

VIRGINIA STATE CRIME COMMISSION

REPORT OF THE

ORGANIZED CRIME DETECTION TASK FORCE

TO

THE GOVERNOR

AND

THE GENERAL ASSEMBLY OF VIRGINIA



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To: The Honorable Linwood Holton, Governor of Virginia
and
The General Assembly of Virginia

Gentlemen:

We present the report of the Organized Crime Detection Task Force which furnishes the results of a study of organized crime activities in the Commonwealth of Virginia. This study was conducted pursuant to the instruction contained in House Bill No. 764 of the 1970 Regular Session.

Our comments on the recommendations made in the Task Force report are being furnished in a separate report which describes all of the activities of the Crime Commission during the year.

We wish to express our deep appreciation to the Task Force members, who zealously contributed a considerable amount of time and effort to the study of organized crime.

Respectfully submitted,

A handwritten signature in black ink that reads "Stanley C. Walker".

Stanley C. Walker
Chairman
Virginia State Crime Commission

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Foreword

This report is intended to present an objective account of crime conditions, and particularly of organized crime activities, in the Commonwealth of Virginia in the year 1971. It is also intended to appraise the effectiveness of the law enforcement system in controlling organized crime. Specific recommendations are being made in this report for actions which we believe will increase the effectiveness of law enforcement agencies, both individually and collectively.

The Task Force received splendid cooperation from law enforcement officials throughout the Commonwealth of Virginia. The crime study could not have been as thorough, nor could it have been completed timely without that cooperation. Our sincere appreciation is extended also to the many other State officials and employees who assisted us in our work.

Yours truly,

A handwritten signature in cursive script that reads "Harold E. Seyller".

Director, Task Force

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INTRODUCTION

The Virginia State Crime Commission was created by the 1966 General Assembly of Virginia for the purpose of studying matters relating to crime and its prevention. Recognizing the need for further study of various aspects of the criminal justice system in the Commonwealth, the existence of the Commission was continued by the 1968 General Assembly and the 1970 General Assembly. Copies of the legislation establishing and continuing the Commission are attached as Appendices I, II, and III. The Commission has submitted three reports to the Governor and the General Assembly describing its activities.¹

The 1970 General Assembly in continuing the work of the Virginia State Crime Commission instructed it specifically to study and report on the activities of organized crime in the State. Pursuant to those instructions, the Commission in March 1971 established an Organized Crime Detection Task Force and hired a director. The Task Force was given the responsibility to conduct the study and, in addition, to report on its findings and make recommendations as to the needs of law enforcement.

The Task Force members agreed that the objectives of the study would be as follows:

1. Determine the extent of organized crime activities in the State.
2. Identify problem crime patterns.
3. Evaluate the State law enforcement system as it relates to organized crime.
4. Make recommendations as to what law enforcement needs to control organized crime.

The Organized Crime Detection Task Force recognized the need for defining organized crime. They noted the definition contained in a report by the President's Commission on Law Enforcement and Administration of Justice which reads as follows:

“Organized Crime is a society that seeks to operate outside the control of the American people and their governments. It involves thousands of criminals, working within structures as complex as those of any large corporation, subject to laws more rigidly enforced than those of legitimate governments. Its actions are not impulsive but rather the result of intricate conspiracies, carried on over many years and aimed at gaining control over whole fields of activity in order to amass huge profits.

“The core of organized crime activity is the supplying of illegal goods and services—gambling, loan sharking, narcotics, and other forms of vice—to countless numbers of citizen customers. But organized crime is also extensively and deeply involved in legitimate business and in labor unions. Here it employs illegitimate methods—monopolization, terrorism, extortion, tax evasion—to drive out or control lawful ownership and leadership and to exact illegal profits from the public. And to carry on its many activities secure from governmental interference, organized crime corrupts public officials.”²

¹Report of the Virginia State Crime Commission “Toward the Control and Reduction of Crime” (1967); Report of the Virginia State Crime Commission “Crime in Virginia” (1970); Interim report of the Virginia State Crime Commission (1971).

²“The Challenge of Crime in a Free Society,” a Report by the President's Commission on Law Enforcement and Administration of Justice, February 1967, p. 187.

The Task Force felt that the following definition of organized crime was simpler and more appropriate for the study that was to be conducted.

“Organized crime is criminal activity that has such organization in depth within a community, and in breadth over a region or the nation, as to justify deep concern on the part of all citizens.”³

³ Journal of Public Law, Emory University Law School, Volume 20, Number 1, 1971, p. 33.

METHODOLOGY OF STUDY

The General Assembly, in establishing the State Crime Commission in 1966 and in continuing it thereafter, recognized that the serious problems, that have arisen in some other states because of the lack of control of organized crime, may exist in Virginia. In the other states, apparently the problems became serious because of the lack of early recognition and the failure to take appropriate steps to meet the problems. Since there was a lack of sufficient information to determine the extent of organized crime in Virginia, the General Assembly in 1970 instructed the State Crime Commission to conduct a study of organized crime activity in the State.

Application was made to Director Richard N. Harris, Division of Justice and Crime Prevention, Commonwealth of Virginia, for federal funds to cover the expenses of conducting the study of organized crime. As a result, two grants, 70-A357 and 71-A494, were made by the Division of Justice and Crime Prevention from funds made available by the Law Enforcement Assistance Administration, U. S. Department of Justice. Personnel of the Division of Statutory Research and Drafting furnished administrative assistance to the project, in particular John A. Banks, Jr., Staff Attorney, who served as Finance Officer.

As a means of carrying out its responsibility, the State Crime Commission in March 1971 established an Organized Crime Detection Task Force. Twenty-two persons were selected, all of whom are prominent in various aspects of criminal justice in the State. The membership includes representatives from the various parts of the State and is composed of members of the judiciary, commonwealth's attorneys, officials of State enforcement agencies, sheriffs, chiefs of police, and other ranking police officials. The State Crime Commission then selected Harold E. Seyller of Cincinnati, Ohio, to serve as Director of the Task Force. Mr. Seyller had approximately twenty-four years of law enforcement experience with the Intelligence Division of the Internal Revenue Service, as investigator, supervisor and manager. This experience included investigating and directing the investigations of persons engaged in racketeering and organized crime over a region of many states. The investigations related to violations of the tax laws and other federal laws. For approximately two years he was a member of the Strike Force organized by the U. S. Department of Justice to coordinate the activities of all federal enforcement agencies in the investigation of an organized crime family at Detroit.

The Director was authorized to hire a staff of investigators to work with him on the study. In view of the immediate need for criminal investigators experienced and trained in various aspects of organized crime and in evaluating law enforcement functions, he hired personnel who had retired from law enforcement agencies. These individuals had varied types of law enforcement experience and relationships. The investigators' experience covered not only organized gambling and racketeering activities, criminal violations of alcohol, tobacco tax and firearms registration laws, narcotics and dangerous drugs activity, but also criminal violations of local and federal laws, in general. The Special Investigators hired and a description of their experience is furnished below:

William J. Tarangelo—Approximately 18 years law enforcement experience with Intelligence Division, Internal Revenue Service, which included experience as investigator, undercover specialist, technical analyst, course developer, instructor, and Assistant Director of U.S. Treasury Law Enforcement Officers Training School. Much of his investigative experience dealt with organized

crime and racketeering activity. He served as Assistant Director of the Organized Crime Detection Task Force.

Kenneth E. McElroy—Approximately 22 years of law enforcement experience with the Intelligence Division, Internal Revenue Service, as an investigator and supervisor. Several years of the investigative experience dealt with organized crime and related illegal activities.

Joseph A. Gabrys—Over 31 years law enforcement experience with Metropolitan Police Department, Washington, D. C., and with the Federal Bureau of Narcotics and Dangerous Drugs. Included experience in conducting narcotics violations investigations, as well as five years experience in the national headquarters of the Bureau in a management position, assisting in the development of programs and procedures.

Francis A. Gard, Sr.—Over 21 years law enforcement experience with Alcohol, Tobacco and Firearms Division, U. S. Treasury Department, as well as other investigative experience. Included experience as an investigator, instructor and technical equipment specialist. Much of the investigative experience related to organized crime activity. In addition, he had extensive experience collaborating with police agencies in Virginia.

Eugene G. McCain—30 years in police work, the last 10 years of which was as Chief of Danville, Virginia, Police Department. He was first vice-president of Virginia Association of Chiefs of Police and for the past five years a member of its executive committee.

Josiah W. Balshaw—Approximately 20 years experience as investigator for the United States Air Force which included assignments as supervisor and instructor. Also 7 years as a United States Deputy Marshal.

Richard E. Brennan—Over 22 years law enforcement experience as a special agent for the Federal Bureau of Investigation, with posts of duty in the State of Washington, New York City, Washington, D. C., and Richmond, Virginia.

Richard L. O'Hanlon—Approximately 25 years of law enforcement experience as an investigator and manager with the Intelligence Division, Internal Revenue Service. An attorney, he was assigned for fifteen years in the headquarters office, developing plans, programs, procedures and policy for the Intelligence Division. In addition, he had experience in evaluating field operations.

The Task Force members agreed that the work of gathering information on organized crime would be performed by the Director and his staff. It was recognized that the cooperation of local law enforcement officials was vital to the success of the study. An important responsibility of the Task Force members was to develop and encourage this cooperation. In addition, the Task Force members assisted in identifying significant criminal operations and geographical areas where crime was most prevalent.

In planning for the visits to the law enforcement agencies an outline of interview was prepared for use by the investigators. Information was to be sought concerning all crimes in which organized criminal groups are usually found. The type of information sought included the following:

1. Specific incidents of organized crime activity.
2. Criminal operations in each community, the scope of which might indicate its organized crime potential.
3. Identification of major individuals involved in criminal activity in each community (criminal records and mug shots were obtained for office files).

4. Association of local individuals (whether or not engaged in illegal activities) with identified criminals from other areas.
5. Suspicious associations, incidents, or circumstances which might indicate major criminal operations.
6. The most serious problems facing law enforcement.
7. The information desired by a law enforcement agency from an intelligence system.

The types of crime which were covered in the program included the following:

1. Gambling (including bookmaking, sports betting, numbers, and card and dice games of an organized nature).
2. Narcotics and dangerous drugs.
3. Loansharking.
4. Prostitution.
5. Illegal liquor traffic.
6. Counterfeiting.
7. Burglaries and fencing of stolen property.
8. Arson.
9. Stolen credit cards.
10. Intent to cause civil disorder by militant groups.
11. Infiltration of racketeers into legitimate business for purposes of:
 - a. Investment of funds illegally gained.
 - b. Use as a cover for illegal operations.
 - c. Bankruptcy fraud.
 - d. Insurance fraud.
 - e. Embezzlement.

The Director established in his office an intelligence system to provide for the storage of the information obtained during the study and to facilitate the retrieval of the information for analysis and reporting purposes. A visit was made to the Intelligence and Special Services Unit, Organized Crime and Racketeering Section, U. S. Department of Justice, with the view of seeking information regarding the operation of its intelligence system. An offer was made and accepted for an employee of the Task Force office staff to go to Washington and receive training in the Unit as an intelligence analyst. Since the employee's return, some of the information concerning organized crime is being placed on magnetic tape and sent to the Intelligence and Special Services Unit for storage in its computer. This experience has provided an insight into some of the problems involved in setting up a computerized intelligence system. Both the information obtained and the operational experience will be helpful in establishing in Virginia a state-wide intelligence system.

The instructions of the State Crime Commission to the Task Force were to study organized crime activities in the State and to make recommendations of ways to strengthen law enforcement to control organized crime. They asked that the Task Force submit its final report by December 15, 1971. In order to perform this function, information necessarily had to be obtained concerning the law enforcement system of the State. In view of the time element for

submission of this report, the study could only encompass the obtaining of information already available in law enforcement agencies. The decision was made to visit all law enforcement agencies in the State—Federal, State, and local—to the extent possible during the time allotted for the study. The personal contact served the purpose not only of obtaining desired available information but also enabled the obtaining of information concerning the operation of the law enforcement agencies.

As a first step after the investigators were hired, they were allotted specific geographical areas to cover by personal visits to the heads of the law enforcement agencies in those particular areas. They were given a suggested outline of interview and instructed to obtain the information regarding the crimes described above. In addition to the information concerning crime, they were asked to discuss with the agency heads their needs for better law enforcement.

When visiting the various agencies the investigators received permission from the chiefs of the larger police departments and the sheriffs of the more populous counties to talk to members of their staff who were in direct charge of various investigative activities, such as narcotics, gambling and vice squads. This proved beneficial in that much information vital to the study was not available in the records of the agencies. It was only by means of conversations with the local investigators and the refreshing of their memory that many pertinent items of information were obtained.

The Task Force members held bi-monthly meetings at which time they were informed of the progress of the study. At these meetings their assistance and advice were obtained in the furtherance of the study. These meetings were all in executive session in accordance with a resolution which was approved by the Task Force at its first meeting. A copy of this resolution is attached as Appendix IV.

The heads of federal law enforcement agencies in the State were visited. Meetings were held with representatives of state enforcement agencies in neighboring states for the purpose of obtaining information concerning any organized crime activities which extended beyond the Virginia boundaries. Other purposes for the visits were to obtain information concerning their operations, their procedures for handling intelligence information, their methods for coping with organized crime and information regarding the structure of their law enforcement system. Visits were made in Washington, D. C., to the Organized Crime and Racketeering Section of the Department of Justice, the Law Enforcement Assistance Administration, the Bureau of Narcotics and Dangerous Drugs, the Department of Labor, and the Internal Revenue Service Intelligence Division.

During the course of the study, supervisors of drug squads in some of the State's major police departments indicated an interest in forming a state-wide association of drug abuse enforcement officers. The Director of the Task Force was invited to the initial meeting of the steering committee when plans were made for the formation of this association. He agreed to furnish the assistance of his office and of his staff in organizing the association. A primary concern of these officers was the lack of a system for the exchange of information concerning drug violators and, accordingly, this became the principal objective of the association. Another concern was the need for schools which offer training in more sophisticated techniques in drug investigations. The Director and his staff worked with the steering committee in developing a basic system for exchanging this information. The system is now in operation on a small scale and, with the permission of the Virginia State Crime Commission, the Director will continue to operate the system for the time being. Hopefully, the system will lead to a more sophisticated method of compiling information concerning drug violations and eventually other crimes. It is expected that ultimately it will be a computerized operation on a comprehensive state-wide

basis, compatible with the Virginia Criminal Information Network (VCIN) now being developed.

At the conclusion of the Task Force study, the Director and the members held meetings for the purpose of reviewing and analyzing the information obtained during the study and resolving their conclusions as to the extent of organized crime activity in the State and the capability of the law enforcement system of the State to control organized crime. Based on these conclusions, they formulated their recommendations which are presented later in this report.

The field work and research for this study was done from May to October, 1971. Analysis of the material gathered and report writing took place in November 1971, and the editing and production of this report was completed in December 1971.

STRUCTURE OF LAW ENFORCEMENT SYSTEM OF VIRGINIA

Police agencies in the State of Virginia are readily divided into two groupings, local law enforcement agencies of the counties, cities, and towns, and State law enforcement agencies, the largest of which is the State Police Department. Overall, there are approximately 380 law enforcement agencies in the State. The enforcement of the law in Virginia is primarily the responsibility of law enforcement officials in the counties, cities, and towns. In addition, certain personnel of some State regulatory agencies perform law enforcement functions. Also, many of the colleges and universities have security officers who have police powers. Below is a description of the present structure of both the local and state law enforcement agencies.

Virginia is unique among the 50 states in that the major cities constitute entirely separate jurisdictions from the 96 counties. Towns, generally of less than 5,000 population, come under the jurisdiction of the county in which they are located. This discussion will concentrate on the separate city and county jurisdictions, with the special problems of the metropolitan areas left to a separate section.

County Law Enforcement Agencies

Each Virginia county has an elected sheriff, a constitutional officer, who may retain various deputies to work directly under him. With respect to these jurisdictions, the sheriff's office is generally responsible for maintaining a jail, if one is located within the county, and in serving civil process and other duties incident to operation of the courts. Additionally, if there is not a county police force the sheriff has criminal jurisdiction in the county. The Sheriffs in the Counties of Prince George, Roanoke and York have special police department whose members enforce the criminal laws. Because of the size and density of population, the counties of Arlington, Chesterfield, Fairfax, Henrico, and Prince William maintain a police department separate from the sheriff's office. The sheriffs' departments are funded two-thirds by the State and one-third by the county while the police departments are funded solely by their local governments.

Town Law Enforcement Agencies

There are 194 towns located within the 96 counties; 154 of these towns maintain a small organized police department, headed by a chief of police or by a town sergeant. Although towns are subject to the county jurisdiction, the chiefs of police or town sergeants report directly to the mayor or town manager. Towns not having organized police departments depend on the county sheriff or county police force for law enforcement. The town police departments are funded solely by their local governments.

City Law Enforcement Agencies

A given geographical area may be designated a city by the General Assembly of Virginia. Whether the area is a city of the first class or a city of the second class depends generally upon population.

The twenty-three cities of the first class have municipal police departments, but the jailer and the process serving functions are delegated to the city sheriff, a constitutional officer who is analogous to the county sheriff. The 15 cities of the second class have no separate city sheriff, but share the sheriff with the surrounding county. Cities pay for all of their police force budget.

Each city police department is headed by a chief of police who reports to a

director of public safety, a city manager or other city official. All investigative functions of crime detection, whether before arrest or after, are generally under the supervision of the police department.

State Law Enforcement Agencies

Responsibility for investigation and disposition of crimes which are not within the capability of any one local law enforcement agency is in general vested in the Department of State Police.

The following State regulatory agencies also have personnel who perform law enforcement duties relative to their agencies' functions:

Alcoholic Beverage Control Board
Enforcement Division

State Corporation Commission
Enforcement Division
State Fire Marshal

Division of Motor Vehicles

Division of Forestry,
Department of Conservation and Economic Development

The Capitol Police exercise all the powers and duties of a general police department for the Capitol Square, located in Richmond. The State Department of Taxation does not have criminal investigators on its staff although criminal penalties for certain violations are included in the State Tax Laws.

Department of State Police

The Department of State Police is a law enforcement agency vested with the powers and duties to enforce all of the criminal laws of the Commonwealth of Virginia (Section 52-8, Code of Virginia), as follows:

“The Superintendent of State Police, his several assistants and police officers appointed by him are vested with the powers of a sheriff for the purpose of enforcing all the criminal laws of this State and for investigating any aircraft accident which occurs in the State, and it shall be the duty of the Superintendent, his several assistants and police officers appointed by him to use their best efforts to enforce the same.

Nothing in this section shall be construed as relieving any sheriff or sergeant, commissioner of the revenue, police officer, or any other official now or hereafter invested with police powers and duties, State or local, from the duty of aiding and assisting in the enforcement of such laws within the scope of his authority and duty.”

The Department is composed of six divisions, each of which covers a geographical section of the State. Each division has seven or eight area headquarters. The commanding officer of each division reports to a field supervisor at the administrative headquarters at Richmond. Under guidelines and policies set by the Administrative Headquarters office each division operates more or less autonomously.

The State Police enforce Virginia's highway safety and criminal laws, and in so doing, they patrol highways, operate a State Police radio and communication system, supervise vehicle inspection stations, promote highway safety, and adopt standards for motor vehicle appliances, accessories, and safety devices. The bulk of the manpower of the State Police is devoted to the highway patrol. During the year 1970, the Department reported 226,682 arrests, of which 187,913 were for traffic offenses. The State Police do not routinely patrol the streets of counties, cities and towns where there are organized police

In case of riots or other disturbances, the State Police, when requested by local authorities, are sent to troubled areas and assume concurrent jurisdiction with the local officers. The State Police also perform investigations for the Attorney General who has no separate investigative staff.

An important function of the State Police is to assist in the investigation of crimes, especially major crimes, when requested by local authorities. For this purpose, the Department has approximately sixty investigators who are allocated to the six divisions and perform their investigative duties under the direction of the division commanding officers and their staffs.

In April 1970, Governor Linwood Holton instructed the Superintendent of the State Police to strengthen and expand the activities of the Department of State Police in the enforcement of all laws relating to narcotics and drug abuse. The State Police were authorized to create six additional investigator positions for work exclusively in drug law investigations. Pursuant to the instructions, the State Police assigned an additional investigator to each of its six divisions and also transferred twenty-five troopers from patrol work for use as undercover investigators.

The 1971 General Assembly, aware of the serious drug problem in the State, appropriated additional funds to enable the State Police to increase its activities in the enforcement of the drug laws. As a result, the Department currently has assigned to its six divisions a total of forty-eight troopers and twelve investigators who are working on drug investigations exclusively. Prior to 1970, the investigators were conducting such investigations as part of their general investigative duties.

Although the State Police have concurrent jurisdiction with police officials in all localities in the State, it is the Department's policy to conduct a criminal investigation in any locality only after receiving a request from, or at least obtaining the consent of the head of the local enforcement agency. Rarely is there a deviation from this policy.

The State Police have the responsibility of operating the Central Criminal Record Exchange (CCRE). This is a system for keeping records of all arrests reported to it by law enforcement officials in the State. The disposition by courts of these arrests are also reported to and maintained by CCRE. The information in the criminal record files is now being computerized for rapid retrieval.

The State Police also are responsible for the development of an automated information network known as the Virginia Criminal Information Network (VCIN) which will have terminals in many of the law enforcement agencies in the State. This state-wide network, which will be operative shortly, will have a computer-to-computer interface with the National Crime Information Center (NCIC), operated by the Federal Bureau of Investigation, Department of Justice.

Cooperation Between Agencies

During 1968, cities, towns, and counties in Virginia expended approximately \$44 million on police agencies. These expenditures ranged from a low of \$1,035 for the New Castle Town Police to a high of approximately four million dollars for the Richmond Police Department. During this period there were three counties with a police budget of over \$1 million and a force of over 100 men, and six counties with budgets of less than \$10,000 and three men or less. Eight cities in Virginia had police budgets of more than \$1 million and 11 cities had a police force of more than 100 men. During the same period, there were 55 towns with police budgets less than \$10,000 and seventy towns with police forces of exactly one man.

The wide variation in sizes and budgets of local police agencies, and

concomitant discrepancies in quality of training and equipment, make the problem of interaction and cooperation very difficult.

The cooperation between the law enforcement agencies in the Commonwealth, with few exceptions, is of an informal nature and based on personal relationships between officers of the agencies involved. In several metropolitan areas, steps have been taken towards the formation of metropolitan enforcement groups (MEGs) to provide coordinated and cooperative attacks on the drug abuse problem. The primary purpose of a MEG is to detect, investigate and apprehend narcotic and dangerous drug traffickers within a metropolitan area.

The only enforcement group of this type operative at this time is that which was formed by the police departments of the cities of Petersburg, Hopewell and Colonial Heights and Prince George County. The group, which is composed of officers from each police department, has operated since July 1971, without regard to the boundaries of the four jurisdictions. Because of the involvement of military personnel in the trafficking in narcotics and dangerous drugs, a representative of the Provost Marshal at Fort Lee cooperates with the group.

Police departments in the Northern Virginia area have been cooperating for some time with the Washington, D. C. Metropolitan Police Department and police departments in nearby Maryland in various law enforcement efforts, principally in the exchange of information. Under the sponsorship of the Council of Governments, which is made up of local governments in the Washington, D. C., metropolitan area, a metropolitan enforcement group is being organized for the purpose of investigating narcotics and drug violations in the metropolitan area. The police departments from Virginia which will participate are from the following jurisdictions: Counties of Arlington, Fairfax, Loudoun and Prince William, and cities of Alexandria, Fairfax and Falls Church. It is expected that the group will be activated about January 1, 1972.

A Regional Narcotics Strike Force in the nature of a MEG is being organized for the Richmond metropolitan area. Police departments from the following jurisdictions will participate: City of Richmond and counties of Charles City, Chesterfield, Goochland, Hanover, Henrico, New Kent and Powhatan.

The only regional information network in Virginia which has been automated is the Tidewater Electronic Police Information Network (TENPIN), which provides for the storage and retrieval of information concerning wanted persons, stolen articles, stolen vehicles, surveillance data, probation and parole and aliases. Twenty-one law enforcement agencies in the Tidewater-Peninsula area participate, some of which are Federal agencies.

Recently, an association of drug investigators in the State was organized under the name of Virginia Association of Drug Abuse Enforcement Officers (VADAEO). A primary purpose of this organization is the providing of a means for the sharing and exchange of intelligence and information concerning investigative techniques, methods and equipment.

As a means of encouraging and facilitating cooperation between law enforcement agencies in Virginia in the enforcement of narcotics and drug laws and in certain emergencies, the 1970 General Assembly enacted legislation which authorizes the governing body of any county, city or town in the Commonwealth to enter into a reciprocal agreement with any county, city or town, within or without the Commonwealth, including the District of Columbia, in order to establish a plan for mutual aid (Section 15.1-131, Code of Virginia—attached as Appendix V). The legislation also authorized the governing bodies of any counties, cities, and towns in the Commonwealth to enter into agreements which would provide for the consolidation of police departments, or divisions thereof, or cooperation in the furnishing of police

services (Section 15.1-131.3, Code of Virginia—Attached as Appendix VI). The legislation provides that policemen or other officers when acting under lawful authority beyond the territorial limits of their jurisdictions would have the same powers, rights, and immunities, in every jurisdiction subscribing to the agreement, including the authority to make arrests.

Portions of the information presented in this section of the report were obtained from the State Comprehensive Plans, Fiscal Years 1970 and 1971, prepared by the Division of Justice and Crime Prevention for the Virginia Council on Criminal Justice.

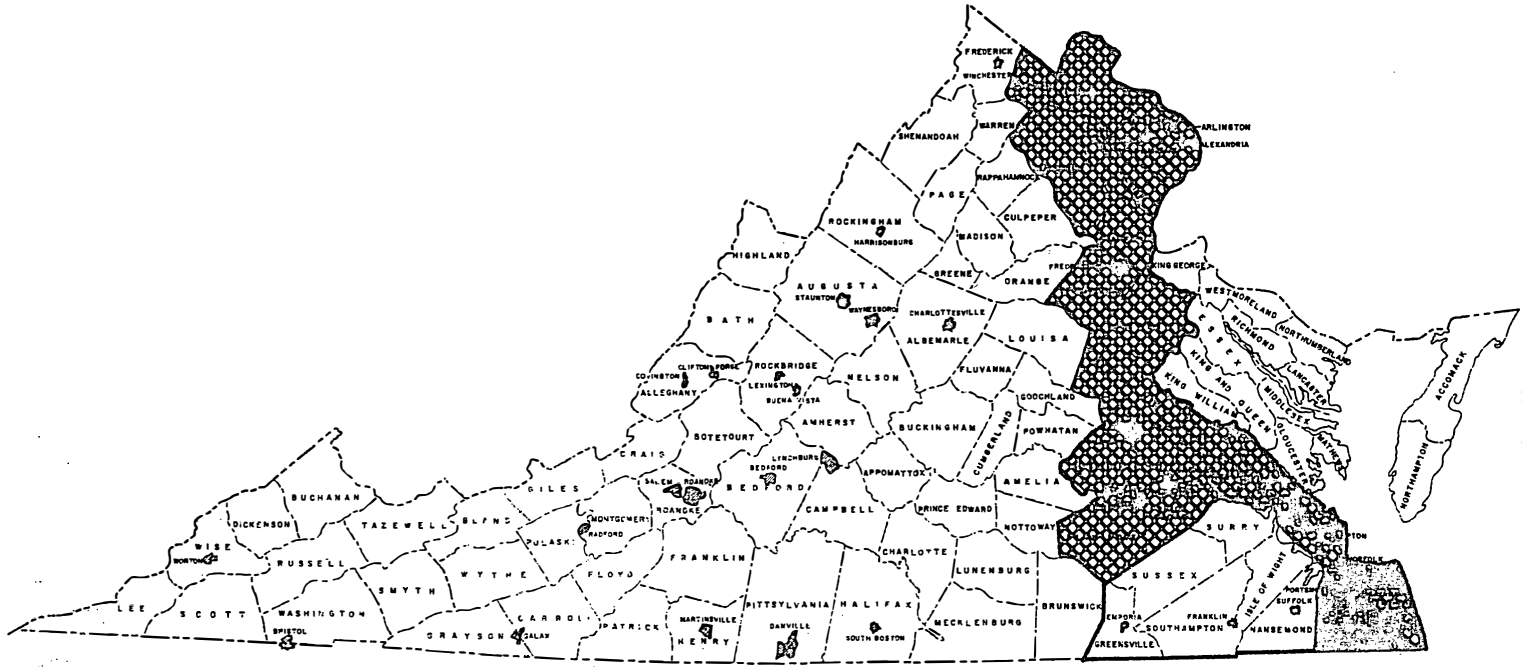
ECONOMIC AND OTHER FACTORS AFFECTING LAW ENFORCEMENT

The Commonwealth of Virginia has the advantages of (1) a location at the center of the eastern seaboard of the United States which gives it commercial access to the densely populated Northeast; (2) a fine system of expressways, which extend to all portions of the State; (3) international airports and large seaports which encourage travel and trade, both national and international in nature; (4) abundant water, rich farmland, and a relatively temperate climate; and (5) a high concentration of places of scenic beauty and historical interest.

Population and Economic Growth

As a result of the above attributes, the rate of increase in the population of the State has exceeded the national average. The economy of the State has expanded in a similar manner. The population and economic expansion has been most significant in the eastern portion of the State. The urban corridor, which has been well established between Boston and Washington, D.C., for many years, is now extending southward through Richmond to the Tidewater-Peninsula area (Map I). The latter area, which includes Norfolk, Newport News, and the surrounding cities and counties, is the most populous metropolitan area in the State. Growth in the central and western areas of the State has not been as rapid. However, the extension of the interstate highway system and the development of a feeder highway network have made these areas readily accessible to tourists and sports-minded people from the densely populated areas to the east and north. Along with increased tourism, the economic development of the areas to the west has been increased by the attraction of the natural resources which are found there, such as minerals and timber.

VIRGINIA'S URBAN CORRIDOR



MAP I

GOVERNOR'S OFFICE
DIVISION OF STATE PLANNING AND COMMUNITY AFFAIRS

Increase in Crime

Accompanying the increase in population and income in the state there has been an even greater increase in crime throughout the State. Virginia does not differ from the rest of the nation in this respect. The same advantages, which have brought population and economic growth (location, highway system, historical interest, and resort and vacation attractions), have also brought increasing numbers of travelers and temporary residents. While the relationship cannot be determined exactly, it is apparent that areas having a rapid increase in population experience a decided increase in their crime rates. Understandably, the metropolitan areas are experiencing the greatest increase in crime. With the urbanization of the State and the increased affluence of its citizens, many of the criminals have found it expedient and profitable to join together in their illegal activities and expand their operations beyond their own community. In some instances, the activities extend into other states. Factors, other than the rapid population and economic growth, which have an influence on the crime rate, are discussed below.

Military Establishments

The numerous military establishments located in the State bring obvious economic benefits. Large numbers of temporary residents are given the opportunity to become acquainted with the attractions which the State offers. The concentration of military personnel and their families, who are mostly young, lures the unscrupulous merchants and purveyors of illegal services, who wish to exploit their naivete and inexperience. Experience has shown that the transient population includes some persons who commit crimes on and off the military reservations.

Ease of Travel

The state system of expressways, the international airports and large seaports encourage travel into and within the State for both pleasure and business. But these facilities also lend their advantages to the criminals. An analysis of crime reveals that many criminals from other states have found the ease of travel helpful in perpetrating crimes within the State and then quickly fleeing to their base of operations elsewhere. The large volume of shipping of all types, (military, commercial and pleasure) which utilize the seaports lends itself to the bringing in of contraband from other parts of the nation as well as from foreign countries.

Fragmented Enforcement

Historically, the fight against organized crime, as well as crime in general, has been weakened by fragmentation of enforcement. This lack of coordination makes law enforcement efforts especially ineffective against individuals or groups whose criminal activities extend into several communities. This is a particular problem in Virginia since the two most populous areas (Northern Virginia and Tidewater-Peninsula) each are divided into several political jurisdictions of somewhat comparable size. The lack of a large core city in the Tidewater-Peninsula area makes coordination more difficult, and, at the same time, even more necessary. The problem is compounded when, as in the case of Northern Virginia, the core city is outside of the State.

Portions of the information presented in this section of the report were obtained from the State Comprehensive Plan, Fiscal Year 1971, prepared by the Division of Justice and Crime Prevention for the Virginia Council on Criminal Justice.

FINDINGS AS TO ORGANIZED CRIME ACTIVITIES

This section of the report presents the information obtained by the study concerning organized crime activities in Virginia. We feel that the material presented will support the conclusions and recommendations stated elsewhere in the report. The information is presented in categories according to the type of crime. Particular emphasis is placed on the following crimes for which the most evidence of organized activity was disclosed:

1. Gambling.
2. Narcotics and Dangerous Drugs.
3. Burglaries and Fencing of Stolen Property.

In addition, the information is presented with reference to metropolitan and geographical areas of the State. In this way crime patterns to some extent are disclosed as they exist in the different parts of the State.

References will be made to specific cases which resulted in arrests and convictions for the various crimes. These are furnished to show criminal activities in the past. Other information available, some of which cannot be presented because of the confidential source, or because it pertains to current investigations, indicates that the same illegal activities are currently in progress either by the same individuals or by others. In those instances where the activities of criminal organizations are described, there is no indication that the pattern of criminal activity has been altered by any arrests that have been made. In some instances it is indicated that the degree of the criminal activity has increased rather than decreased.

Particular emphasis is being given in this report to the violations of narcotics and drug laws because it is evident that this is the most serious problem facing law enforcement today, not only in Virginia but in most parts of the United States.

The definition of organized crime by the President's Commission on Law Enforcement and Administration of Justice which was quoted in the introductory section of this report includes the statement that "organized crime is a society . . . , subject to laws more rigidly enforced than those of legitimate governments." Since this type of society does not have access to the law enforcement agencies or the courts for the enforcement of discipline, it has established its own means of enforcing its rules. The classic method of such enforcement is execution, usually by a hired assassin from another area of the country.

Accordingly, one of the prime indicators of the presence of organized crime activities in any area is the occurrence of gangland type murders. One or more of these murders have recently occurred in each of the three major metropolitan areas in the State. The circumstances of such killings usually distinguish them from "crimes of passion" by the presence of evidence that the crimes were premeditated. While the underlying motive of profit is usually present, a struggle for power is frequently also involved and the need to enforce discipline or provide an object lesson to possible future transgressors. Frequently, the victim is an associate who is suspected of violating their code of secrecy by acting as an informer to police authorities. While such incidents usually end up as unsolved cases in the official files of the law enforcement agency involved because of the inability to obtain testimony from witnesses, police authorities often have reliable information regarding the motive for the killing and the identity of the perpetrators.

Recently in the City of Richmond, there have been at least three murders which the police suspect were connected with the illegal heroin traffic. One was particularly heinous in that the victim was first beaten with chains, then doused with gasoline and set afire. In addition, there was an attempted murder of a police undercover officer and numerous attempted murders of individuals involved in the heroin traffic.

GAMBLING

The main source of revenue for organized crime is professional gambling, which historically has been a great source of corruption. The Task Force study covered all sections of the State, and the investigators for the Task Force talked to most of the law enforcement officials in Virginia at all levels of government in developing pertinent information as to the present status of illegal gambling in the State. Illegal gambling takes many forms ranging from lotteries, such as "numbers" or "policy," to off-track betting, bets on sporting events, dice games and illegal casinos. While professional gambling on some scale is conducted in all parts of the State, there are some areas where it is a very large activity.

Most bookmakers accepting large wagers on horse races and sporting events have out-of-state connections and are dependent upon organized "Lay-off" betting systems to prevent severe losses when more money is bet on one horse or one sporting event contestant than the bookmaker could pay off if that horse or contestant should win. A handbook operation must have some aspects of organized crime because no individual bookmaker, if he is of any size can work independently. He has to have connections with other bookmakers. This is an informal form of organization. In addition, he has to get the betting line so he knows what odds he can give to his bettors. He must keep current with this information especially in sports where the line changes from day to day and sometimes from hour to hour.

Another important and very prevalent form of gambling is numbers, which is a very lucrative form of gambling. Numbers are being operated in all of the larger cities and counties and even in some of the smaller cities. One numbers operator is alleged to have won \$10,000 from one person during a short period, which indicates that numbers lotteries are no longer the nickle, dime or quarter operations they may have been years ago and that bettors come from all strata of society. Now they are big money operations as the result of using various gimmicks in the way of parlaying bets and various combinations of numbers, which encourage larger bets than used to be the case.

The following is a brief explanation of the terms "numbers lottery" and bookmaking.

Numbers or policy is a form of gambling based on the player's selecting a particular three digit number. The winning number is determined in various ways but the most prevalent method used today is by adding the prices paid on all the winning horses in a particular race or races at a particular track (the details of computation are not necessary for our discussion). The bettors wager an amount of money which can vary from pennies to dollars on a particular three digit number and if it is the correct number for that day he is paid varying odds, usually 500 to 1, but the payoff odds vary according to area and may be as low as 400 to 1. Needless to say, the actual odds that the player will select the correct number are 1000 to 1, which leaves the operator from 50 to 60 percent for commissions, expenses and profit. The actual movement of a numbers wager is that the player places his wager with a writer who receives a commission of 20 to 25% of the wager. The writer turns in his bets to a pick-up man or a control man who receives a salary or a commission of 5 to 10% of the wagers passing through his hands. The control man forwards the bets from all

his writers to the bank or count house where the bets are retained until the winning number is determined and the slips containing winning numbers are computed. As can be seen from the above, the backer or operator may have a gross profit margin of from 15 to 35% out of which he must pay salaries, rent, legal and other expenses before he arrives at his net profit.

In an effort to frustrate police activity in Virginia, more and more numbers operations have been using the telephones. In these cases, the writers call their wagers into the control man and he calls his summaries into the bank or, in the case of smaller operations, the writer calls the bank directly. To be even safer, many numbers operations have the control man call the writers at a certain time each day and the bank calls the control man at a later time each day. In this way, the writers and control man do not know the location of the bank and cannot assist the police even if they so desire.

Bookmaking is the form of gambling which involves the acceptance of wagers on horse races and sporting events. The bookmaker usually pays the prices paid at the track on horse race wagers up to a certain limit. His profit in the case of horse wagers comes from the fact that track prices are computed on a pool of all money bet on the race from which approximately 17% has been deducted for state taxes and track expenses and profits and from the fact that he limits his odds. In the case of wagers on sporting events the bookmaker has built in a percentage advantage. For example, in the case of baseball, the price on a game may be quoted at $7\frac{1}{2}$ - $8\frac{1}{2}$ which means the bettor must wager \$5 to win \$7.50 if he picks the underdog and must wager \$8.50 to win \$5 if he picks the favorite. In the case of football, points are given to the favorite team and the bettor must wager \$6 to win \$5 no matter whether he picks the favorite or the underdog.

Bookmakers in Virginia generally have a number of agents who each have a number of bettors, which can vary from 10 to 50 or more, who place their bets with them. The agents in turn call their bets into a telephone room which the bookmaker has established and which is staffed by one or more clerks and equipped with one or more telephone lines. In the interest of security, many of the bookmakers are now requiring their clerks to telephone the agents at certain times of the day in order to avoid divulging the location of the telephone room.

In order for a bookmaker to operate effectively, he must have access to certain facilities and to larger operators who are highly organized and usually dominated by members of organized crime. A bookmaker must have access to lay-off bookmakers who will accept much larger bets. This permits the smaller bookmaker to balance his books on sporting events and to dispose of an excess of bets on a particular horse or sporting event. A bookmaker must also have access to an organization which sets the line (point spread or odds) on sporting events in order to quote the line to his bettors and to remain on a common ground in laying-off with other bookmakers. The final facility a bookmaker needs is a wire service to obtain race results quickly and accurately so as to compute his winning bets and pay off his bettors.

In an effort to prevent the seizure of their records for use as evidence by law enforcement officers, the bookmakers and numbers operators have developed various means by which their records of bets can be quickly destroyed, such as by burning, dissolving or shredding. Many in this state have resorted to the use of "flash paper" or "soluble paper," and keep incinerators or receptacles of water near the records for quick destruction.

In some areas of the State, card and dice games are a popular form of gambling. These are professionally-backed games and not friendly games. Some operate several nights of the week—on some nights for smaller stakes and on other nights for higher stakes. In some of the big games there is a \$500 "buy-in".

The house cut in this operation could run from several hundred dollars on a given night to as high as several thousand dollars. Such an operation if unmolested could net over \$100,000 a year. With that amount of profit involved substantial payments for protection to operate are possible, which is also true with respect to large handbook or lottery operations.

In trying to determine the extent of gambling in the State, the enforcement activity of the Federal Government with regard to illegal gambling has been analyzed. The Federal Bureau of Investigation and the Internal Revenue Service, when the latter was still making wagering investigations as late as January 1968, did considerable work throughout the State. They conducted many raids and made arrests in the northern part of the State and in some other sections.

Although some gambling exists in all parts of the State, it is particularly prevalent in the urban corridor of Virginia, which extends from the Northern Virginia areas through Fredericksburg, Richmond, Petersburg to the Tidewater-Peninsula area, including Newport News, Hampton, Norfolk and Virginia Beach.

Northern Virginia Area

The numerous investigations conducted by the Federal Government in Northern Virginia have shown that these revolve to a great extent around Washington, D.C., gamblers. Some of these have at times based their operations in Northern Virginia, and in many cases they have branches or agents working in Virginia to handle that segment of their customers. One bookmaker has stated that he operates in Northern Virginia because it does not have a wiretap law. Following are some of the cases resulting from federal investigations and state and local police actions.

In May 1961 Intelligence Division agents of the Internal Revenue Service arrested on a farm in Loudoun County, Virginia, two of the largest numbers lottery operators in the District of Columbia and six of their employees. They were using the farm as the headquarters for the operation and, at the time of arrest, \$8,800 in currency and records which reflected daily gross wagers of \$12,500 were seized.

Early in 1965 the Internal Revenue Service Intelligence Division initiated an investigation of numbers activity in a government office located in Northern Virginia. The investigation ultimately led to a numbers bank in Washington, D. C., which was successfully raided. Records seized at this location disclosed that the daily wagers totaled about \$6,500 and revealed that numbers bets by persons in many government agencies in Washington, D. C., and Virginia were handled by the bank. The five major figures in this gambling operation were subsequently indicted with the principal backer receiving a five year prison sentence.

In November 1967 Internal Revenue Service Intelligence Division agents arrested three men at a bookmaking telephone room in Suitland, Maryland. These men, two of whom were Virginia residents and one a former resident, were subsequently indicted and convicted of interstate travel in aid of racketeering (gambling) and interstate transportation of wagering paraphernalia, in the U.S. District Court, Baltimore, Maryland. At the time of the raid records were seized which indicated daily gross wagers of over \$10,000 on numbers, horse and sports bookmaking and that the men also ran a football pool operation. It was alleged that the operation had in excess of fifty writers in Virginia, Maryland, and the District of Columbia and that there were daily telephone calls to a club in Maryland which was the headquarters of a major organized crime family member.

In January 1968 Internal Revenue Service Intelligence agents, after a long investigation, arrested two men at a residence in Alexandria, Virginia, where they were operating a bookmaking telephone room. At the time of the arrest one of the principals was heard to say that on one weekend he received bets on sports totalling \$100,000. These men and one other, a Washington, D. C., resident, were subsequently indicted and found guilty in the U. S. District Court in Alexandria, Virginia, where they received eight-year prison sentences for interstate travel in aid of racketeering (gambling). Testimony at this trial disclosed that the gambling operation covered Virginia, Maryland, and Washington, D. C., and involved football pool cards and dice games as well as horse and sports bookmaking. It is believed that his operation was backed by a major Washington, D. C., gambler and organized crime figure who had been arrested several years earlier in connection with the operation of a gambling casino in Southern Maryland which was jointly conducted with a representative of a Florida organized crime family.

Two Alexandria, Virginia, residents were convicted in 1964 and sentenced to two years in prison for violating Federal statutes by using wire communication facilities to transmit bets between Fairfax County, Virginia, and New York City. They allegedly handled about \$12,000 in wagers per day. One of them, along with a new associate in his bookmaking operations, which included accepting wagers from Northern Virginia area residents, was arrested by the Federal Bureau of Investigation in May 1971 for interstate gambling violations. In addition, the principal of this bookmaking operation, except for periods of incarceration, has allegedly been continuously engaged in illegal gambling activities.

Records seized in raids in 1969 and 1970 on gambling operations in Washington, D. C., indicated that in many of these operations calls were made to telephone numbers in Northern Virginia, Richmond, Petersburg and the Tidewater-Peninsula area. In addition, many of the arrested Washington gamblers had previously operated in Northern Virginia.

One of the larger bookmakers operating in the Washington metropolitan area, who was arrested in 1962 by the Intelligence Division agents of the Internal Revenue Service for violation of the Federal wagering tax laws, was arrested on August 7, 1970, by the Fairfax County Police after simultaneous gambling raids were made in Fairfax County, Virginia, Prince Georges County, Maryland, and Washington, D. C. In the Fairfax County raid numerous betting slips covering horse bets, baseball bets and lottery numbers were seized, together with \$7,606 in currency. The betting slips seized indicated a daily volume of wagering of approximately \$20,000. On December 18, 1970, he was arrested by Prince Georges County, Maryland, police for operating a numbers lottery. Fourteen of his associates in the operation were also arrested.

On March 15, 1971, the above individual was arrested by the Arlington County Police for operating a numbers lottery and accepting wagers on horse races and sporting events. In the raid made incident to the arrest \$3,400 in currency and betting records were seized. These records indicated that the daily gross wagers approximated \$11,000. In September 1971 his son was arrested by the Arlington County Police on the charge of operating a lottery.

Fredericksburg, Virginia, Area

The Fredericksburg Police Department arrested a local resident on February 6, 1971, at his business establishment on the charge of possessing horse race betting slips. Incident to the arrest numerous horse race betting slips and \$2,830 in currency were seized. Subsequently, the F.B.I. made an investigation of the same individual, which included court authorized electronic surveillance, and found that his bookmaking operations extended to various parts of the State, some for the purpose of receiving "lay-off" bets and others to make "lay-off" bets.

Richmond, Virginia, Area

In the early 1960s the Internal Revenue Service Intelligence Division conducted a number of wagering tax investigations with respect to the gambling activities of Richmond residents. They resulted in the arrest and conviction of five individuals for wagering tax violations, including the person who probably was the largest numbers lottery operator and backer in the city. His operations grossed from \$5,500 to \$6,000 a day. This individual was sentenced to five years imprisonment.

On August 5, 1971, the Richmond Police Department made several raids involving lotteries and arrested twelve individuals. Incident thereto, numbers slips and currency were seized.

Available information shows that other types of professional gambling operations currently are being conducted in the city, such as bookmaking, both horse races and sports, and card and dice games.

Petersburg, Virginia, Area

Large scale gambling operations have been in existence in the Petersburg area for a number of years. They consist of bookmaking, numbers operations, and sports pool betting and some large dice and card games in private clubs. Except for the dice and card games, the persons conducting the betting operations have out of state connections. There are believed to be three separate numbers lotteries operating in the Petersburg area, all by local residents.

In May 1969 the Petersburg Police and the Virginia State Police made sixteen raids and arrested approximately fifty persons for promoting numbers lotteries. At one of the places raided about \$20,000 in currency was found. From the numbers slips seized at various places raided the total daily wagering in the numbers lotteries is estimated at approximately \$14,000.

On July 29, 1971, raids were made which resulted in the seizure of currency and automobiles and in the arrest of thirteen persons on the charge of promoting a numbers lottery.

Tidewater-Peninsula Area

In the Tidewater-Peninsula area, there are several numbers lotteries with no indication that there is one overlord of the numbers operations. Some of these could each gross \$10,000 per day or more.

Early in 1971 the Federal Bureau of Investigation conducted an investigation of organized gambling in the City of Norfolk at the request of the Chief of Police. This disclosed connections between gamblers in the Tidewater area and gamblers in other cities in the State, as well as Las Vegas, Nevada, Washington, D. C., Durham, North Carolina, and the State of Maryland. With the knowledge and cooperation of the Norfolk Police Department, this was followed by simultaneous raids on March 29, 1971, by Federal Bureau of Investigation agents on gambling operations at twenty-three locations in Norfolk, Portsmouth, Virginia Beach, Newport News and Hampton. The raids resulted in the arrest of seven residents of the Tidewater area by the Federal Bureau of Investigation. In addition, the Norfolk Police Department arrested twelve persons for gambling violations. Two of the persons involved in this operation were arrested outside the State, one in Washington, D. C., and the other in Silver Spring, Maryland. It is estimated that this operation involved from ten to twenty million dollars in wagers, annually.

The Hampton Police made a number of raids and arrests in 1970 and 1971 involving gambling and numbers lottery operations. In one of the raids made in December 1970 they seized \$76,000 from one of the persons arrested and \$26,000 from another. The money was principally in \$100 and \$500 bills.

A person arrested by the Virginia Beach Police in August 1970 on a gambling charge was found to have previously been arrested on similar charges in Prince Georges County and Baltimore, Maryland, Reading, Pennsylvania, Rochester, New York, Las Vegas, Nevada, and Norfolk and Portsmouth, Virginia.

In June 1971 at Virginia Beach nine individuals were arrested at one location on gambling charges. Eight were local residents and one was from New York City.

Other Areas of the State

There have been raids and arrests in practically every section of the State for gambling operations. Some of these operations are local, while others are branches of operations in larger neighboring cities. Many of the bookmakers in the smaller cities have arrangements to obtain the line and to make layoffs with bookmakers in larger cities, both in and outside the State, such as Washington, D. C. Other forms of professional gambling games, such as cards and craps, are found in many sections. In a few sections, gambling on cock fights occurs.

NARCOTICS AND DANGEROUS DRUGS

Drug abuse is not a new phenomenon. Varying forms of drug abuse have been present for years in the United States and other countries. However, in recent years abuse of narcotics and dangerous drugs, which include heroin, LSD, depressants and stimulants, hashish and marihuana has grown significantly and alarmingly. Arrest statistics and interviews with knowledgeable professional people in this field indicate that all areas of Virginia experience in varying degrees a drug experimentation and abuse problem.

There is general agreement that drug abuse control is a multi-faceted problem and that any attempt to achieve long range results requires a multi-disciplinary approach to cover the fields of treatment, rehabilitation, education and enforcement. However, the objectives of this Task Force study were much narrower and included determining the extent of organized crime activities in the State and evaluating the law enforcement system as it relates to organized crime. Accordingly, this study, as it relates to drugs, has been restricted to attempting to determine the extent of drug abuse, evaluation of the law enforcement efforts against drug abuse and the formulation of recommendations for the improvement of that system. Since treatment, rehabilitation and education are beyond the scope of this study, they will not be discussed although we recognize that they may well be the most important phases of any effective long-range drug abuse control program. In addition, a management consulting firm recently completed an in-depth study for the Governor's Council on Narcotic and Drug Abuse Control which covered treatment, rehabilitation and education.

Definitions

In order to discuss this subject with any degree of consistency and understanding, it is necessary that we define the terms we will use throughout this report in regard to both the drugs and the users. This clarification of terms is necessary if we are to understand the scope and extent of the problem because the sources of supply, methods of distribution, dealers involved, crimes caused and techniques of enforcement vary with the type of drug and types of users. Of necessity, our definitions will be arbitrary since the literature on this subject from the involved government agencies and professions fail to agree on any common definitions. Even the wording of the various statutes relating to drug abuse are inconsistent or difficult to understand.

For the purposes of this report we will attempt to generally follow the drug classifications of the Federal Bureau of Narcotics and Dangerous Drugs and classify drugs as follows:

Narcotics—Opium, opium derivatives (of which heroin is the most popular drug of abuse), opiates and cocaine.

Dangerous Drugs—The stimulants and depressants, such as the amphetamines and the barbiturates.

Hallucinogens—Drugs capable of producing illusions or hallucinations, such as LSD, mescaline, DMT and others.

Marihuana—Derived from the cannabis sativa L. plant and is variously described as a hallucinogen or an intoxicant. This category will also include hashish.

Our classification of users of drugs is as follows:

Experimenters—Those individuals who may have tried drugs on one or more occasions but who do not use them with any consistency or regularity or who no longer use them.

Abusers—Those individuals who use drugs on a regular basis.

Addicts—Those individuals who use drugs on a regular basis and who have become physically and psychologically dependent on these drugs.

Sources of Supply

Opium and its derivatives

There are two main patterns of flow. One originates in the middle east, mainly Turkey, where the opium poppy is grown. It is transformed into morphine base in middle east laboratories and is shipped to clandestine laboratories in France or North Africa where the morphine base is processed into heroin and then smuggled into the United States, either directly or through Canada or Mexico. The other main flow pattern is where the opium poppy is grown in Southeast Asia and China, converted into heroin in clandestine laboratories in the Far East and smuggled into the United States, again either directly or through intermediate countries. A third and smaller source is where the opium poppy is grown in Mexico, converted there into heroin and smuggled across the border.

It is generally acknowledged by all of the Federal investigative and prosecutive agencies that the smuggling of heroin in multi-kilo (kilogram—approximately 2.2 lbs.) shipments is controlled by members of organized crime families. Chart 1 depicts the channels of heroin distribution.⁴

Submitted by the Office of the United States Attorney, Southern District of New York, at Hearings on Crime in America before the Select Committee on Crime, House of Representatives, Ninety-first Congress, Second Session.

CHANNELS OF HEROIN DISTRIBUTION

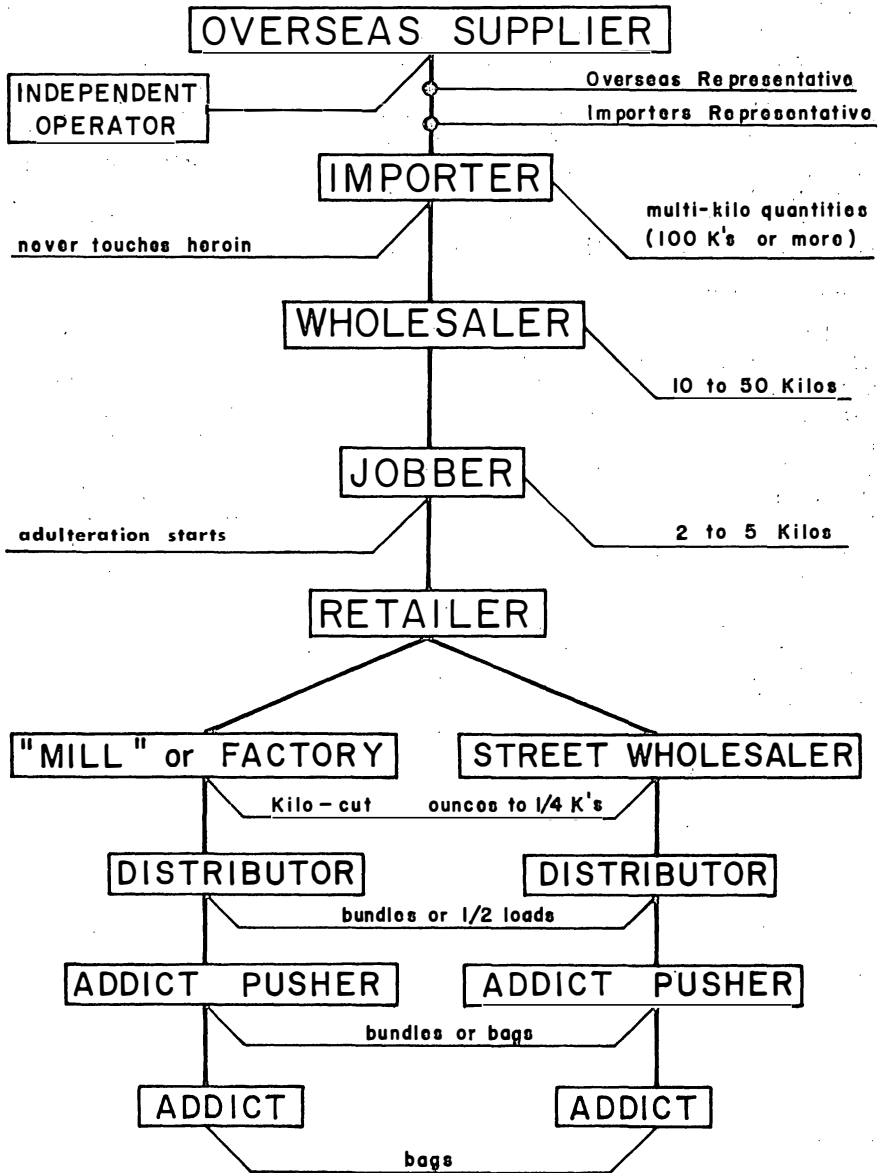


Chart 1

Testimony at hearings in 1970 before the Select Committee on Crime, U. S. House of Representatives, indicated that organized crime family members are engaged in illegal drug activity down to the jobber level and perhaps to the street wholesaler level. Analysis of narcotic activity in Virginia discloses that the three major urban areas, Tidewater-Peninsula, Richmond and Northern Virginia, each have one or more individuals operating at the street wholesaler level with their own organized network of distributors and pushers. Each of these street wholesalers also have couriers or transporters who move the drugs from the jobber or to the distributor thereby serving to insulate the wholesaler from arrest. The fact that Virginia has street wholesalers dealing with and accepted by organized crime family members in New York and Baltimore indicates the degree of organized crime in Virginia. The individuals involved in the channels of heroin distribution are the so-called hard-core criminal elements whose chosen vocation is crime and whose criminal records consist of a history of other offenses. Their careers have usually been highlighted by crimes such as murder, assault, armed robbery and weapon offenses. The street pusher is usually an addict and is selling as well as committing other crimes in order to meet the financial demands involved in satisfying his own habit. Their crimes are usually the street or residential crimes which have created such an atmosphere of terror in the major cities of the United States.

Dangerous Drugs

The two major sources of dangerous drugs are diversion from legal channels in the United States and the smuggling of these drugs from foreign countries, mainly Mexico. These smuggled drugs may have been legitimately manufactured in the foreign country, manufactured in a secret laboratory in that country or diverted from legally produced United States stocks. Another but smaller source of these drugs is produced in clandestine laboratories in the United States. Practically all of the samples of dangerous drugs analyzed by the Food and Drug Laboratories of the Virginia Department of Agriculture and Commerce were manufactured by legal manufacturers in the United States and appeared to have been diverted from legal channels of distribution.

The consensus regarding the distribution of dangerous drugs is that the major traffickers are members of the hard-core criminal element but not normally members of the organized crime families. The street pushers fall into so many different types that it is difficult to categorize them, but analysis of case reports reveal that a large proportion are the more affluent and better educated thrill seeking youth who do not have a history of participation in other criminal activity.

Hallucinogens

These drugs can be divided into two categories, those such as LSD-25, which are produced in clandestine laboratories and those such as mescaline, which are derived from plants or mushrooms. The sources of supply for the laboratory manufactured drugs are illicit laboratories in the United States or foreign countries. The sources of supply for the plant or mushroom base drugs are the southwestern part of the United States and Mexico.

The individuals involved in the distribution channels of the hallucinogens are generally the same individuals as those involved in the distribution of dangerous drugs.

Marihuana

The source of this drug is worldwide since it can grow in any mild climate and is grown in Mexico, Africa, India, the Middle East and the United States.



















































The consensus regarding the distribution of marihuana is that both the hard-core criminal elements and the thrill seeking youth operate as major

traffickers and that the vast bulk of the street pushers are disaffected or tuned-out youths with no other history of criminal activity.

Dangers of Abuse

Chart 2 shows the dangers of abuse of the drugs most often used in Virginia. This chart is taken from the pamphlet "Drugs of Abuse" which was prepared by the Bureau of Narcotics and Dangerous Drugs, U. S. Department of Justice.

DANGERS OF ABUSE

	HEROIN	MARIJUANA	AMPHETAMINES	BARBITURATES	L.S.D.
PHYSICAL DEPENDENCE					
PSYCHOLOGICAL DEPENDENCE					
TOLERANCE					
CONVULSIONS					
UNCONSCIOUSNESS					
HEPATITIS					
PSYCHOSIS					
DEATH FROM WITHDRAWAL					
DEATH FROM OVERDOSE					
POSSIBLE CHROMOSOME DAMAGE					



DANGER OF ABUSE

Chart 2

Scope and Extent of Drug Abuse Problem in Virginia

The most serious and pervasive manifestation of organized crime in Virginia is the distribution of drugs subject to abuse. It is believed that it can be fairly stated that drug abuse is increasing at an alarming rate, is affecting younger and younger age groups and, in the case of narcotics, is causative of a large proportion of property crimes. However, to attempt to quantify the amount and rate of increase, the scope and extent of the problems or the drugs involved presents extreme difficulties due to the lack of any hard data or statistics. There is no reporting requirement and therefore there are no accurate records at the state level which reflect: the number of drug abusers and addicts in the State; the drugs they abuse or to which they are addicted; their admission to treatment and rehabilitation programs; and their current location and status. Absent these statistics, it was necessary to use other statistics which may be indicators of the scope and extent. These indicators are figures for drug arrests, seizures, admissions to treatment programs, overdose cases and estimates by professionals in fields relating to drug abuse. However, each of these indicators may produce misleading interpretations and conclusions for the following reasons:

Arrests—

1. Increase in arrests may signify increased police manpower and/or emphasis rather than increased incidence of drug abuse.
2. Decrease in age of offenders arrested may only signify that the young are easier targets and consequently enforcement efforts are increasingly directed at them.
3. Some “possession with intent to sell drugs” cases may in fact be “possession” situations only, thereby inflating the estimates of the number of drug pushers.
4. Arrests for marihuana, which are the majority of drug arrests in Virginia, and arrests for other drugs are included, without any breakdown, in drug arrest statistics by most enforcement agencies, which prevents analysis by type of drug.
5. A low proportion of arrests for narcotics as compared with marihuana and other drugs, may indicate the inexperience or ineffectiveness of a drug squad as readily as it may indicate a low incidence of narcotic abuse or addiction.
6. Frequently only untrained recruit police officers are available for use as undercover officers which may result in judgmental errors on arrests.
7. In contiguous counties, with practically identical population composition, percentage of arrests for narcotics as compared to total drug arrests vary from 4% to 25%. Do the drug problems vary that greatly or does the effectiveness or emphasis of the departments vary?
8. It is not possible to include the number of individuals arrested for drug offenses by the State Police, the largest enforcement agency in the State, since the State Police records reflect drug offenses rather than arrests. An offense is an illegal act. An example is that each time an undercover trooper makes a drug “buy” from a suspect this represents an offense. Since many arrests involve multiple offenses, the drug offense statistics would produce misleading conclusions if included with arrests by other agencies.

Seizures—

1. There is no central state file containing the number of seizures and the quantity and type of drugs seized by all law enforcement agencies in the State.
2. Due to shortage of “buy” money, agencies do not attempt to purchase the largest quantities possible. Therefore, the quantity of drugs seized is not indicative of the availability and use of particular drugs.
3. There is no systematic effort to chart the concentration of heroin in seized samples which percentage might indicate availability.
4. The major enforcement emphasis is on the number of arrests rather than the quantity of drugs seized.

Admissions to Treatment Programs—

1. The greater availability and social acceptability of these programs may have increased the number of admissions which might erroneously indicate increase in addicts or abusers.
2. Since very few programs have existed for any extended periods, there are no long range base periods for comparison purposes.
3. Treatment facilities may be insufficient to handle all addicts. Accordingly, the number of admissions will not be indicative of the extent of the addiction or abuse problem.

Overdose Cases—

1. There is no required central reporting of these cases nor a breakdown of types of drugs involved.
2. No distinction is made between attempted suicide and accidental overdose.
3. Increased publicity and alertness of medical authorities has probably produced more accurate and numerous diagnoses of overdose than was possible a number of years ago.

Estimates by Professionals—

By definition estimate means to judge approximately and however well meaning, the estimates furnished by professionals will reflect only their individual perspective, experiences and motivations. This will be clearly seen by the great variance in estimates made by professionals in the same cities or areas.

The foregoing is intended to assist the reader in understanding and judging the data presented in the following sections of the report and to indicate the deficiencies in the present methods of reporting incidents relating to drug abuse. It should also be noted that not only the degree of the problem but the nature of the problem may vary from area to area. Therefore, criteria pertinent to one area may not be applicable to another.

Drug Users and Their Impact on Society—

Experimenters

This group, usually of high school or college age, have tried one or more drugs (rarely narcotic drugs) for “kicks,” to be part of the group or just to determine what the experience feels like. This group rarely presents a serious

problem to society except for the harm the drugs may cause the user or for the fact that they may progress to become abusers or addicts. Drugs place no great financial demands on these people and there is little or no requirement to commit crimes to obtain funds for drug purchases.

Abusers

This group, usually of high school or college age but may also include housewives, truck drivers or any other adult group, uses drugs regularly (rarely narcotic drugs) to assist them to function in special situations or to participate with certain peer groups or as a protest to the systems of today. This group presents a more serious problem to society because they may be on the threshold of addiction (if the drugs they abuse are addictive) which indicates they may need medical or psychiatric assistance. In addition, they are assisting in creating a drug culture or milieu for others. As a rule, the drugs this group abuses do not create severe financial demands, and there is usually not the need to commit other crimes to obtain funds. Of course, this group may elect to push some drugs for money or solely as an additional protest against society.

Addicts

This group, usually in their late teens and twenties but they may be of any age, are completely dependent on drugs (the vast majority on heroin) and their lives and activities revolve almost completely around drug use and securing a steady and constant supply of the drug. As a rule these persons suffer from emotional or other psychiatric disorders which has caused the abuse which leads to the addiction.

The effects of this group (the heroin addicts) on society are staggering and probably incalculable. We can start with the destruction of the life of the addict himself; the effects of his addiction on his friends, family and loved ones; and finally the effects of his addiction on the entire society in which he exists. Heroin addicts require large amounts of money each day of the year to purchase the heroin required for their habit. Their addiction usually prevents any type of meaningful employment. Therefore, they must turn to other types of crime for their funds.

This money is frequently obtained by thefts from their parents, relatives and friends; by violent type and property type crimes; by shoplifting (the Virginia Retail Merchants Association estimated losses to retail businesses were over \$58,000,000 in 1970); prostitution; and by the sale of heroin and other drugs, as most street pushers are also addicts.

In testimony on October 14, 1969, before a subcommittee of the U. S. House of Representatives, the Mayor of Washington, D. C., testified that the Washington police department had recently conducted a study of all arrests made during a one month period. The study showed that 41.8 percent of all men arrested and sent to jail were heroin addicts. The study also showed that, contrary to popular belief, these addicts committed a large number of violent crimes against people and that 70 percent of those charged with armed robbery and 66 percent of those charged with criminal homicide were heroin addicts.⁵

The commanding officer of the drug squad of the police department of a major city in Virginia recently stated that in his city there are recorded approximately 1,400 heroin addicts with an estimated daily habit costing \$40 per day. This means that the average addict must purchase, each day, 8 dosage units at \$5 each in order to meet the needs of his addiction. A dosage unit usually contains about 100 milligrams of which, in that city, approximately 5

⁵ Hearings on Anti-Crime Proposals before Subcommittees No. 1 and No. 3 of the Committee on the District of Columbia, House of Representatives, Ninety-first Congress, First Session.

percent or 5 milligrams is heroin. Based on these figures, the addicts of that one city spend \$56,000 per day or \$20,440,000 per year on heroin. Since few can hold jobs, the vast bulk of this money must be obtained by the commission of crimes against the people of Virginia. These same figures also show that in excess of one kilogram of 5 percent pure heroin (8 dosage units x 100 milligrams x 1,400 addicts) is used in that city each day or over 66 pounds per month (1 kilogram = approximately 2.2 pounds).

Statistics on Type and Extent of Drug Abuse

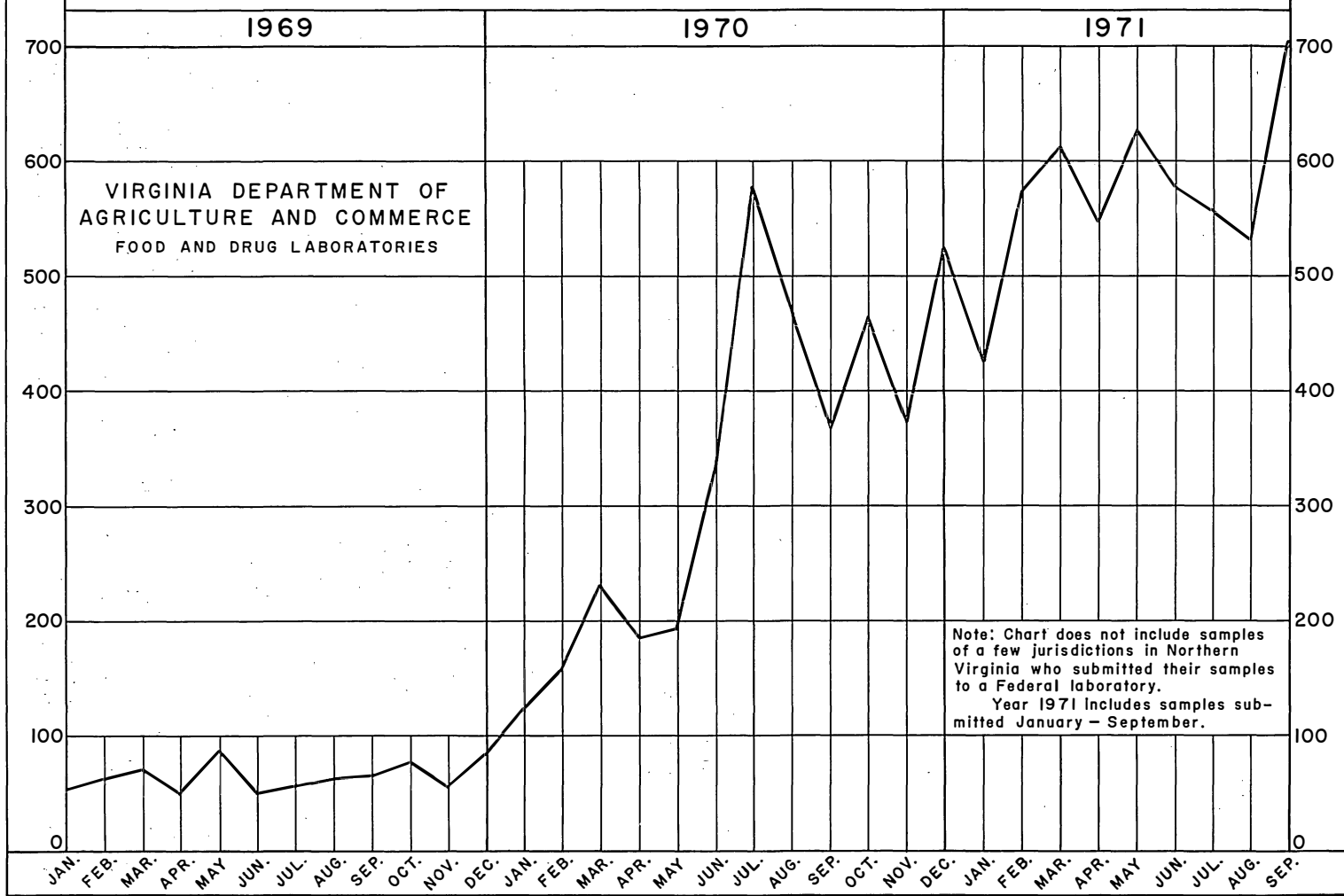
During the study investigators for the Task Force interviewed local law enforcement officials, school officials and other knowledgeable persons throughout the State of Virginia. Estimates or comments were obtained from these officials of the percentage of students in the local schools who have used drugs of any kind to any degree, as well as the results of any surveys or studies which were performed. Information as to arrests for drug offenses, number of heroin addicts, sources of supply of drugs and the number of deaths from overdose of narcotics and dangerous drugs was obtained, when available, from the law enforcement officers.

The Task Force Director and his staff performed considerable research in an attempt to find data which would be helpful in determining the scope of the drug problem. Such a determination was essential if there was to be any reasonable evaluation of the enforcement efforts against drug violations and of the law enforcement system's capability to bring the drug problem under control. The search for statistics or other data disclosed that some information was available based on an analysis of the quantity and type of drug samples submitted for laboratory testing by law enforcement agencies in Virginia. It was further disclosed that surveys had been conducted in one metropolitan city and in one region in searching for solutions to the drug problem. The results of the analysis and the surveys mentioned above are described hereafter as they furnish some indicators of the drug problem, and even more importantly, demonstrate the need for a systematic and uniform reporting system of incidence of drug abuse.

In connection with this search for data on the extent of drug abuse, we consulted with F. John Kelly, the Executive Director of the Governor's Council on Narcotics and Drug Abuse Control, who made his files and experience available.

Chart 3 is a graph prepared by the Food and Drug Laboratories, Division of Technical Services, Virginia Department of Agriculture and Commerce, which shows the number of drug samples submitted by the majority of the law enforcement agencies in Virginia in the years 1969, 1970, and 1971 through August 31. A few jurisdictions in Northern Virginia are not included because their samples were submitted to a federal laboratory and for a few recent months in 1971 to the Northern Virginia Regional Laboratory. Figures for 1968 are available but are not included in the graph since they remained relatively constant at an average of about 30 samples a month.

**ANALYSIS OF DRUG SAMPLES
SUBMITTED BY LAW ENFORCEMENT AGENCIES IN VIRGINIA**



VIRGINIA DEPARTMENT OF
AGRICULTURE AND COMMERCE
FOOD AND DRUG LABORATORIES

Note: Chart does not include samples of a few jurisdictions in Northern Virginia who submitted their samples to a Federal laboratory.
Year 1971 includes samples submitted January - September.

Chart 3

In addition to the number of samples shown on the graph, the samples analyzed in the months of March, April and May of each year, including 1968 were broken down into type of drug analyzed which resulted in the following percentages:

	<u>1968</u>	<u>1969</u>	<u>1970</u>	<u>1971</u> (Aug. '31)
Narcotics	42.2%	29.1%	21.2%	22.3%
Marihuana and Hashish	31.1	42.2	39.2	45.5
Hallucinogens	0.0	0.5	12.4	14.8
Amphetamines and Barbiturates	11.1	8.3	10.2	9.6
Other *	<u>15.6</u>	<u>19.9</u>	<u>17.0</u>	<u>7.8</u>
	100.0%	100.0%	100.0%	100.0%

* Includes illegal drugs, other than the foregoing, legal drugs and non-drugs and substances which could not be analyzed.

It should be noted in connection with the above percentage breakdown that the vast majority of narcotic samples in 1970 and 1971 came from two jurisdictions.

Some generalizations which may be made from the data in Chart 3 and the foregoing table are as follows:

1. The samples received by the laboratory increased from an average of 63 per month in 1969 to an average of 571 per month for the first nine months of 1971, an increase of over 900 per cent. A portion of this increase may be due to the current police practice of making a series of "buys" prior to arrest as well as to the increased police manpower and emphasis currently placed on drug investigations.

2. The hallucinogens, such as LSD, which apparently were not in use in Virginia in 1968 now constitute nearly 15 percent of the samples submitted.

3. Apparently, the emphasis in drug enforcement has shifted from narcotic drugs to marihuana and hashish and the hallucinogens. If this emphasis has not shifted, it would indicate that the proportion of narcotic drug violations has decreased since 1968.

4. The decrease in the category, Other, in the above table appears to indicate that the increased training of police officers is bearing fruit in that less legal drugs and non-drug substances are submitted for analysis.

The foregoing attempt to draw some general conclusions from the statistics of this drug analysis laboratory indicates the need to develop a standard and comprehensive method of record keeping for these laboratories. A record system could be devised which would require little additional laboratory time but still could be of great value to criminal justice, treatment, rehabilitation and education programs relating to drug abuse. This system could include such items as: the type of drug; the quantity seized; if heroin, the percentage of concentration; the name of the city or town in which seized; the potency of the drug; whether the drug was commercially manufactured and if so by what firm or manufactured clandestinely; and numerous other factors. The analysis of these factors and arrest statistics might provide some factual basis on which to determine scope and extent of drug abuse by type of drug and geographical area. These figures would be of great value in planning and evaluating the government's prevention, treatment, and law enforcement programs.

The Uniform Crime Reporting Unit of the Federal Bureau of Investigation disclosed that there were reported 2,995 arrests in 1970 by 140 reporting law

enforcement agencies in Virginia for "narcotic drug" law violations of which 435 were under 18 and 2,560 were 18 and over. The 140 reporting agencies covered a population of 4,524,308 (the 1970 total State's population was 4,648,494). The term narcotic drug law violations as used in the F.B.I. reports, included not only narcotics but also all other types of illegal drugs. The arrests in Virginia are broken down into the following categories by percentage and are compared with the figures for the entire United States and the Southern States Region, as shown in the Federal Bureau of Investigation Uniform Crime Reports for 1970:

	<u>Heroin or Cocaine</u>	<u>Marihuana</u>	<u>Synthetic Narcotics</u> ¹	<u>Other</u> ²
Virginia	22.7	54.7	9.4	13.2
Southern States Region	22.4	50.2	7.0	20.4
United States	31.3	45.4	5.5	17.9

¹ Includes manufactured narcotics such as demerol, methadone, and such drugs as L.S.D.

² Includes amphetamines and barbiturates.

Set forth below are the results of two surveys on the use of drugs in two geographical areas of the State.

In August 1971 Lynchburg, one of the larger cities in the central part of Virginia, completed a survey to determine the extent of the drug abuse problem within the city and to devise a plan of action to combat whatever problem was found to exist. A total of 6,423 students of which 4,695 were in grades seven through twelve and 1,728 were in college, furnished information as to their use of drugs. The results of the survey disclosed that 1,324 or 20.5% different students of the 6,423 students who responded in the survey admitted to having used one or more drugs. 144 or 2.2% different students said they needed "help" with a drug problem. 236 or 3.7% different students considered themselves "drug users." 991 or 15.4% admitted to having used marihuana in the 18 months prior to the survey, and 143 or 2.2% said they have used narcotics. The task force which conducted the survey concluded that although no data were collected directly from the adult population of the city, there is evidence of substantial drug abuse among adults. Physicians and ministers reported that they see more drug use problems among adults than among young people, with amphetamines and barbiturates the most frequently abused. They also reported more problem situations related to alcohol than to all other drugs combined. The survey task force further concluded that the dimension of the drug abuse problem in the city is such that it should compel every family's concern, attention and active involvement in its resolution.

In August 1970 a regional health planning council, which covers a group of eleven communities in the southeastern part of Virginia, completed a drug abuse data collection effort to gain some degree of insight into the nature and extent of the problem in the area served by the council. All hospitals, police authorities, juvenile courts, schools, and a random sample of doctors were sent questionnaires. The data reported does reflect documented cases for the period January 1, 1969, to April 30, 1970, but does not necessarily account for all drug cases existing in the area, and therefore is only an "indicator" for reported drug incidences. The regional health planning council report disclosed that for the fifteen month period to April 30, 1970, a total of 3,124 drug abuse cases were reported to it and that in 1,603 of those cases the person was under 21 years of age. These statistics reflect that on the basis of the region's population the known rate of drug abuse was 400 per 100,000 population.

The foregoing surveys indicate how desperately the various localities in the State are searching for data regarding the drug abuse situation in their own

areas. However, the problem created by these various surveys is that different formats, systems and definitions are used which prevents any comparison or state-wide totals. There is a real need for the development of a uniform survey package which local governments could use to obtain pertinent data regarding their drug abuse problem.

Findings of the Study Concerning Drug Abuse

The results of this study and of investigations conducted by local, state and federal agencies have disclosed that the channels of distribution of illegal drugs are highly organized, all of which have connections outside Virginia and some of which have connections outside the United States. All of the channels of distribution of the narcotic drugs and some of the channels of dangerous drugs also have connections with, and may be controlled by, members of the organized crime families. Even within the State, the distribution channels must be at least as well organized as those used to move goods in legitimate commerce. We use the term, at least, advisedly, because it may require a higher degree of organization to establish clandestine distribution channels than open, legitimate channels. This means that in each organization there must be: a head person or prime mover; couriers or transporters to move the drugs from the point of origin to the proper city in Virginia; safe storage facilities in that city; possibly distributors to handle their required portion of the shipment; and pushers at the street level. In addition, in the case of narcotic drugs, diluents and containers, such as glassine bags or capsules, may be required along with locations at which to cut or dilute the drugs. Of course, there must also be means of communication to keep this organization functioning. These means are by in-person conversation, by mail, or, most usually, by telephone, either local or long distance. This may serve to indicate the high degree of planning and organization, together with crime connections in other states, which each drug distribution organization requires.

The study has also developed information which indicates that in the Tidewater-Peninsula area there are several major street wholesalers who have direct connections to the center of narcotics traffic in New York City. A former resident of the area who now lives in New York and is allegedly very close to an organized crime family reportedly handles a substantial portion of the heroin traffic. Much of the heroin for Northern Virginia comes out of Washington, D. C., with some directly from New York. Information developed in Richmond indicates that there are several street wholesalers with direct connections to sources of supply of heroin in New York. They allegedly have their own crew of distributors who, in turn, sell to street pushers in Richmond and in other parts of the State.

There are strong indications that clandestine laboratories for the manufacture of dangerous drugs exist in the State. Some dangerous drugs are brought into the State from Mexico or South America by groups of persons.

The information obtained during the study relating to violations of the drug laws is presented under the following five classifications: major metropolitan areas, other metropolitan areas, rural area, colleges, and Virginia State Police. The major metropolitan areas as used in this report are: Tidewater-Peninsula, including Hampton, Newport News, Portsmouth, Norfolk, Virginia Beach and Chesapeake; Richmond, including Chesterfield and Henrico Counties; Northern Virginia, including the cities of Alexandria, Falls Church, Vienna, and Arlington, Fairfax and Prince William Counties. The other metropolitan areas covered in the report are Charlottesville, Lynchburg, Roanoke, Danville and Petersburg. It should be emphasized that, with few exceptions, the figures relating to drug abusers and addicts are estimates and vary greatly from official to official in the same area. Despite the inconsistencies the estimates are furnished as the best available information which gives some indication of the drug abuse problem in the various areas. No

official records were found showing deaths from overdose of drugs, but the available information is shown as another indication of the problem.

MAJOR METROPOLITAN AREAS

Tidewater—Peninsula

The estimates given by various officials range from 10 percent to 50 percent as to the number of senior and junior high school students in the area who have experimented with or abused drugs. There are estimated to be approximately five to ten street wholesalers in the area who have their connections in New York, Richmond, Baltimore or Washington, D. C., for the supplies of narcotic drugs. It is also suspected that crew members from foreign ships may free-lance as narcotics and dangerous drug suppliers. Deaths from overdose of drugs known to the police are Chesapeake in 1971 (January—June)—1; Portsmouth in 1970—1; Norfolk in 1970—7 and several in 1971. It is estimated that there are about 1,900 narcotic addicts in the area.

Arrests for drug violations in this area are as follows:

<u>City</u>	1970 <u>Population</u>	<u>1968</u>	<u>1969</u>	<u>1970</u>	<u>1971 to June 30</u>
Chesapeake	89,580	21	5	51	92
Hampton	120,779	3	63	143	127
Newport News	138,177	24	35	189	86
Norfolk	307,951	116	242	618	500
Portsmouth	110,963	33	50	182	107
Virginia Beach	172,106	95	163	467	260
Totals	939,556	292	558	1,650	1,172

The following cases involving illegal drugs are cited to indicate the scope of the drug problem in the Tidewater-Peninsula area.

In 1969 federal agents at Norfolk, Virginia, seized 17 pounds of hashish, 4 pounds of crude opium and 58 packets of dry marihuana from an Isthmian cargo vessel docked in that port facility.

On May 15, 1970, federal agents at Norfolk, Virginia, seized 22 pounds of cocaine and 30 pounds of marihuana from a Colombian lines vessel when it arrived from Panama. The cocaine may have been intended for distribution in Virginia as the use of cocaine by drug abusers in the State has become more prevalent.

On April 16, 1970, a merchant seaman residing in Norfolk, Virginia, was arrested by Norfolk Police when he arrived by air from New Orleans, Louisiana, where his ship docked. He had in his possession 2 pounds of raw opium, 13 pounds of hashish, and 20 pounds of marihuana, which he had obtained from India. He admitted that the drugs were intended for sale in the Norfolk area.

On May 20, 1970, Newport News Police, in cooperation with Hampton Police, arrested a Hampton resident who sold 1/2 ounce of liquid LSD (an amount sufficient for thousands of doses) to an undercover Newport News police officer.

In October 1970 Chesapeake Police assisted U. S. Customs agents in seizing a substantial amount of cocaine from a foreign ship docked at Chesapeake. They arrested three persons, all of whom were New Yorkers, who arrived to meet the ship and receive the cocaine.

In March 1971 Chesapeake Police in cooperation with Norfolk Police arrested an individual at a local motel for possessing a substantial amount of heroin. On March 12, 1971, Norfolk Police arrested two men who arrived at Norfolk by chartered plane from Philadelphia as they delivered \$10,000 worth of methamphetamine to a college student in Norfolk, who was also arrested.

In May 1971 Portsmouth police arrested a local resident who is suspected of being an important heroin distributor in the area. At the time of arrest he had in his possession a quantity of heroin which analyzed 17 percent pure. Two area residents were arrested by Norfolk Police as they returned from Baltimore, Md., with a quantity of heroin which analyzed 65 percent pure. They are now serving five-year sentences in the state penitentiary.

Richmond

It is estimated that more than 20 percent of the high school students have experimented with or abused drugs in some manner. There are three or more street wholesalers in the area who obtain supplies of heroin in New York, New Jersey and Washington, D. C. Deaths from overdose of drugs, known to the police, totaled twelve during the period 1966 to 1971. It is estimated that the Richmond area has at least 250 narcotic addicts.

Arrests for drug violations in the area are as follows:

City or County	1970 Population	1968	1969	1970	1971 to June 30
Chesterfield	76,885	3	8	22	29
Hanover	37,479	0	0	2	0
Henrico	154,364	4	13	20	43
Richmond	249,621	129	243	405	339
Totals	480,870	136	264	447	411

The following cases reflect the seriousness of the drug abuse problem in this area.

In June 1969, the Richmond Police Department arrested a heroin distributor who had one ounce of heroin, which analyzed 93 percent pure, in his possession. He was convicted and sentenced to 25 years in prison. The man who took over his distribution network was subsequently murdered in a struggle for control of the organization.

In July 1971 the Richmond Police Department, after an extended undercover investigation, arrested 21 individuals on 37 charges involving the distribution of heroin. During the course of this investigation, "buys" in 1/2 ounce quantities were made. At the time of the arrests, one of the individuals was caught in the act of "cutting" 7 ounces of 30 percent pure heroin for packaging into individual doses. The arrests are believed to have included one street wholesaler, several distributors and a number of pushers in their organization. The street wholesaler has been convicted and sentenced to 35 years in prison.

An indication of the impact that these arrests had on the heroin distribution organization in Richmond is that in October 1971 an attempt was made to assassinate the Richmond police officer whose undercover role was instrumental in the development of that case and the subsequent arrests and convictions. By good fortune, the police officer was only wounded and is now recovering.

Northern Virginia

Estimates were given by various officials ranging from 2 percent to 50 percent as to the number of high school students in the various communities in the area who have experimented with or abused drugs in some manner. Because of its proximity to Washington, D. C., most of the narcotics which come into Northern Virginia are obtained from street wholesalers in that city. However, there are one or two individuals in Northern Virginia who probably can be classed as street wholesalers and they obtain some of their supply of narcotics from New York City but most from Washington, D. C. Deaths from overdose of drugs, known to the police are: Arlington County, in 1970—5, and in 1971 (January—June)—1; Alexandria in 1970—3 and in 1971 (January—June)—3; Fairfax County in period 1969 to May 1971—15. It is estimated that there are about 150 narcotic addicts in Fairfax County alone.

Arrests for drug violations in the area are as follows:

<u>City or County</u>	<u>1970 Population</u>	<u>1968</u>	<u>1969</u>	<u>1970</u>	<u>1971 to June 30</u>
Alexandria	110,938	35	54	106	78
Arlington County	174,284	85	125	220	231
Fairfax City	21,970	18	39	76	20
Fairfax County	455,021	49	48	110	151
Falls Church	10,772	NA	21	36	14
Prince William County	111,102	NA	NA	15	38
Vienna	17,152	NA	13	31	13
Totals	<u>901,239</u>	<u>187</u>	<u>300</u>	<u>594</u>	<u>545</u>

The following cases developed in previous years involving illegal drugs are cited to indicate the seriousness and scope of the drug problem in the Northern Virginia area with its organized crime overtones.

During 1957-58 a New Yorker established a large scale laboratory for the production of heroin on a farm at Herndon, Virginia. A number of associates were involved with him in the operation. All were members of an organized crime family in New York City, who apparently felt the rural atmosphere of Virginia was particularly suitable for their illicit operation. The group obtained opium and pure heroin from sources in France and Italy, prepared the opium for smoking and diluted the heroin for distribution to wholesalers throughout the Eastern seaboard. The operator of this processing and distribution center was arrested in May 1958 by agents of the Federal Bureau of Narcotics and the Fairfax County Police, and he was sentenced to serve ten years in prison.

During 1969 federal authorities and the Washington Metropolitan Police using court authorized electronic surveillance uncovered a major conspiracy involving a group of individuals from New York City, Washington, D. C., and Alexandria, Virginia, who were engaged in the distribution of heroin. The investigation resulted in the arrest of three members of the group from New York City as they delivered several pounds of pure heroin to street wholesalers in a Washington, D. C., hotel. The two Alexandria, Virginia, members of the group were arrested later for selling and distributing narcotics in Washington, D. C.

In November 1969 an area resident was arrested when he sold dangerous drugs and hallucinogens to an undercover Fairfax County police officer. It is believed that he obtained these drugs from California which is a major source of supply for these drugs.

On March 4, 1970, at Arlington, Virginia, federal authorities accompanied by Arlington Police arrested two Arlington residents and other individuals from Miami, Florida, for violation of Federal narcotic drug laws. Approximately 2 1/2 pounds of pure heroin and 2 1/2 pounds of pure cocaine were seized. The persons arrested were allegedly part of a criminal organization in New York City which was engaged in smuggling narcotics into the country through Miami.

On March 20, 1970, Fairfax City Police arrested four persons, one from New York City, another from San Francisco, the third from New Jersey, and the fourth from New York State. Hashish, cocaine and LSD valued at \$25,000, 6 hand guns, 7 rifles and \$15,942 in currency were seized. As a result of information obtained in that case, on the same date Fairfax County Police, working in cooperation with Fairfax City Police, made an arrest in Fairfax County and seized 200 tablets containing LSD, 1/2 ounce of cocaine, 1 1/2 pounds of marihuana, 6 hand guns, 7 rifles and \$1,600 in cash. These individuals were alleged to be members of an international smuggling ring, who are reported to have hired female couriers who made frequent flights from London to the United States with hashish concealed on their person.

On November 23, 1970, a resident of Winchester, Virginia, was arrested by U. S. Customs Agents at Dulles International Airport when he arrived from Lebanon with 10 pounds of hashish. The individual allegedly was a supplier of hashish to students at several colleges in Virginia.

In December 1970 an individual from New York City was arrested by State Police at a motel in Prince William County for possessing one-half pound of pure heroin which he was transporting to Atlanta, Georgia. He was tried, convicted and sentenced to ten years in the State Penitentiary.

A resident of the area was arrested in June 1971 at Munich, Germany, with three other Americans, and at the time of the arrest possessed ten kilograms of hashish and 25,000 Dutch marks.

At one of the nearby military bases during the seven-month period January 1 to July 31, 1971, ninety-seven military personnel were implicated in the use or transportation of illegal drugs. In nineteen of the cases the drugs involved were LSD and heroin.

In August 1971 Arlington County Police made a series of arrests for narcotic and dangerous drug violations. One of those arrested was wanted by the Maryland State Police. He is known to have supplied Arlington drug abusers with LSD, marihuana and cocaine.

In nearby Fauquier County a sixteen year old was found to be transporting several types of illegal drugs which he purchased in Washington, D. C., and Maryland and sold locally.

OTHER METROPOLITAN AREAS

Roanoke

The drug abuse problem among senior and junior high school students is estimated to be growing, particularly during the past three years. The source of supply for the illegal drugs used in the area is unknown. The arrests for drug offenses are: 1968—25; 1969—27; 1970—50; 1971 (January—July)—58. It is estimated that there are 40 to 50 narcotic addicts in the area.

Charlottesville

It is estimated that from 10 percent to 15 percent of the high school students in the area experiment with or abuse drugs. The drugs are obtained in

various larger cities, including Washington, D. C., Richmond, Raleigh, N. C., and Atlanta, Ga. Some drugs have been brought in from California by ex-servicemen. Arrests for drug abuse in the first six months of 1971 totaled more than 40. Many of those arrested were students. It is believed that there are some heroin addicts in the area, but the number is unknown. One of the cases developed in the area relating to drug law violations involved a student at one of the colleges who was arrested in February 1971 and found to possess the raw materials for making a substantial amount of an illegal drug.

Danville

It is estimated that about 10 percent of the high school students experiment with or abuse drugs. The drugs found in the area are marihuana, LSD, hashish and heroin. The drugs are brought into the area from larger cities including Greensboro, N. C., Roanoke, Norfolk, Washington, D. C., and Atlanta, Ga. During 1970 and part of 1971 more than 65 arrests have been made for illegal drug activity. A prominent case involved an individual from Philadelphia, Pennsylvania, who was arrested in a local motel in January 1971 possessing a substantial amount of heroin. He was convicted and sentenced to 30 years in the penitentiary. In December 1970 three residents of the area were arrested for attempting to manufacture an illegal drug. One has been convicted and sentenced to 30 years in prison.

Lynchburg

The survey of the city's junior and senior high school students described previously in this report disclosed that 20 percent have experimented with drugs, with marihuana being the drug most frequently used. There may be some narcotic addicts in the area. The sources of supply of illegal drugs are larger cities, including Washington, D. C., Richmond, and Raleigh, N. C.

Petersburg

The estimates of the number of school students in the area who have experimented with or abused drugs varied from 2 percent to 50 percent. There are believed to be from 1,500 to 2,000 non-student drug experimenters or abusers in the metropolitan area. Sources of supply are stated to be mainly Richmond, Washington, D. C., Baltimore and New York City. A United States Army facility is located in the area, and several military personnel have been arrested during the past year for possessing illegal drugs. It is believed that drugs obtained in Vietnam enter the Petersburg area in this manner. It is estimated there are approximately 75 heroin drug addicts. The deaths from overdose of drugs known to the police are: 1970—1 and 1971 (January—June)—1. Since 1965 more than 100 persons, many under 21 years of age, have been arrested for drug law violations. The following are examples of arrest cases. In February 1971 a local high school student was arrested for possessing illegal drugs, which he obtained in the Northern Virginia area. He was reputedly a big pusher of drugs at a local high school. One of those arrested in 1971 for a drug violation was twelve years old who had one previous arrest for distributing drugs.

To meet the growing drug abuse problem in the area, a regional narcotics enforcement group was established in July 1971 composed of the cities of Petersburg, Hopewell, and Colonial Heights, and the county of Prince George. Each police department has assigned one experienced police officer to the group, whose sole function is to investigate narcotics violations in the four jurisdictions.

RURAL AREAS

The drug abuse problem among high school students in the rural areas of the State is increasing but has not reached the dangerous stage that it has in most of the metropolitan areas. It is believed there is some drug abuse or

experimentation among high school students in all counties. The closer the rural county is to a large city or metropolitan area the higher the incidence of drug abuse among its high school students. As a result the estimates of the percentage of drug abuse among high school students in the rural areas of the State vary from as little as one percent in some of the counties to as much as 30 percent in three of the counties. Few arrests for drug abuse have been made in the rural counties. In most instances the individual drug abusers go to nearby areas to obtain the drug. In a few counties where the experimentation rate is high some of the sources of supply are believed to be both from within and outside the State.

COLLEGES

Information obtained during the course of the Task Force study indicates that a substantial number of college students in all parts of the State have used drugs to some extent. A recent survey by school officials at a college located in a medium-sized city in the eastern part of the State disclosed that 37¹/₂ percent of the student body experimented with or abused drugs. Police officials in a similar size city in the western part of the State say that most of the drug abuse problem relates to the local college. In one of the larger cities in the southern part of the State, police estimate that as many as 70 percent of the students at the colleges in the area have experimented with or abused drugs. It is estimated that from 25 percent to 70 percent of the college students in the areas served by the Virginia State Police, other than Division No. 1 at Richmond and Division No. 2 at Culpeper, have experimented with or abused drugs.

VIRGINIA STATE POLICE

The Virginia State Police have only recently really become involved in narcotic and other drug investigations to a large degree. Prior to 1970 investigation of drug law violations by the State Police was incidental to their regular duties, such as traffic control, with illegal drug matters left mainly to federal authorities, municipal and county police and sheriff departments. With the great increase in recent years in drug abuse by students and young people in Virginia and the heavy illicit trafficking in narcotic and dangerous drugs, the Governor in April 1970 directed the State Police to devote more attention and manpower to the drug abuse problem. In 1971 the Virginia General Assembly appropriated \$896,000 for the fiscal year beginning July 1, 1971, to the Department of State Police so that it could expand its activities in the enforcement of all laws relating to narcotics and drug abuse. House Bill 113 to authorize the expenditure of the appropriation contains the following statements:

“Whereas, the narcotic and drug abuse problem has grown to alarming proportions in recent years; and

“Whereas, the capabilities of the law-enforcement agencies within the Commonwealth are not sufficient to cope with this ever increasing problem; and

“Whereas, the resources and capabilities of the Department of State Police must be immediately greatly increased so that it can:

“a. more effectively conduct investigations of all reported violations of narcotic and drug laws;

“b. more effectively prevent the illegal interstate and intrastate transportation of narcotics and drugs;

“c. provide greater assistance to local law-enforcement agencies in the enforcement of drug laws whenever the localities require such assistance; and

“d. provide a greater degree of training for local law-enforcement officers;”

During the study the six operating division offices of the Virginia State Police were visited and the information furnished hereafter was obtained regarding the drug abuse problem and their enforcement efforts. The officials interviewed believed that drug experimentation or abuse existed in varying degrees in the areas served by each of the divisions. One or more colleges are located in each division area, and are believed to have a much higher degree of drug experimentation or abuse than their surrounding areas.

The figures cited below regarding drug law enforcement actions by the Virginia State Police reflect the number of drug offenses involved and not the number of individuals arrested for drug offenses. Since many arrests involve more than one criminal offense by an individual the figures shown below are in excess of the number of persons arrested. These figures indicate the increased activity of the State Police in drug law enforcement.

Drug Offenses recorded by the Virginia State Police Divisions:

<u>Division</u>	<u>1970</u>	<u>1971 to June 30</u>
No. 1	191	141
No. 2	46	41
No. 3	51	102
No. 4	26	63
No. 5	207	171
No. 6	28	48
Totals	<u>549</u>	<u>566</u>

The following cases involving illegal drugs are cited to indicate the scope of the drug problem in the areas primarily handled by the State Police:

Division No. 1 at Richmond

In June 1971 the State Police arrested a resident of Richmond, who on three occasions had sold heroin of near 90 percent purity to an undercover state trooper. The person arrested pleaded guilty on July 15, 1971, and was sentenced to serve twenty years. In May 1971 two persons from the State of Pennsylvania were arrested in Richmond by the State Police after they brought a large quantity of illegal drugs, principally LSD, into the State of Virginia and attempted to sell them to an individual in Richmond. Both were convicted and one of them was sentenced to fifteen years imprisonment. The State Police arrested three high school students, all juveniles, for conspiracy to manufacture a dangerous drug.

Division No. 2 at Culpeper

In December 1970 the State Police arrested three persons, all from Atlanta, Ga., in a motel on Route No. 1 and seized a quantity of heroin. In April 1971 State Police arrested eight individuals, seven of whom were U. S. Army personnel stationed at a nearby Army facility, after one of them sold a prohibited drug to an undercover state trooper.

Division No. 3 at Appomattox

In April 1971 the State Police, accompanied by U. S. Customs agents and postal authorities, arrested two persons after they picked up a package at the Post Office, which was mailed from outside the country. It was found to contain seven pounds of an illegal drug. In June 1971 State Police arrested two residents of Charlottesville after they sold and delivered a large quantity of illegal drugs to an undercover state trooper.

Division No. 4 at Wytheville

Two arrests were made in April 1971 at Radford, Virginia, for selling illegal drugs to an undercover state trooper. Both persons have been sentenced to serve ten years in the state penitentiary.

Division No. 5 at Norfolk

In 1970 the State Police arrested two residents of Portsmouth and one from Newport News after they delivered a quantity of heroin to an undercover state trooper. In February 1971 State Police arrested a resident of Williamsburg after he sold substantial quantities of illegal drugs to an undercover state trooper. In March 1971 State Police arrested a soldier stationed at Fort Eustis after he sold a quantity of cocaine to an undercover state trooper.

Division No. 6 at Salem

In 1970 State Police and U. S. Customs Agents arrested two college students at Blacksburg, Virginia. One of the students had 14 pounds of marijuana in her possession at the time of the arrest. The other student had just received a quantity of the same drug from outside the country.

BURGLARIES AND FENCING OF STOLEN PROPERTY

Burglary is a continuing problem throughout the State, in the rural areas as well as in the metropolitan areas. Many of the local police officials believe that much of the stolen property is disposed of through "fencing" operations disguised as legitimate businesses and located both in and outside the State. In burglaries committed in the western and northern border areas, it is believed that the stolen goods are handled through "fences" located in the adjoining states and the District of Columbia.

Probably the most flagrant organized burglary operation took place in nearby Maryland, the District of Columbia, and Northern Virginia, particularly Fairfax County, in 1967 and 1968 when the so-called "Beltway Burglars," a group of about twenty-five young men, most under twenty-five years of age, burglarized a number of residences and large grocery stores. Their modus operandi was to knock on the door of a residence at about 10:30 A.M. and if no one answered, to go to the rear and knock out a pane of glass from the rear door and gain entry. They took guns, silverware, jewelry, bank savings and checking account books, and credit cards. Within a few hours after stealing the credit cards, they used them at department stores to purchase major items of merchandise, such as television sets, which could be fenced for substantial amounts of money. The bank books were quickly used, and by forgery, funds were withdrawn from the accounts. It is known that they had connections outside the State for the disposal of the merchandise. More than ten of those involved were convicted in a Fairfax County Court and given prison sentences. The person alleged to have been the "brains" of the gang was sentenced to 32 years in the Virginia State Prison.

In the past few years there have been one or more cases of organized burglary operations in various areas of the state, including the Tidewater-Peninsula, Richmond, Norton, Roanoke-Martinsville-Danville, and Lynchburg areas.

In one of the areas six business establishments were burglarized in 1969 and \$18,000 in merchandise and money was stolen. Most of the stolen property was taken to Tennessee.

An illustration of the highly mobile burglary gangs which operate along the east coast of the United States was the apprehension by the Prince George County Sheriff of three men from Pennsylvania in late 1969. This gang burglarized a home in Pennsylvania and with a credit card taken in that burglary rented a car in Norfolk, Virginia. This car was driven to a motel in Prince George County which was used as the base of operations while the gang "cased" and burglarized several homes in Petersburg and Prince George County.

In another area of the State there have been several burglaries in the past two years involving numerous color television sets which allegedly were disposed of through a "fence" in an adjoining county.

OTHER CRIMES

In the course of the study, the Task Force investigators inquired about other crimes, such as loansharking, prostitution, illegal liquor traffic, arson, stolen credit cards, etc. No specific information was disclosed which would indicate that organized groups in Virginia were involved in these types of crimes.

No evidence was obtained which would show that organized crime figures from out of the State had investments in Virginia. Some information was obtained indicating that a few criminals residing in the State owned or had an investment in legitimate businesses; however, there was nothing to indicate that the businesses were being used as an aid to the illegal activities. This is an area which requires more time to explore than was permitted by this study.

Inquiries at the various enforcement agencies revealed that few maintained any significant files relating to militant groups. The maintenance of a statewide intelligence system to which local agencies could furnish such information would be desirable.

Cigarette Smuggling

One aspect of organized crime to which Virginia is exposed is the smuggling of cigarettes to avoid state and city taxes on this item. The main source of the cigarettes is North Carolina which has the lowest tax in the nation on this commodity. The smugglers purchase the cigarettes legitimately in that state and then transport them through Virginia to states with high taxes, such as New York, New Jersey, Pennsylvania and Maryland. These states are defrauded of taxes that total in the tens of millions of dollars. It has been determined that the individuals involved invariably have criminal records and are armed when traveling through Virginia. Many of them have been found to have connections with criminal organizations and organized crime families in the north. They use various types of vehicles in which to conceal the cigarettes. As a further means of avoiding detection by law enforcement authorities from northern states, who have established lines of communication with North Carolina authorities, many of the smugglers set up transfer stations in Virginia where the cigarettes can be shifted to another vehicle.

Although apparently Virginia is not affected taxwise by the smuggling, it has other harmful effects, although these have not been fully explored. Some crimes committed in the State, particularly hijacking, robberies and burglaries,

are known to be related to the cigarette smuggling. On one occasion in 1970, a North Carolina resident transported a large quantity of cigarettes to a point in Virginia where he sold the merchandise for approximately thirty thousand dollars. Shortly thereafter, three persons posing as policemen stopped him on a highway. Fortunately, two State Troopers were nearby and noticed the suspicious circumstances. The North Carolina individual stated that the three persons were New Yorkers, and members of the Mafia, and were attempting to rob him. He later stated that the individuals were part of an organization in New York and that one of them told him not to testify against them. The three New Yorkers were arrested, but the case was dismissed a few days later when the principal witness changed his account of what occurred.

A number of law enforcement officers in Virginia have recognized the potentially harmful effects of these criminal types being in Virginia and have endeavored to cooperate with authorities from the other states. As a result, many of the smugglers have been intercepted. The usual procedure is to force the individuals to pay the Virginia tax on the cigarettes and to charge them with a misdemeanor (Sec. 58-757.17, Code of Virginia).

Corruption of Public Officials

At various times in the recent past there have been allegations of the corruption of public officials in different parts of the Commonwealth which have resulted in investigations. For the most part these investigations have failed to support the allegations. However, on some occasions, sufficient evidence to warrant quiet resignations has been developed.

One noteworthy investigation was a project initiated by the Internal Revenue Service Intelligence Division in 1963 in Fairfax County. The matter involved the payment of more than \$75,000 to Fairfax County officials in connection with the rezoning of certain property. That investigation, which required the commitment of a large number of highly trained agents for an extended period of time, resulted in the conviction of three members of the Board of Supervisors, a builder, several businessmen and an attorney, who is also a Certified Public Accountant. Other counties in the State are also experiencing the rapid mushrooming in the value of some land involved in rezoning actions.

There is no governmental office in the Commonwealth which is charged with the responsibility for receiving allegations and gathering intelligence concerning possible official misconduct or with the staff capable of performing such functions. Information previously presented in this report indicates the large profits that apparently are being derived from gambling, narcotics and drug sales, burglaries, fencing, and other crimes. With such profits at stake, criminals can afford to pay for protection and have a strong incentive to do so. This is a matter that would merit continual observation.

APPRAISAL OF VIRGINIA'S LAW ENFORCEMENT SYSTEM

In this section of the report, we will discuss the strengths and weaknesses of the law enforcement system of Virginia and its capability of controlling organized crime. In the sense that it is used here, law enforcement system refers to the law enforcement agencies in the State *collectively* and not individually. The primary responsibility for controlling organized crime, because of its nature, must be placed on the system, rather than on any single agency.

In endeavoring to control organized crime, law enforcement faces different problems from those connected with crime in general. Persons engaged in organized crime are mobile, and very often the criminal operations extend beyond the boundaries of any one jurisdiction. Quite often the base of operations will be in one jurisdiction whereas the operations are in another jurisdiction, even beyond the metropolitan area, or outside the State. Therefore, different approaches are required to combat organized crime and greater skills and coordination are needed.

Other circumstances also make it more difficult for law enforcement to identify and investigate organized crime. Usually, police activity begins when a crime has been committed and has been reported. Unlike the crimes with a complaining witness, it is necessary for law enforcement agencies to ferret out the existence of organized crime activities. The customers of organized crime are either "willing victims" with no incentive to complain, or are victims of crimes such as extortion who are afraid to make a complaint. Once the existence of a criminal organization has been determined and its members identified, and this usually is accomplished only by accumulating information from diverse and widespread sources, law enforcement agencies encounter many difficulties in obtaining evidence of the criminal activity. The leaders isolate themselves from the criminal acts and often their involvement is known to only a few trusted lieutenants who actively run the illegal operation. This necessitates criminal investigators' making a conspiracy type investigation, which requires special skills and techniques, such as undercover work and surveillance in addition to the usual investigative activities of interviewing witnesses and inspecting records. Even the latter is more difficult in these situations because of the reluctance of witnesses to testify and because criminals do not keep the usual business records. Because of the difficulties and complexities described above, organized crime can be investigated effectively only by forming special squads of skilled and experienced investigators, whose sole function is to investigate major criminal organizations and whose work is coordinated closely with that of other agencies.

The Task Force members and the staff are in agreement that the law enforcement agencies in Virginia and their personnel overall are honest and dedicated. This is a solid base for a strong law enforcement system. As you would expect to find when viewing a large number of independent law enforcement agencies with a wide range of size and responsibilities, the various agencies are operating at varying levels of efficiency and effectiveness. The standards established for hiring personnel vary considerably, as does the quality and amount of basic and advanced training furnished. Consequently, the skills of the law enforcement officers have a wide variance.

The law enforcement officers in the State approach their responsibilities with courage and dedication. However, more than these qualities are needed to adequately control organized crime. The apparent deficiencies of the law enforcement system in Virginia in meeting its responsibility for controlling organized crime can be categorized as follows:

1. Fragmented enforcement, or lack of coordination of enforcement efforts between the various law enforcement agencies in the State.
2. Need for highly trained investigators, especially those with certain specialized skills.
3. Insufficient planning and research which does not permit establishment of priorities in a knowledgeable manner.
4. Lack of a system for identifying major criminals and major criminal organizations, which precludes establishing primary targets for investigation.
5. Failure to allocate manpower and other resources specifically to organized crime investigations.

The deficiencies noted will be commented on as they apply specifically to the greatest problem which law enforcement faces at the present time, namely the problem of drug abuse. However, the comments which are made pertaining to this problem can also be applied to the need for better enforcement against gambling and other crimes in which organized crime is involved, inasmuch as similar techniques and skills are needed for control of such crimes.

Enforcement of Drug Laws

The steps taken by law enforcement in the State to meet the narcotics and drug problem vary. Most of the larger cities and counties have increased the emphasis on drug enforcement by allocating additional personnel solely to the investigation and apprehension of persons violating the drug laws, and in some instances by setting up separate drug squads. This is reflected in the increase in the number of arrests for narcotics and drug violations. In the smaller cities and rural areas the police departments and sheriffs' offices have found themselves ill-equipped to combat the problem because of the specialized skills and techniques required. For this reason, they have relied primarily on assistance from the State Police in meeting the problem. This year the State Police Department was furnished additional funds for the purpose of expanding its activities in the enforcement of all laws relating to narcotics and drug abuse. While some of its efforts in drug law enforcement have been directed to the urban areas, essentially their resources have been expended in helping the smaller cities and rural areas. In connection with enforcement of the drug laws, the State Police in effect are performing local law enforcement.

In an attempt to determine the level and effectiveness of drug law enforcement in the State and the needs of law enforcement agencies to increase their effectiveness, most of the drug law enforcement officers in the State were interviewed. In addition, the commanders of the larger squads were interviewed on more than one occasion and an in-depth analysis of their arrest and seizure records was conducted. (It should be noted that without this complete cooperation, assistance and advice, no meaningful conclusions could have been reached.) This study disclosed that the officers assigned to drug law violations exhibit a high degree of ability and dedication and are devoting long hours and great effort to the fight against the drug problem. However, despite this commitment of ability, effort, dedication and money, we are failing in this State to stem, or even remain abreast of, the tide of drug abuse.

Analysis of the records of the majority of drug violation arrests in the State for the period from January 1, 1971, through August 31, 1971, discloses that the majority of these arrests are for marihuana or hashish violations, although one or two jurisdictions may have a majority of arrests for heroin violations. However, in all jurisdictions surveyed, these arrests were, with few exceptions, at the experimenter, abuser or addict level regardless of whether the arrests were for narcotics, dangerous drugs, hallucinogens, marihuana or hashish. The arrests did not materially affect the channels of distribution or remove any substantial quantity of drugs from circulation, and even more significant is the

fact that very few of these arrests involved, or even affected, the major traffickers, street wholesalers or distributors.

It appears that this low level of, and lack of success in, drug law enforcement is caused by the following major factors:

1. Intelligent planning cannot be performed because of a lack of accurate and meaningful statistics at any level of government with which to determine the nature of the drug abuse problem by jurisdictions. Specifically, there is no data which shows the numbers of abusers and addicts, or types of drugs in use, in each jurisdiction.
2. No priorities are established so that the limited funds and manpower can be directed toward the major traffickers in drugs and toward the drugs which are more harmful to the users and to society. The lack of data for planning previously noted can be only partially a factor in causing this deficiency.
3. No effort is made to maintain files on major traffickers in which all available information concerning them could be accumulated. Such files, if kept, would be the basis for selecting primary targets for investigation.
4. No personnel are assigned to work solely on the major traffickers.
5. An additional problem in the use of undercover techniques has been that some agencies have too few support officers, which results in little supportive investigation of leads and limited assistance to the undercover operative.
6. Efforts to enforce the drug laws are generally fragmented with a low degree of cooperation and coordination at the local level, at the local to state level, and at the state to state level.
7. Most agencies place almost complete reliance on the drug "buy" to make cases and perform little surveillance or other investigative work either before or after the arrest of a violator. The limited support of the undercover officer inhibits his efforts to work higher in the drug distribution organization. There is little effort made to preserve intelligence obtained by the undercover officers and investigators in the form of investigative files and comprehensive reports. This may result in a large number of arrests of individuals, but only fragmented information is obtained concerning the distribution scheme and the persons involved.
8. Apparently, the standard for success in drug law enforcement is the number of arrests rather than the diminution of the problem.
9. The lack of a state-wide intelligence gathering and retrieval system covering the individuals involved in distribution of drugs subject to abuse.

Comments Concerning Local Law Enforcement Agencies

When visits were made to the local enforcement agencies in the State, there was no intention to appraise or evaluate the effectiveness of the individual agencies. In the first place, there was insufficient time and resources to adequately do such a task. It was noted that the nature of the problems facing law enforcement officials varied considerably from agency to agency and area to area. However, during the visits an effort was made to determine the common needs and the common problems of the law enforcement agencies. In addition, attempts were made to determine what was needed to satisfy these needs and to solve the problems noted. In most instances, the officials interviewed spoke candidly of the operations of their agency, pointed out problems which confronted them, and discussed their degree of success in meeting those problems.

The comments of the heads of law enforcement agencies as to their critical needs usually centered around the need for additional manpower, and especially for experienced personnel. The seriousness of the understaffing of the agencies was accentuated by the high percentage of turnover. This was primarily due to the loss of experienced and trained officers to private industry or to other enforcement agencies which are offering higher salaries and increased fringe benefits. In some areas, there was the additional problem of being unable to recruit qualified candidates at the salaries they were authorized to offer. A need for equipment was seldom mentioned as being a critical problem, as it appears that such needs are generally being satisfied as they arise through grants of federal funds obtained by the State Division of Justice and Crime Prevention from the Law Enforcement Assistance Administration.

A critical need which materially restricts the efforts of the local enforcement agencies to bring the drug abuse problem under control was the lack of sufficient funds for the purchase of narcotics and drugs and for payments to informers. In all but a few instances, the funds received from the local government were meager; and in all instances the funds were inadequate for their needs.

No attempt was made to evaluate the quality of law enforcement training programs in the State as this is the responsibility of the Law Enforcement Officers Training Standards Commission. It was noted, however, that there is a lack of basic training programs for investigators and their supervisors, and advanced training programs in specialized investigative techniques. We believe that there is an urgent need for training programs for undercover operatives, technical equipment specialists, supervisors of narcotics squads, vice investigators, and investigators of financial or "white collar" crimes.

Only two enforcement agencies in the State were found to have a formalized approach to gathering intelligence and identifying major criminals and criminal organizations. Two police departments in large cities have Intelligence Squads with personnel assigned specifically to this function. No enforcement agency had an Organized Crime Unit or Squad, and for that matter, none had any personnel assigned exclusively to investigating major criminals. The need for specialized units to gather intelligence concerning organized crime activities and investigate the persons involved was noted by the President's Commission on Law Enforcement and Administration of Justice which recommended that:

"Police departments in every major city should have a special intelligence unit solely to ferret out organized criminal activity and to collect information regarding the possible entry of criminal cartels into the area's criminal operations.

"Staffing needs will depend on local conditions, but the intelligence programs should have a priority rating that insures assignment of adequate personnel. Perhaps the enormous amount of manpower devoted to petty vice conditions should be reduced and the investigative personnel for organized crime cases increased. Criteria for evaluating the effectiveness of the units, other than mere numbers of arrests, must be developed."⁶

It seems to be a standard practice throughout the State to rely on federal enforcement agencies when major criminals or criminal organizations are encountered. This is due to some extent to the lack of manpower locally, but primarily to the lack of highly skilled and experienced investigators who are able to cope with difficult and complicated investigations, such as are necessary

⁶ President's Commission on Law Enforcement and Administration of Justice, "Task Force Report: Organized Crime," (1967), p. 20.

when organized crime is involved. Despite the willingness of federal authorities to cooperate, they are unable to fill all requests for assistance because they must fulfill their own responsibilities and priorities.

Particularly in the metropolitan areas where major criminals and their organizations operate widely, there is no formalized approach to coordinating the work of the various enforcement agencies in the area. We do not intend to imply that enforcement officers refuse to cooperate with their fellow officers in a neighboring jurisdiction. They do cooperate willingly and wholeheartedly, and when good personal relationships are established there is a free exchange of information. But the lack of a systematic approach to the necessary cooperation causes it to be intermittent and less than effective. The formation of metropolitan enforcement groups (MEGS) are being considered in some areas for the purposes of (1) facilitating the exchange of intelligence concerning traffickers in narcotics and drugs and (2) joining together in active investigation of traffickers who operate in some or all of their jurisdictions. MEGS should not be considered as a replacement for local enforcement of the laws; if this is done, it will defeat their purpose. Strong local enforcement is the only answer to purely local violators. The main thrust of investigative work of the MEGS should be directed to the street wholesalers and distributors of illegal drugs who operate on a wide scale geographically.

The coordination of investigative activities is extremely limited where the agencies are in different parts of the State. Again, where personal relationships have been developed, there is an exchange of intelligence and cooperation to some degree.

The cooperation received from federal enforcement agencies is excellent, but again the extent of cooperation is limited by the inability of the small number of federal agents to have a close relationship with each law enforcement agency in the State. Some comments were received from local police officials in the larger cities that they had difficulties getting assistance from police or other agencies in other states. We believe that the State Police should have the responsibility to develop relationships as needed with the federal agencies and with agencies outside the State.

With regard to enforcement of the drug laws, we believe that more effective enforcement would result if separate drug squads are formed in the larger police departments which would function separately from the departments' vice squads. Such a structure provides a concentrated approach to the prime problem. Studies by federal agencies support this suggestion. At the present time, we are aware of only two police departments in the State which are so structured.

There was previously mentioned the lack of hard data which could be utilized in establishing priorities and planning for the best utilization of personnel in enforcing the drug laws. This same comment can be made concerning other types of crime. While local agencies can do more in the way of planning and research, we feel that this is another area in which the state government can be helpful to local agencies.

Department of State Police

While the bulk of the manpower of the Department of State Police is devoted to highway patrol, it has a staff of sixty-three investigators who are distributed throughout the State, with approximately ten investigators assigned to each Division. The investigators, when requested by local authorities, assist in the investigation of crimes, especially major crimes. In 1970, the State Police assigned an investigator in each division to work solely on drug enforcement and transferred 25 troopers from their regular duty to perform drug undercover assignments. Since early this year, the State Police

have had two investigators and about ten troopers in each division, who work solely on the enforcement of the drug laws under the direction of the Division commanding officer. With the increase of drug abuse in rural and suburban areas, an increasing number of requests for assistance have been made to the State Police by sheriffs and by chiefs of police in the smaller cities and towns. The result has been that almost all of the additional manpower assigned to drug abuse this year has been devoted to assisting local enforcement agencies.

In view of the increased work load of the State Police Department in the field of criminal investigations, and particularly in view of the urgent need for increased enforcement with respect to narcotics and dangerous drugs and organized crime in general, its capabilities should be expanded so it can perform properly the following functions for which it is responsible:

1. Continue to be supportive of local law enforcement agencies particularly in the rural areas by assisting, when requested, in the enforcement of state and local laws.
2. Coordinate investigations of individuals and organizations whose activities extend beyond the limits of one political jurisdiction.
3. Conduct investigations of major criminal organizations and particularly of interstate and major intrastate traffickers in drugs.
4. Be supportive of local enforcement by having available highly trained investigators with specialized skills, such as investigators for investigating complex financial-type crimes and conspiracies, technical equipment specialists, etc.
5. Maintain a pool of skilled undercover officers sufficient in size not only for the Department's own needs, but also to give assistance to local agencies.
6. Maintain a file of skill cards on experienced undercover and technical equipment specialists in local enforcement agencies and, by such means, serve as a clearing house for requests for assistance from local enforcement agencies. The local officers would supplement the personnel of the State Police in responding to requests from local enforcement agencies.
7. Act as liaison with enforcement agencies of other states.
8. Act as liaison with federal agencies.

With a view towards increasing the investigative capabilities of the State Police, consideration should be given to restructuring the Department to provide for a separate investigative division which would operate on a state-wide basis. The de-centralization of the investigative function to the six divisions, as it now exists, does not lend itself to the coordination and flexibility needed to cope with organized crime. Liaison with federal agencies, out of state agencies and other State agencies requires an investigative staff at the State Police Headquarters. In addition, coordination of the investigations by local enforcement agencies in different parts of the State requires a centralized unit. Centralized staffing is also needed for the development of an intelligence system state-wide and the allocation of manpower to primary targets, such as the interstate or major intrastate traffickers in narcotics. It is felt that there is an immediate need for a state-wide drug squad. It is also recommended that consideration be given to establishing at the headquarters office in the near future an Intelligence Squad, with the responsibility of identifying major narcotics violators. John E. Ingersoll, Director, Bureau of Narcotics and Dangerous Drugs, United States Department of Justice, said in this regard:

“The new horizons of drug enforcement require the strengthening of State Narcotic and Dangerous Drug enforcement capabilities as an aid to local enforcement, and to provide the necessary mobility, undercover operations, drug abuse prevention coordination, laboratory services, and training so sorely needed in most states. In some there is no one to carry out even the most rudimentary program and we urge the creation of such State Units.”⁷

Other State Law Enforcement Functions

We believe that there are certain law enforcement functions, which are needed for the control of organized crime, that can best be performed by the state government. Some of these functions are not being performed by anyone at the present time, or if so, in a limited manner. We believe that responsibility for the following functions should be established:

- 1. Intelligence System.** Develop a system for gathering information which will serve to identify persons and groups of persons engaged in organized crime. Through informants and other means, drug investigators believe that they have identified the major narcotics traffickers in their respective localities. However, it is characteristic of major organized crime figures that they isolate themselves from the criminal operations to avoid arrest. Very often, it is only through the accumulation of information from many sources and the analysis of this information that major criminals and criminal groups can be identified.
- 2. Planning.** Perform more detailed planning based on the broad overall law enforcement programs which have been established on the State level by the Division of Justice and Crime Prevention. Show relationship of local programs to the state-wide program. Assist local agencies with development of their programs so there will be better balanced enforcement throughout the State. This will permit better screening of requests for funds by local agencies.
- 3. Coordination.** Centralized control of the law enforcement activities of State departments, agencies and commissions is needed. There is no enforcement agency nor individual at the State level who now has the responsibility for such coordination. Numerous commissions have been established for the purpose of studying law enforcement problems without adequate staffing to conduct research. The present system, or lack of it, has caused the waste of valuable time of many officials, the necessity of making important decisions on incomplete data, and delays in getting much needed programs into operation.

Several of the State regulatory departments and agencies have investigative powers, although all are not utilizing these powers at the present time. Little, if any, of the investigative powers and capabilities of these agencies, and little of the information accumulated by them, is being utilized by law enforcement. A study should be made to determine ways in which the facilities of all State functions can be utilized in controlling organized crime. A notable example is the Department of Taxation which has no investigative capabilities at this time. In addition, the resources of this Department are not being utilized.

⁷ Speech of John E. Ingersoll at BNDD Regional Law Enforcement Executive Conference held in New York City on March 25, 1970.

4. **Training.** Provide advanced and specialized training for law enforcement officers. The Law Enforcement Officers Training Standards Commission is concentrating on plans for basic training of enforcement officers. There is immediate need for training in such categories as: undercover operatives, undercover coordinators, technical equipment specialists and accountant-investigators. An in-depth study of narcotics and other specialized and advanced training should be made to determine if all officers are receiving the proper amount and type of training. If not, LEOTSC should immediately develop and present such programs. Training is costly in time and money, so the programs should be designed so the various categories of officers receive the level of training needed to carry out their function.
5. **Research.** Local enforcement now is operating at varying levels of efficiency and skill. There is no facility for studying new investigative techniques and then informing local enforcement of tested, approved, and innovative procedures. Research should be conducted to study patterns of crime and how to recognize quickly changes in the patterns. Such research would help in attaining the best utilization of available resources in combatting crime. It will also help in establishing priorities, so that resources will be used where most needed. Studies should be made of the use of metropolitan enforcement groups by studying the operation of already established groups in other states. The knowledge so obtained can be furnished to local agencies who are contemplating the formation of such groups so they can avoid the problems and pitfalls previously encountered. The research should recognize the varying problems in the metropolitan areas, so the formation of each metropolitan group will meet the local need. Technical equipment, and its use, should be studied at the State level, so expert advice can be given to local agencies. The more costly items of equipment which are used infrequently by local enforcement officers should be maintained in pools at the regional or State level.

In order to assign responsibility for the carrying out of some or all of the functions described above, it may be necessary to establish a new position or new department. The person assigned to such a position or to head the department should have the responsibility and powers to coordinate and direct state-level law enforcement activities which are described in Item 3 above.

CONCLUSIONS AND RECOMMENDATIONS OF THE TASK FORCE

The study of organized crime activities in Virginia resulted in the accumulation of a large amount of information in the office of the Task Force Director. In addition, considerable information was obtained concerning the law enforcement system of the State. We have reviewed the information obtained and, to the extent possible, have furnished that information in this report. Based on our analysis of all of the information, we have arrived at the conclusions stated hereafter.

CONCLUSIONS

1. **There are organized crime activities in the State of Virginia of sufficient magnitude to cause concern to its citizens. These activities relate primarily to gambling and to trafficking in narcotics and dangerous drugs.**

Discussion: The study did not reveal that any organized crime figure of recognized national prominence either resides in the State or has his base of operation in the State. However, there are groups of people in Virginia who are engaged in illegal activities of an organized nature. Some of these groups confine their activities mainly to one community; others operate throughout metropolitan areas; and in some instances there are connections between the groups in the State and organized crime outside the State. Evidence of organized crime was found in connection with gambling, which includes bets on horse races and on sports events, numbers and professionally operated card and dice games. While bookmaking, numbers and the other types of professional gambling were found in most sections of the State, large operations of all types and of an organized nature were disclosed by the study in each of the three largest metropolitan areas, Tidewater-Peninsula, Northern Virginia and Richmond. Organized crime activity was also found in the trafficking and distribution of narcotics and dangerous drugs. There are several street wholesalers in the State who have direct connections to organized crime sources of supply of narcotics in New York City and in other areas of the United States. In addition, each of these wholesalers has his own group of distributors who assist in the distribution of narcotics in their local area to the street pushers. Evidence was also found that there are groups of individuals engaged in the transporting of dangerous drugs into the State and in the distribution of such drugs. (See page 14 of this report for further details.)

2. **The trafficking in narcotics and dangerous drugs in the State is the most serious problem facing law enforcement.**

Discussion: The trafficking in narcotics and dangerous drugs is increasing rapidly and is apparently out of control. The problem is most serious in the urban areas. Information obtained during the study indicates that the abuse of drugs is especially prevalent among the youth of the State. The abuse is becoming more prevalent at a younger and younger age, reaching down to the high school, junior high school, and sometimes even the lower grades. What is even more alarming is the fact that the use of heroin is becoming more prevalent among the youth, and many young people have been found to be involved in the selling of heroin. (See page 34 of this report for further details.)

3. Law enforcement is not attacking the narcotics and drug problem in the manner and to the degree necessary to bring it under control.

Discussion: Police agencies in all urban areas have substantially increased the personnel assigned to investigating narcotics and drug violations. In the rural areas, law enforcement agencies with the assistance of the State Police have also greatly increased the time devoted to the identification and apprehension of narcotics and drug violators. However, there is no apparent decrease in the flow of narcotics and drugs into the State. It is evident that if the problem is to be brought under control, there must be increased and more effective effort to reduce the availability of the narcotics and drugs to the public. The bulk of the enforcement effort in the State is now directed to the street pusher and to the user. The Bureau of Narcotics and Dangerous Drugs necessarily must confine its major efforts to the international and national importers and traffickers. More intensive investigation must be made by local and state enforcement agencies of the individuals in the middle area, consisting of the transporters and the street wholesalers in the State. (See page 46 of this report for further detail.)

4. The criminal justice system of the State is not equipped to adequately identify, investigate and prosecute persons engaged in organized crime.

Discussion: There is no intelligence gathering, storage, and retrieval system at the state level. A few of the police departments in the larger cities have some form of intelligence system, but overall there is no comprehensive system for gathering the necessary intelligence to identify the major criminals and major criminal organizations. The investigative capabilities of the State Police and of the larger police departments need to be increased in order to cope with the difficulties encountered in complex investigations of organized crime activities. Highly trained investigators with special skills are needed. No police departments in the State have officers assigned to investigate exclusively major criminal figures. It would be advantageous for the Attorney General to have statutory authority to assist the Commonwealth's Attorney in criminal prosecutions in organized crime cases when requested. (See pages 48, 51 of this report for further details.)

5. There is no agency in the State which has the responsibility for evaluating the law enforcement system, nor is there any agency which has the responsibility for receiving and investigating allegations of malfeasance and nonfeasance by public officials.

Discussion: Every function or agency needs to be scrutinized and evaluated systematically. Law enforcement agencies should perform self-evaluation on a continuing basis. In addition, scrutiny by an outside agency is helpful at times in obtaining an objective evaluation. There is no agency in the state government which has the responsibility to conduct research on a continuing basis of the nature and activities of organized criminal groups in the State and of the methods and techniques necessary to control such groups. Research of this nature is necessary in order to appraise the efficiency of the law enforcement system and its capability of controlling organized crime. With particular reference to malfeasance, an outside agency such as a State Crime Commission, can be more effective in resolving the validity of such allegations against public officials and agencies. (See page 44 of this report for further details.)

RECOMMENDATIONS

Based on our analysis of the information available concerning crime and the trends of crime in the State, we make the recommendations listed hereafter for the enactment of legislation and other actions of an administrative nature. We believe that action on these recommendations will give the criminal justice system the tools it needs to control organized crime. In some instances in connection with proposed legislation, bills have been drawn and are made a part of the recommendation. We realize that the proposed bills will be studied further and revision made if necessary. Recommendations numbered 1 through 14, if approved, will require enactment of legislation by the General Assembly, while recommendations numbered 15 through 23 can probably be implemented by administrative procedures. Our specific recommendations are:

1. The State Crime Commission should be made permanent with appropriate powers and an adequate operating staff.

Discussion: The Task Force believes that the Commission should have a "watch dog" function with respect to the operations and effectiveness of the law enforcement system in the State, with the responsibility of studying the causes of crime and recommending ways to prevent crime, with particular attention being given to the means of controlling organized crime in Virginia. We feel that some agency other than a regularly established law enforcement agency should have the responsibility for identifying, receiving and investigating allegations of misconduct by public officials. No official or agency has such responsibility now. This responsibility could well be placed with the State Crime Commission. Even if never used, the knowledge that such authority exists would act as a deterrent to official misconduct. A study should be made to determine the powers and staffing which would be needed for the Commission to perform the functions mentioned above. The President's Commission on Law Enforcement and Administration of Justice recommends:

"States that have organized crime groups in operation should create and finance organized crime investigation commissions with independent, permanent status, with an adequate staff of investigators, and with subpoena power. Such commissions should hold hearings and furnish periodic reports to the legislature, Governor, and law enforcement officials."⁸

2. A law should be enacted authorizing the use of electronic surveillance by law enforcement officers in the State. It is suggested that the law be drawn within the guidelines of the federal law; and that it provide that requests for use of electronic surveillance may be made to courts of record.

Discussion: This is commonly known as a wiretap law. State law must necessarily be patterned after the federal law in order to meet constitutional requirements. The federal law, and state laws where they are in effect, have been remarkably effective tools in the fight against organized crime. Without such a law it is almost impossible to obtain evidence of crimes by the leaders in organized crime, who attempt to isolate themselves from the illegal operations and use trusted lieutenants to carry on the actual operations. It is only by techniques such as electronic surveillance that their part in the criminal activity can be identified and proved. When passing the federal law, Congress

⁸ President's Commission on Law Enforcement and Administration of Justice, "The Challenge of Crime in a Free Society", p. 207 (1967).

recognized the need for parallel state action by providing for it in the legislation.⁹ A state law can not only be an effective aid in criminal prosecution, but also it can act as a control on illegal surveillance. Law enforcement personnel in the State are unanimous in their belief that there is a need for State legislation authorizing electronic surveillance even though it is recognized that the instances in which it will be used probably will be few in number. It will be used on major criminal groups where ordinary investigative techniques are not effective.

3. Legislation should be enacted giving the power to the Attorney General (1) to initiate and prosecute criminal cases involving corruption of public officials when there is a failure or refusal to act by the Commonwealth's Attorney involved, and (2) to provide assistance to Commonwealth's Attorneys in all criminal prosecutions, when such assistance is requested.

Discussion: At the present time the Attorney General does not have statutory powers to initiate criminal prosecutions. It would be beneficial to have an organized crime unit in the Attorney General's office with members of his staff specifically assigned to counsel on organized crime investigations and, if necessary, to assist in prosecuting such cases. Organized crime prosecutions are usually more complex and could tax the resources of a Commonwealth's Attorney's office. We strongly believe that responsibility should be placed on the Attorney General for initiating and prosecuting criminal cases involving corruption of public officials when such action is not taken by the Commonwealth's Attorney involved, or when the latter requests action by the Attorney General. The proposed criminal powers should be reserved for special or emergency situations.

The President's Commission on Law Enforcement and Administration of Justice recommended that:

"States should strengthen the coordination of local prosecution by enhancing the authority of the state Attorney General or some other appropriate state-wide officer and by establishing a state council of prosecutors comprising all local prosecutors under the leadership of the Attorney General."¹⁰

4. The General Assembly should provide adequate funds for law enforcement agencies for the purchase of contraband and payments to informers.

Discussion: All local enforcement agencies indicated a strong need for more funds for purchase of evidence, especially in the matter of narcotic "buys". Their funds are so limited that only small "buys" can be made with the result that it is almost impossible to gain evidence against the larger drug suppliers. Only by making larger payments is it feasible to reach the street wholesalers. At the present time, only a few agencies have any funds available to pay informants for information. The State Police have assisted local enforcement agencies by providing such funds to the limited extent now possible. Local governments should be encouraged to supply additional funds to their respective police departments. Increased funds should be supplied to the State Police Department so they can, in their own investigations, make larger payments to distributors of narcotics, and, in this way, obtain evidence against major violators. Also, with adequate funds, the State Police would be able to

Sec. 802, Title III, Public Law 90-351, Omnibus Crime Control and Safe Streets Act of 1968.

¹⁰ The President's Commission on Law Enforcement and Administration of Justice, "The Challenge of Crime in a Free Society", p. 149 (February, 1967).

assist local enforcement agencies when the latter need financial assistance in purchasing larger quantities of contraband for use as evidence.

5. The State statutes should be amended to provide that professional gambling activities by those engaged in conducting illegal gambling enterprises, specifically, bookmaking involving betting on horse races and on athletic contests, and lotteries, be made felony offenses.

Discussion: The intent of this recommendation is to point out inconsistencies in the State laws relating to gambling. A professional gambler who is convicted of operating a lottery, commonly known as the numbers game, is guilty of a felony. However, a professional bookmaker, who is convicted of accepting bets on horse races or athletic contests, is guilty only of a misdemeanor. The accepting of a large volume of bets by the professional bookmaker is considered to be equally as serious and as much a part of organized crime as the operating of a numbers game. The successful investigation and prosecution of a large-scale bookmaking operation is difficult, costly and time-consuming. The proposed amendment of the law would act as a deterrent and would permit the courts to impose an appropriate sentence when a major bookmaker, who is involved in organized crime, is apprehended.

6. The laws relating to search and seizure should be amended (1) to authorize the search of a person and (2) to broaden the description of things for which search can be authorized.

Discussion: It is proposed that the Code of Virginia be amended to read as follows:

§ 19.1-84. When search warrant may issue. On complaint, under oath, supported by affidavit required by § 19.1-85, such judge or justice to whom said complaint is made, if satisfied there is probable cause therefor, shall issue a search warrant to search for: (1) any instruments, articles or other thing which may have been used in the commission of a crime or which may constitute evidence against the person to be tried for the crime alleged in said search warrant (2) any fruits or objects of a crime or contraband.

Sections 19.1-83, 19.1-84, 19.1-88 are hereby repealed.

§ 19.1-85. Affidavit preliminary to issuance of search warrant; general search warrant prohibited. No search warrant shall be issued until there is filed with the officer authorized to issue the same an affidavit of some person reasonably describing the house, place, vehicle, person or baggage to be searched, the things to be searched for thereunder, alleging briefly material facts, constituting the probable cause for the issuance of such warrant and alleging substantially the offense in relation to which such search is to be made. Such affidavit shall be certified by the officer who issues such warrant to the county clerk of his county or to the court clerk, admitting deeds to record, of his city and shall by such clerk be preserved as a record and shall at all times be subject to inspection by the public. No such warrant shall be issued on an affidavit omitting such essentials and no general warrant for the search of a house, place, compartment, vehicle, person or baggage shall be issued.

The proposed legislation is needed to clarify and expand the present laws and, thereby, provide additional tools to law enforcement officers for effectively investigating organized crime activities.

7. The state conspiracy law should be amended to broaden its

Discussion: The conspiracy theory is one of the most effective legal tools against organized crime. It is especially helpful in prosecuting the leaders of organized crime who attempt to isolate themselves from the actual operations of their criminal activities. Some types of violations prevalent in organized crime activities are not covered by present state laws. Actions taken outside the State in furtherance of a conspiracy to violate state laws would be covered by the proposed statute. The proposed statute is as follows:

§ 18.1-15. Conspiracy. If any person shall conspire or confederate or combine with another to commit a felony, either within or without the state, he shall be guilty of a felony and shall be punished the same as for the felony conspired to be committed. Jurisdiction for the trial of any such person shall be in the county or city wherein any part of such conspiracy is planned or in the county or city wherein any act is to be done toward the consummation of such plan or conspiracy.

8. A general witness immunity statute should be enacted.

Discussion: The power to grant immunity to witnesses in criminal investigations and prosecutions has long been recognized as an important tool in controlling organized crime, as well as crime in general. The President's Commission on Law Enforcement and Administration of Justice recommended that states enact such a law as being crucial in organized crime investigations.¹¹ Present state law provides for the granting of immunity relating to only a few crimes. With the exception of the recently enacted law relating to prosecutions under the Drug Control Act (Sec. 54-524.107:1), the laws are limited in scope. As a case involving this subject is pending in the United States Supreme Court, the specific wording of the proposed statute cannot be suggested at this time.

9. Legislation should be enacted providing for the joinder of criminal actions involving multiple defendants or multiple offenses arising out of the same criminal acts or transactions.

Discussion: The purpose of this recommendation is to facilitate prosecutions of persons engaged in organized crime. As the term implies, the criminals so engaged are members of a group who conspire to violate the laws. When indictments name two or more individuals for violations arising out of the same criminal acts or transactions, they should be tried together. The proposed laws are as follows:

§ 19.1-202. If it appears that a defendant or the Commonwealth is prejudiced by a joinder of offenses or of defendants in an indictment or by such joinder for trial together, the Court may order an election or separate trials of counts, grant a severance of defendants, or provide whatever other relief justice requires. In ruling on a motion by a defendant for severance, the Court may order the attorney for the Commonwealth to deliver to the Court for inspection *in camera* any statements or confessions made by the defendants which the Commonwealth intends to introduce in evidence at the trial.

Each defendant who is granted a separate trial shall be provided with a separate venire facias.

¹¹ President's Commission on Law Enforcement and Administration of Justice, "The Challenge of Crime in a Free Society," 1967, p. 200.

§ 19.1-259. In any criminal case wherein a violation of two or more statutes or ordinances arises out of the same criminal act or transaction and occurrence, the violation of such statutes or ordinances shall be prosecuted simultaneously. The failure to prosecute simultaneously the violations of such statutes or ordinances shall constitute a bar to further prosecution on any remaining violations arising out of the same transaction or occurrence or criminal act.

10. The Drug Control Act (1970) (Sec. 54-524) should be revised to conform with the Uniform Controlled Substance Act.

Discussion: It would appear advisable that the state law conform with the federal law. This will facilitate closer coordination of enforcement activities at the federal, state, and local levels.

11. The Drug Control Act should be amended to permit police investigators in the State to inspect the records which a pharmacy is required to maintain relative to controlled drugs. (Section 54-524.57)

Discussion: When the current drug law was passed in 1970, the prior authorization for local enforcement officers to conduct such inspections was removed. It has been found that this is a hindrance to the effective investigation of drug violations. Considerable time frequently elapses before the aid of a Board of Pharmacy inspector can be obtained, as now required. If thought advisable, the authorization can be limited to only those police officials who are assigned primarily to narcotics and drug investigations.

12. The law which provides conditions when a pharmacist is considered guilty of unprofessional conduct should be amended as follows:

1. Delete the word "grave" from the phrase "grave, moral turpitude."
2. Change the phrase "habitually addicted to the use of" to "the habitual user of."

Discussion: The present law (§ 54-524.35) reads as follows:

"Any pharmacist shall be considered guilty of unprofessional conduct who (1) is found guilty of any crime involving grave moral turpitude, or is guilty of fraud or deceit in obtaining a certificate of registration; or (2) is an habitual drunkard or habitually addicted to the use of Schedule I, Schedule II, Schedule III or Schedule V drugs; or (3) issues, publishes, broadcasts by radio, or otherwise, or distributes or uses in any way whatsoever advertising matter in which statements are made about his professional service which have a tendency to deceive or defraud the public, contrary to the public health and welfare; or (4) publishes, advertises or promotes, directly or indirectly, in any manner whatsoever, any amount, price, fee, premium, discount, rebate or credit terms for professional services or for drugs containing narcotics or for any drugs which may be dispensed only by prescription."

The word "grave" in the present law is not sufficiently specific, and for all practical purposes makes it impossible to successfully prosecute for a violation of the law as it now reads. The phrase "habitually addicted" is inconsistent inasmuch as many of the drugs in Schedules I, II, III and V are habituating but not addictive. Marihuana, hashish and LSD, for example, are considered to be habit-forming but not addictive.

13. The present state law should be amended to create a presumption of knowledge by persons possessing stolen property.

Discussion: The study of organized crime activities disclosed an increasing amount of thefts of property in all sections of the State. Many of the thefts involve large quantities of the same type of merchandise, which indicates prior agreements between the thieves and the receivers of the stolen property. Many of the latter must operate legitimate businesses in order to be able to dispose of such large quantities. Under the present law, it is difficult to prove that the person receiving the property for sale had knowledge that the property was stolen.

14. The present state law concerning breaking and entering should be amended to create the presumption that a person making an unexplained illegal entry did so for the purpose of committing a felony or larceny.

Discussion: Under the present law, in order to charge a subject with a felony for breaking and entering, the State must be able to prove that the unexplained illegal entry was made with the intent to commit a felony or larceny. It is very difficult to prove what was in the mind of the person charged. The amendment proposed would create a presumption, which of course would be subject to rebuttal by the defendant.

15. The State Police investigative staff should be increased and trained to investigate organized crime and to further support and supplement local police investigation of criminal activities, upon request.

Discussion: The State Police have broad powers in the enforcement of criminal laws in the State. Its investigative work load has been increasing steadily. In particular, its responsibilities for investigating violations of the drug laws have been increased considerably with the greater use of such drugs. In addition, it is responsible for investigating organized crime activities. The responsibilities of the State Police in the investigative area include the following:

1. Assist local law enforcement agencies in investigating violations of state and local laws, when requested. In particular, this includes investigation of violations of the drug laws.
2. Coordinate investigations by local agencies of individuals or groups whose criminal activities extend beyond the boundaries of one political jurisdiction.
3. Conduct investigations of major criminal organizations which have widespread criminal activities.
4. Be supportive of local enforcement agencies by having available highly trained investigators with special skills.
5. Maintain a pool of undercover officers sufficiently large to supply the Department's own needs as well as to furnish assistance to local agencies when requested.
6. Act as liaison between local enforcement agencies in Virginia and federal and state enforcement agencies outside the State.
7. Gather information for a state-wide intelligence system.

In order to fulfill its responsibilities in the above categories, in some of which there has been limited or no activity, we believe that the investigative capabilities of the State Police must be increased considerably. This will require not only additional investigators, but added training. Consideration should be given to other ways to increase its investigative capabilities such as:

1. Provide for better coordination and utilization of skills by creating a separate investigative division in the Department under centralized control.
2. Increase the direction and control of investigators by closer supervision from investigative-oriented supervisors.
3. Retain experienced investigators in the function by providing opportunities for advancement within the function.

There is an immediate need for a state-wide drug squad. Centralized control will provide better coordination of enforcement efforts against the major criminals, such as street wholesalers of narcotics and other illegal drugs.

16. A state-wide intelligence system should be established with the capability to identify organized crime in the State.

Discussion: Our inquiries throughout the State have disclosed that only a few police departments have any semblance of an intelligence system. Such an intelligence system is essential if organized crime and the persons involved in it are to be identified. Only by obtaining information from various sources, and collating and analyzing it, can the true nature of a criminal organization be disclosed. In the local community, very often only one small segment of the entire criminal operation is observed and frequently this cannot be identified as organized crime. The state-wide intelligence system should be supported by local and regional systems, all of which should be compatible.

The first step could be the establishment by the State Police of a simple intelligence system related to major traffickers in narcotics and dangerous drugs in the State. The system could be expanded gradually to cover other persons engaged in organized crime. The goal would be eventual computerization and integration of the system into the Virginia Criminal Information System (VCIN) now in the early stages of development.

17. A uniform system for reporting incidents of drug abuse should be

Discussion: Drug abuse is one of the most serious problems facing society today. The problem must be met by comprehensive programs in the area of education, rehabilitation and law enforcement. Such programs cannot be developed without basic data which show the extent of the problem and the nature of the problem. As discussed previously in this report (page 30), the study we have conducted indicates that both the extent and nature of the problem varies from area to area. Our efforts to locate hard facts and statistics met with little success.

Proper planning of programs requires data for each political jurisdiction in the State relating to the types of drugs being abused, the age and background of the abusers, and to show trends. A study should be made to determine the basic information needed.

One source of information is law enforcement agencies. The Central Criminal Records Exchange (CCRE) maintained by the Department of State Police could be utilized for storage and analysis of the material. Ways should be studied in which law enforcement agencies can expand their present reporting of information to CCRE.

We believe that the Governor's Council on Narcotics and Drug Abuse Control should be given the overall responsibility for setting standards for, submitting, reviewing and disseminating the information obtained. The Governor's Council should explore other sources of information concerning incidents of drug abuse and the means of obtaining the data, as well as statistics on addiction. Other sources would include school authorities, hospitals, doctors,

and probation officers. Also, as pointed out in our report (page 32), valuable information can be made available by the analysis of drug samples sent to the laboratory for testing. The latter information would be especially helpful in determining use trends and patterns of distribution.

We believe that the Governor's Council on Narcotics and Drug Abuse Control should give priority to the funding of a study of the type of information needed to properly plan programs in the areas of education, rehabilitation and law enforcement, and the format of the documents to be used in reporting the information.

18. An advisory council on organized crime should be established with the characteristics of the Organized Crime Prevention Council recommended by the Law Enforcement Assistance Administration.

Discussion: The Federal Law Enforcement Assistance Administration, Department of Justice, encourages state governments to form Organized Crime Prevention Councils as a means of improving law enforcement, and federal grants are authorized specifically for the establishment of such Councils. LEAA has prepared a publication entitled "The Role of State Organized Crime Prevention Councils." The information furnished concerning the establishment of such Councils is summarized as follows:

1. It is prescribed that Councils may be composed of no more than seven persons.

2. The Council may be established pursuant to state law or by an order of the Governor of the state.

3. Councils must be broadly representative of the law enforcement officials within a state and by virtue of training and experience, the members must be knowledgeable in the prevention and control of organized crime. There should be a balanced representation including representatives from police and prosecutorial agencies. Both state and local police agencies should be represented. Police agency members should have a minimum of five years of law enforcement experience with a substantial part of their service devoted to organized crime intelligence work. Prosecutors serving as Council members should be full-time prosecutors, preferably those from local units with the largest populations. They may be federal, state or local. They should have extensive experience before investigative grand juries or in courts directing organized crime cases.

4. Since the Council members will usually have full time responsibilities in the field of law enforcement, each Council will require a supporting staff. This staff may consist of a full-time executive director and one or more assistants.

5. In addition to providing a regular staff, consideration should also be given to the possibility of obtaining assistance through the appointment of committees to handle specific Council projects. These committees can be appointed on an as-needed basis, drawing on the law enforcement community or the private sector.

6. It is felt that State Organized Crime Prevention Councils will serve their purpose more effectively if they do not have general investigative powers. The Council should not function in terms of investigations or specific cases; that is, it should not endeavor to supplant, supplement, or usurp the normal investigative functions of the state and local law enforcement agencies. They should in large

measure be planning and coordinating bodies concerned with the objective of developing state and local capability to combat organized crime.

7. One of the most important functions that an Organized Crime Prevention Council can perform is that relating to the development of strategies and plans to attack and control organized crime. In large measure this would relate to planning and establishing priorities for organized crime programs included in the state's comprehensive law enforcement plan. In this aspect of their work, the Council, in effect, is taking the place of consultants who many times are called in to develop such plans.

19. The Law Enforcement Officers Training Standards Commission should include in all law enforcement training programs appropriate training related to organized crime.

Discussion: The training programs which have been developed to date by the Training Standards Commission include no reference to organized crime activities. It is recommended that in all training programs there be some instruction in connection with organized crime. In the basic course, the reference to organized crime can be brief, possibly an hour or two, and be in the form of an indoctrination concerning organized crime operations. In advanced training the relationship of organized crime to the course in question should be brought out.

20. The Law Enforcement Officers Training Standards Commission should take immediate action to encourage and promote courses for advanced and specialized training of police officers.

Discussion: The immediate plans of the Training Standards Commission do not include advanced training or specialized training. In addition, it appears that when advanced training will be initiated, it will be in line with training appropriate for supervisors and management. There is immediate need for advanced and specialized training programs at the state level, such as training for undercover operatives, narcotics supervisors, technical equipment specialists and accountant-investigators.

21. Standards for hiring of law enforcement officers in the State should be established along with minimum standards for salaries and fringe benefits.

Discussion: There is an evident need to upgrade the caliber of law enforcement officers in some jurisdictions in the State. This is especially true in those areas where no standards for hiring have been established. This indicates the need for establishing state-wide standards. In order to recruit the men who could meet such standards, it would be equally necessary to establish minimum standards for salaries and for fringe benefits, such as retirement eligibility and annuities.

Heads of local and state enforcement agencies in Virginia say that the efficiency of their agencies is affected drastically by their inability to hire qualified recruits and to retain experienced officers at the salaries they are authorized to pay. In view of the variances in the cost of living and other factors between the urban and rural areas, it is obvious that simply setting a minimum salary is not the complete solution to the problem.

22. The Virginia State Crime Commission should take appropriate steps to inform the public regarding organized crime, with particular emphasis on informing leaders of the business world.

Discussion: It is essential that the public be informed of the dangers of organized crime and, as far as possible, of specific areas in which organized crime has penetrated their communities. Citizen assistance is essential to control of organized crime; but such assistance is forthcoming only from informed and concerned citizens. Their concern can influence legislators to provide the laws, funds and tools for effective law enforcement. It is equally as important that business groups and leaders be informed of ways to detect organized crime and to prevent infiltration of criminals into their businesses.

23. Local governmental officials should give serious consideration to the establishment of Metropolitan Enforcement Groups where they do not now exist.

Discussion: The need for Metropolitan Enforcement Groups is especially important in gambling and narcotic law enforcement. The formation of Metropolitan Enforcement Groups is one of the priority recommendations of the Bureau of Narcotics and Dangerous Drugs, U. S. Department of Justice. In view of the mobility of the criminals involved in organized crime, only by coordinated effort can their activities be identified and can they be apprehended. The formation of Metropolitan Enforcement Groups is one of the best means to obtain this coordination.

PRIORITIES FOR ACTION

We have included in this report the most important and pertinent of the large amount of information which was obtained during the study pertaining to crime and law enforcement. We will not attempt to summarize, but we will endeavor to place our conclusions in the proper perspective and highlight those of our recommendations which we believe to have the highest priority.

Organized crime activities exist in many parts of the State. With the exception of the drug distribution in the major metropolitan areas, we do not say that organized crime is out of control. However, when we take into account that the trend of crime is on the increase, and consider the inability of the law enforcement system to cope with the drug abuse problem, we do not feel assured that other aspects of organized crime will not become a serious problem at some future date. In arriving at our recommendations for strengthening the law enforcement system, we took into account the potential increase in organized crime activities as well as the time lag inherent in gaining approval for new programs and in implementing the programs after approval. Without meaning to minimize the importance of any of our recommendations, we will ask that particular attention be given to certain ones which we feel are critical.

Our conclusions and recommendations were arrived at independently through our analysis of all the information available. However, we do not claim that all of the conclusions and recommendations are original, in the sense that we were the first to raise them. After the study had been substantially completed and the tentative conclusions and recommendations had been formulated, the staff of the Task Force reviewed reports based on prior studies of matters relating to law enforcement in the State to see if they contained information which coincided with our findings. The review disclosed that in several instances conclusions had been reached and recommendations made which were similar to those we had arrived at independently. It was further revealed that little or no attempt had been made to implement some of those recommendations.

We urge that the following legislation be given top priority by the 1972 General Assembly in order to give the criminal justice system the tools with which to control organized crime.

1. **State Crime Commission.** This body should be made permanent as there is a continuing need to study the causes of crime and the ways to prevent it. The Crime Commission can apprise the General Assembly of impending crime problems, and can furnish pertinent information so corrective legislation can be enacted before a problem becomes a matter of great concern. Only a continuing study of organized crime can give assurance that it is being kept under control. By public hearings and other means, the Crime Commission can inform the public of the existence, as well as the dangers, of organized crime and help to create an informed and concerned public. (See page 55 for further discussion)
2. **Electronic surveillance law.** The experience of the federal enforcement agencies and of authorities in other states which have this law is that it is the most powerful, and sometimes the only, means of apprehending major criminals. (See page 55 for further discussion)
3. **Funds for drug investigators.** Adequate funds for purchasing narcotics and illegal drugs and for payments to informers are needed by state and local investigators in order to apprehend the major traffickers in narcotics and dangerous drugs. The funds are essential in attempting to curtail the flow of narcotics and illegal drugs into the State. The General Assembly should appropriate additional funds for the State Police specifically earmarked for use by both state and local investigators for the above stated purposes. (See page 56 for further discussion)
4. **Statutory authority for Attorney General in criminal prosecutions.** The Attorney General should be given statutory authority to initiate and prosecute criminal cases involving corruption of public officials and to provide assistance to Commonwealth's Attorneys in other criminal prosecutions when requested. This legislation is considered vital for the control of corruption and organized crime. (See page 56 for further discussion)

It is hoped that the legislative members of the Crime Commission will provide the leadership to obtain passage of the recommended legislation. We suggest that some officer in the executive branch be designated to determine the manner in which the recommendations which require administrative action can be accomplished and to be responsible for their prompt implementation. This suggestion is made with the realization that without such designation, no person nor office would automatically assume such responsibility. (See Recommendation No. 1 below.)

We urge that prompt action be taken on the following matters which can be handled administratively:

1. **Centralized control of law enforcement at the state level.** There should be established in the state government a position occupied by a person experienced in law enforcement, who will be directly responsible to the Governor. He should have the responsibility and the powers to direct and coordinate all law enforcement activities in departments, agencies, and commissions of the state government, most of which now operate independently, causing

duplication of effort, overlapping functions, inability to place responsibility, and delays in actuating needed programs. (See page 51 for further discussion)

2. **Investigative function of State Police.** In view of its increased investigative work load previously described, this function should receive added emphasis in the State Police program. Its investigative capabilities should be strengthened by additional manpower and further training. Moreover, other ways to strengthen this function should be considered, such as (1) Increase the direction and control of investigators by investigative-oriented supervisors; (2) Retain experienced investigators in this function by providing opportunities for promotion within the function; (3) Increase the status of the function by creating a separate investigative division under centralized control. The latter item would furnish more coordination and a fuller exchange of information between investigators and would lend itself to better liaison with federal and out of state agencies. It is suggested that the first step appropriately would be the establishment of a state-wide drug squad composed of investigators and a pool of undercover operatives. (See page 49 for further discussion.)
3. **State-wide intelligence system.** A simple system can be initiated immediately by the State Police or the State Crime Commission relating to major narcotics traffickers in the State. Further study can be made simultaneously for expansion of the system to cover other organized crime figures. The goal should be eventual computerization along with integration of the system into the Virginia Criminal Information System (VCIN) now in the early stages of development by the State Police.
4. **Data on drug abuse.** A study should be initiated to determine methods by which detailed and accurate statistics can be compiled concerning drug abuse and drug abusers. This information is essential for use in planning educational, rehabilitation and law enforcement programs which will bring the drug abuse problem under control. (See page 30 for further discussion.)

If emphasis has been placed in this report on the necessity for increased state-level participation in law enforcement, it is not because of the lack of recognition of the acute needs of local enforcement agencies, insofar as funds, manpower, improved salaries and equipment are concerned. Strong local law enforcement supplemented by aggressive state-level enforcement is essential for the control of organized crime. The State Crime Commission is urged to take whatever action is necessary to inform local governmental officials of the critical needs of their enforcement agencies. Attention then can be given to ways in which the State can augment the resources made available at the local level.

APPENDIX I

HOUSE JOINT RESOLUTION NO. 113

Creating a Commission to study matters relating to crime and its prevention.

Agreed to by the House of Delegates, March 11, 1966

Agreed to by the Senate, March 12, 1966

Whereas, the safety of the citizens of Virginia is of the utmost concern to the General Assembly of Virginia; and

Whereas, the prevalence of crime and the fear thereof has begun to erode the quality and character of the lives of many of our citizens; and

Whereas, many citizens have expressed their concern about the increase in vandalism and in the number of crimes, both violent and nonviolent; and

Whereas, in many areas of the Commonwealth it is unsafe for women to be unaccompanied at night; and

Whereas, the problem of juvenile crime is increasing and is likely to continue to increase in the coming years with the increase in population in this age group; and

Whereas, certain criminal elements are becoming increasingly bold in daylight attacks; and

Whereas, the traffic in dope is dangerous to the public health and welfare and more effective ways are needed to combat its furtherance; and

Whereas, the police authorities in many areas are not accorded the proper respect by citizens and are not assisted by them in upholding the peace and safety of the community; and

Whereas, there have been reports of citizens in various sections of the country refusing to aid their fellowman in time of danger; and

Whereas, the most effective crime deterrent is law enforcement; and

Whereas, the police, the courts and the penal system are all links in the chain of law enforcement; now, therefore, be it

Resolved by the House of Delegates, the Senate concurring, That a Commission, to be known as the Virginia State Crime Commission, is hereby created to make a study and report on all areas of public safety and protection. The Commission shall endeavor to ascertain the causes of crime and recommend ways to reduce and prevent it; explore and recommend methods of possible rehabilitation of convicted criminals; and study other related matters, including apprehension, trial and punishment of criminal offenders. The

Commission shall make such recommendations as it deems appropriate to the safety and welfare of the citizens of Virginia.

The Commission, shall be composed of nine members, three of whom shall be appointed by the President of the Senate from the membership thereof; three of whom shall be appointed by the Speaker of the House of Delegates from the membership thereof; and three of whom shall be appointed by the Governor from the State at large. The members of the Commission shall receive no compensation for their services but shall be paid their necessary expenses, for which and for such secretarial and other assistance as the Commission may require, there is hereby appropriated from the contingent fund of the General Assembly a sum sufficient not to exceed five thousand dollars.

The Commission shall conclude its study and make its report to the Governor and the General Assembly not later than October one, nineteen hundred sixty-seven. All agencies of the State shall assist the Commission in its study when requested.

APPENDIX II

HOUSE JOINT RESOLUTION NO. 48

To continue the Virginia State Crime Commission.

Agreed to by the House of Delegates, February 26, 1968

Agreed to by the Senate, March 6, 1968

Whereas, the General Assembly of Virginia, at its 1966 Regular Session, established the Virginia State Crime Commission, which Commission has submitted a report to the Governor and the General Assembly, in which report it stated that because of the magnitude of task assigned to it and the limitations of time and funds available to it, it was able to accomplish only a beginning of the investigation which needs to be made; now, therefore, be it

Resolved by the House of Delegates of Virginia, the Senate concurring, That the Virginia State Crime Commission established by House Joint Resolution No. 113 of the 1966 Regular Session, be continued.

The membership of the Commission shall consist of the same persons, provided, that if any member is unwilling or unable to serve, or if for any other reason a vacancy occurs, his successor shall be appointed in the same manner as the original appointment was made.

The Commission shall continue its study on all areas of public safety and protection, the causes of crime and ways to reduce and prevent it, the apprehension, trial and punishment of criminal offenders and the rehabilitation of convicted criminals.

The members of the Commission shall receive no compensation for their services but shall be paid their necessary expenses for which, and for such secretarial and other assistance as the Commission may require, there is hereby appropriated from the contingent fund of the General Assembly the sum of ten thousand dollars.

The Commission shall conclude its study and make its report to the Governor and the General Assembly of Virginia not later than November one, nineteen hundred sixty-nine. All agencies of the State shall assist the Commission in its study upon request.

APPENDIX III

CHAPTER 528

An Act to continue the Virginia State Crime Commission.

Approved April 4, 1970

Whereas, the General Assembly of Virginia in 1968 in House Joint Resolution No. 48 continued the Virginia State Crime Commission; and

Whereas, in its report to the nineteen hundred seventy General Assembly this Commission stated that two studies should be undertaken, to wit, the creation of a special division in some existing State agency, or as a separate State agency, to deal with drug abuse and illegal narcotic traffic and the feasibility of establishing a State Central Crime Laboratory; and

Whereas, in its report, the necessity for maintaining constant surveillance on the activities of organized crime in Virginia was pointed out and it was further recommended that some legislative based commission should be maintained to investigate any area in which organized crime was alleged, or suspected, to be operating; now, therefore,

Be it enacted by the General Assembly of Virginia:

1. § 1. That the Virginia State Crime Commission established by House Joint Resolution No. 113 of the 1966 Regular Session of the General Assembly and continued by House Joint Resolution No. 48 of the 1968 General Assembly, is hereby continued further.

§ 2. The membership of the Commission shall consist of the present members, with two additional members to be appointed by Speaker of the House of Delegates from the membership thereof. If any member is unwilling or unable to serve, or if for any other reason a vacancy occurs, his successor shall be appointed in the same manner as the original appointment was made.

§ 3. The Commission shall continue its study into the causes of crime and the ways and means to reduce and prevent it and shall specifically study and report on the following:

(a) The need of creating a separate State department or of establishing within an existing State department a Bureau of Drug Abuse and Narcotics. The report and recommendations concerning this shall be made to the 1971 Session of the General Assembly.

(b) The need for the establishment of a Central Crime Laboratory in Virginia and how such a laboratory should be equipped and function, the cost thereof, and whether such laboratory should be placed in an existing State department or established as a separate department.

(c) The activities of organized crime in the State. For this purpose, the Commission is authorized to issue subpoenas for attendance of witnesses before the Commission with the same effect as if they were issued in an action in any court of record in this State. The Commission may administer oaths to witnesses testifying before it in any matter relating to organized crime. Disobedience of such subpoenas and false testimony given under oath before the Commission shall be subject to the same penalties, as if such disobedience or false testimony under oath occurred or was given in an action in a court of record.

Further, the Commission is authorized to conduct hearings under any conditions it may deem advisable where it has reason to believe that an individual's or the public safety may be involved, or the public interest or welfare may be threatened.

The Attorney General of Virginia is requested to give any and all necessary legal counsel and assistance to the Commission.

Any information gathered by this Commission may be made available by it to any law enforcement agency or officer of the State at any time and in any manner it may deem advisable.

§ 4. The members of the Commission shall receive no compensation for their services but shall be paid their necessary expenses for which, and for such secretarial and other assistance as the Commission may require, there is hereby appropriated from the general fund of the State treasury the sum of twenty thousand dollars.

§ 5. Unless directed otherwise, the Commission shall conclude its study and make its report to the Governor and the General Assembly of Virginia not later than November one, nineteen hundred seventy-one. All agencies of the State shall assist the Commission in its study upon request.

APPENDIX IV

RESOLVED, by the Organized Crime Detection Task Force,
That

1. All meetings of the Task Force shall be executive and its deliberations confidential, except when the meeting consists of a public hearing or it is otherwise expressly decided by the Task Force.

2. All news releases and other information shall be given by or under authority of the Task Force, except routine announcements, which may be given out by the Director.

3. All meetings of committees appointed by the Task Force shall be subject to the same rules which govern the meetings and deliberations of the Task Force.

4. This action is intended primarily to insure the confidential treatment of Task Force matters and also to:

- a. prevent premature disclosure of what may prove to be purely tentative conclusions,
- b. prevent misunderstandings, and
- c. promote freedom of discussion and deliberation during the course of the study.

APPENDIX V

CODE OF VIRGINIA

§ 15.1-131. Police, etc., may be sent beyond territorial limits; reciprocal agreements between counties, cities or towns for mutual aid.—Whenever the necessity arises for the enforcement of laws designed to control or prohibit the use or sale of controlled drugs as defined in § 54-524.2, or during any emergency resulting from the existence of a state of war, internal disorder, or fire, flood, epidemic or other public disaster, the policemen and other officers, agents and employees of any county, city or town may, together with all necessary equipment, lawfully go or be sent beyond the territorial limits of such county, city or town to any point within or without the Commonwealth to assist in meeting such emergency or need.

In such event the acts performed for such purpose by such policemen or other officers, agents or employees and the expenditures made for such purpose by such county, city or town shall be deemed conclusively to be for a public and governmental purpose and all of the immunities from liability enjoyed by a county, city or town when acting through its policemen or other officers, agents or employees for a public or governmental purpose within its territorial limits shall be enjoyed by it to the same extent when such county, city or town within the Commonwealth is so acting, under this section or under other lawful authority, beyond its territorial limits.

The policemen and other officers, agents and employees of any county, city or town, when acting hereunder or under other lawful authority beyond the territorial limits of such county, city or town shall have all of the immunities from liability and exemptions from laws, ordinances and regulations and shall have all of the pension, relief, disability, workmen's compensation and other benefits enjoyed by them while performing their respective duties within the territorial limits of such county, city or town.

Subject to the approval of the Congress of the United States, the governing body of any county, city or town, may in its discretion, enter into reciprocal agreements for such periods as they deem advisable with any county, city or town, within or without the Commonwealth, including the District of Columbia, in order to establish and carry into effect a plan to provide mutual aid through the furnishing of its police and other employees and agents together with all necessary equipment in the event of such need or emergency as provided herein. No county, city or town, shall enter into such agreement unless the agreement provides that each of the parties to such agreement shall: (1) waive any and all claims against all the other parties thereto which may arise out of their activities outside their respective jurisdictions under such agreement; (2) indemnify and save harmless the other parties to such agreement from all claims by third parties for property damage or personal injury which may arise out of the activities of the other parties to such agreement outside their respective jurisdictions under such agreement.

The principal law-enforcement officer, in any city, county or town having a reciprocal agreement with a jurisdiction outside the Commonwealth for police mutual aid under the provisions hereof, shall be responsible for directing the activities of all policemen and other officers and agents coming into his jurisdiction under the reciprocal agreement, and while operating under the terms of the reciprocal agreement, the principal law-enforcement officer is

empowered to authorize all policemen and other officers and agents from outside the Commonwealth to enforce the laws of the Commonwealth of Virginia to the same extent as if they were duly authorized law-enforcement officers of any city, county or town in Virginia.

The governing body of any city, county or town in the Commonwealth is authorized to procure or extend the necessary public liability insurance to cover claims arising out of mutual aid agreements executed with other cities, counties or towns outside the Commonwealth.

The policemen, and other officers, agents and employees of a county, city or town serving in a jurisdiction outside the Commonwealth under a reciprocal agreement entered into pursuant hereto are authorized to carry out the duties and functions provided for in the agreement under the command and supervision of the chief law-enforcement officer of the jurisdiction outside the Commonwealth. (Code 1950, § 15-552; 1962, c. 623; 1968, c. 800; 1971, Ex. Sess., c. 238.)

APPENDIX VI

CODE OF VIRGINIA

§ 15.1-131.3. Agreements for consolidation of police departments or for cooperation in furnishing police services.—The governing body of any county, city or town may, in its discretion, enter into a reciprocal agreement with any other county, city or town, or combination thereof, for such periods and under such conditions as the contracting parties deem advisable, for the consolidation of police departments or divisions or departments thereof, or cooperation in the furnishing of police services. Subject to the conditions of the agreement, all policemen, officers, agents and other employees of such consolidated or cooperating police departments shall have the same powers, rights, benefits, privileges and immunities in every jurisdiction subscribing to such agreement, including the authority to make arrests in every such jurisdiction subscribing to the agreement. (1970, c. 271.)

