall utilize such sources of information as the Adult Probation Department for lists of persons sentenced with search/seizure rulings.

The above program will be put into effect on August 7, 1972. Each person assigned to a position is only on a temporary basis. Should any member desire to change positions with his equal-ranked position, they will prepare a joint request to do so to the Director.

At any time deemed necessary by the "Buy Sergeant", any member of any team may be temporarily assigned to assist another section. Should this be necessary, the "Buy Sergeant" will notify the Director via employees report as to his actions.

# APPENDIX C-2

## MARIJUANA

ADULT FELONY AND MISDEMEANOR ARREST  
1971-72 - IN HALF YEAR SEGMENTS  
NUMBER and RATE per 10,000 POPULATION

JURISDICTION	First Half 1971		Second Half 1971		First Half 1972	
	Number	Rate*	Number	Rate	Number	Rate
Sheriff's Department**	177	8.5	234	11.2	218	10.4
Campbell	15	6.1	11	4.4	10	4.0
Gilroy	10	7.9	13	10.3	5	4.0
Los Altos	4	1.6	9	3.6	7	2.8
Los Gatos	25	10.5	13	5.5	15	6.3
Milpitas	14	5.2	18	6.6	15	5.5
Morgan Hill	12	18.5	12	18.5	4	6.7
Mountain View	70	13.7	48	9.4	59	11.6
Palo Alto	35	6.2	29	5.2	31	5.5
San Jose	290	6.5	249	5.6	312	7.0
Santa Clara	45	5.1	82	9.4	63	7.2
Sunnyvale	54	5.7	25	2.6	70	7.3
TOTAL	751	7.0	743	6.9	809	7.5

\*Rate per 10,000 residents based on 1970 Census Data provided by the County Planning Department, INFO titled "Socio-Economic Characteristics, Cities, Santa Clara County, April 1, 1970.

\*\*Sheriff's Department provides contract services to Cupertino, Los Altos Hills, Monte Sereno, and Saratoga, a total 1970 population of 55,280, plus an unincorporated population area of 153,712, a total population of 208,992.

APPENDIX C-4

OTHER DRUG ARRESTS  
ADULT FELONY AND MISDEMEANOR ARRESTS 1971-72 - IN HALF YEAR SEGMENTS  
NUMBER AND RATE PER 10,000 POPULATION

JURISDICTION	First Half 1971		Second Half 1971		First Half 1972	
	Number	Rate*	Number	Rate	Number	Rate
Sheriff's Department*	44	8.0	35	6.3	45	8.1
Campbell	-	-	8	3.2	14	5.6
Gilroy	1	.8	3	2.4	3	2.4
Los Altos	2	.8	2	.8	1	.4
Los Gatos	1	.4	3	1.3	-	-
Milpitas	4	1.5	5	1.8	3	1.1
Morgan Hill	-	-	-	-	8	12.3
Mountain View	20	3.9	9	1.8	16	3.1
Palo Alto	1	.2	8	1.4	6	1.1
San Jose	64	1.4	69	1.6	46	1.0
Santa Clara	6	.7	54	6.2	30	3.4
Sunnyvale	25	2.6	14	1.5	13	1.4
TOTAL	168	.2	210	12.0	185	1.7

\*Rate per 10,000 residents based on 1970 Census Data provided by the County Planning Department, INFO titled "Socio-Economic Characteristics, Cities, Santa Clara County, April 1, 1970.

\*\*Sheriff's Department provides contract services to Cupertino, Los Altos Hills, Monte Sereno, and Saratoga, a total 1970 population of 55,280, plus an unincorporated population area of 153,712, a total population of 208,992.



APPENDIX D

Page 1 of 3

DRUG ABUSE QUESTIONNAIRE

Please complete this form prior to the presentation today. You are not expected to know the answers to all the questions; please do as well as you can. Circle the number next to the answer you feel is correct. All answers are strictly confidential; information provided will be used only by American Justice Institute evaluators and reported in summary form-- No individual responses will be identified.

QUESTIONS

1. The effects of different drugs on the body are usually:
2. Drugs that reduce activity of the central nervous system are:
3. A drug that is often called an hallucinogen because of its effects is:
4. Drugs that usually increase the activity of the central nervous system are classified as:
5. The use of drugs will most likely:
6. Drugs that can cause drug dependence are:
7. Dependence on a drug exists when the user develops:

ANSWERS

1. the same for all drugs
2. different for different drugs
3. neutral
4. none of these
1. stimulants
2. depressants
3. hallucinogens
4. amphetamines
1. Luminal
2. marijuana
3. Benzedrine
4. heroin
1. barbiturates
2. depressants
3. amphetamines
4. barbital drugs
1. have no effect on physical activities
2. affect both menral and physical activities
3. have no effect on mental activit-ies
4. have no effect on either mental or physical activities
1. stimulants
2. depressants
3. hallucinogens.
4. all of these
5. none of these
1. physical dependence
2. emotional(psychological) dependence
3. both of these
4. either of these

QUESTIONS

8. The term "dependence" is most commonly associated with drugs that cause:
9. A person who has taken an amphetamine is likely to be:
10. Misuse of barbiturates is likely to cause:
11. Because of the effects it has on the body, LSD is most often classified as a(n):
12. Marijuana has been legally classified as a(n):
13. Drug dependence on marijuana will most likely include:
14. A dose of cocaine would most likely cause the body to become:
15. Opium is obtained from:
16. The effects of heroin will most likely cause:

ANSWERS

1. emotional dependence
  2. physical dependence
  3. physical and emotional dependence
  4. none of these
1. calm, quiet and inactive
  2. unsteady
  3. talkative and restless
  4. unable to stay awake
1. broken speech
  2. slowness of thought
  3. poor balance
  4. all of these
  5. none of these
1. stimulant
  2. depressant
  3. hallucinogen
  4. opium product
1. narcotic
  2. dangerous drug
  3. opium product
  4. stimulant
1. physical dependence
  2. emotional dependence
  3. physical tolerance
  4. all of these
1. depressed
  2. stimulated
  3. sleepy
  4. none of these
1. a flower
  2. a mineral found in most countries
  3. leaves of a plant found mainly in India and China
  4. the dried juice of the coca plant
1. a dulling of senses of fear, tension, and anxiety
  2. excitement and increased energy
  3. restlessness and oxygen in the blood
  4. inability to sleep or relax

QUESTIONSANSWERS

- |   |  |
|---|--|
| 17. Drug dependence on opium drugs may include:   | 1. physical dependence<br>2. emotional dependence<br>3. tolerance<br>4. all of these   |
| 18. A factor which contributes greatly to a person acquiring an addiction to a narcotic is:   | 1. association with addicts<br>2. experimentation with the narcotic<br>3. inexperienced doctors<br>4. all of the above<br>5. none of the above |
| 19. Physical dependence would probably occur with the repeated use of which of the following? | 1. amphetamines<br>2. barbiturates<br>3. hallucinogens<br>4. none of the above   |
| 20. The supply of marijuana to the U.S. comes mainly from:                                    | 1. Turkey<br>2. France<br>3. Mexico<br>4. China  |

THANK YOU

---

SINCE WE PLAN TO MAIL YOU A FOLLOW - UP VERSION OF THIS QUESTIONNAIRE, COULD YOU PLEASE GIVE US AN ADDRESS WHERE THE FORM CAN BE SENT (REMEMBER: YOUR RESPONSES ARE CONFIDENTIAL):

Name \_\_\_\_\_

Street and no. \_\_\_\_\_

City \_\_\_\_\_ Zip \_\_\_\_\_

Phone No. \_\_\_\_\_

--CONFIDENTIAL INFORMATION--

APPENDIX E

INDIVIDUAL REACTION FORM---To presentation by Santa Clara County Narcotics  
Bureau made on: \_\_\_\_/\_\_\_\_/73

1. To what extent do you feel that the presentation increased your awareness of the drug problem? (check one)

A great deal \_\_\_\_ Some \_\_\_\_ Not at all \_\_\_\_

2. To what extent do you feel that the presentation caused you to examine your own attitudes regarding drug abuse? (check one)

A great deal \_\_\_\_ Some \_\_\_\_ Not at all \_\_\_\_

- 3a. How many days has it been since you heard the presentation? \_\_\_\_ days

- b. Since that time (not counting immediately afterward), with how many people have you discussed some aspect of the presentation? (include family, friends, etc.) Number: \_\_\_\_

4. How would you rate the following? (check one for each)

	Very Good	Good	Average	Poor	Very Poor
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Overall presentation.....	____	____	____	____	____
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Clarity of presentation (did you understand most of it?)	____	____	____	____	____
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Content of preparation .....	____	____	____	____	____
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5. What was the most important thing you learned from the presentation?

\_\_\_\_\_  
\_\_\_\_\_

6. What was missing from the presentation which you feel would be important to future presentations? \_\_\_\_\_

\_\_\_\_\_

7. For purposes of analysis, we need the following information:

Sex: Male \_\_\_\_ Female \_\_\_\_ Parent? Yes \_\_\_\_ No \_\_\_\_ (you may be both)  
Age: \_\_\_\_ Student? Yes \_\_\_\_ No \_\_\_\_

TEACHERS ONLY:

How serious would you say the drug problem is in your school?

Very serious \_\_\_\_ Not very serious, but a problem \_\_\_\_

Not a problem at all \_\_\_\_



**END**