

As you know, Mr. Chairman, the drug abuse control amendments, which we carry out, include a class of drugs called the hallucinogens. Among these drugs are lysergic acid diethylamide—or LSD—peyote, mescaline, psilocybin, and others, such as DMT and STP, which have recently come upon the scene. Since the establishment of our Bureau of Drug Abuse Control, in February of 1966, we have conducted over 2,000 criminal investigations. A third of these have involved the hallucinogens. Marihuana has been offered for sale or seized in nine out of every 10 investigations by our BDAC men following the hallucinogen leads.

Our agents, Mr. Chairman, have moved in on these cases swiftly but with a good sense of who has jurisdiction. BDAC agents in Dallas recently seized 1,000 doses of LSD. At the same time they seized approximately 100 pounds of marihuana, which they turned over to Bureau of Narcotics agents. At New York's Kennedy International Airport, BDAC agents, again working on an LSD case, seized not only a quantity of that drug but about 230 pounds of marihuana as well, which was turned over to local police and agents of the U.S. Customs Service. There are countless instances of marihuana appearing together with the hallucinogens under our jurisdiction. Our agents, working in close cooperation with other Federal agencies and with the excellent cooperation of State and local law enforcement agencies, can account for 931 arrests to date. Sixty percent of these arrests involved the hallucinogens. And, as I have indicated—in both the investigational as well as the arrest stages—marihuana is usually present.

The Food and Drug Administration and the Treasury Department's Bureau of Narcotics have been cooperating in dealing with this problem. There is a formal working agreement between the Bureau of Narcotics and our Bureau of Drug Abuse Control which provides for a close working relationship between our agents in the field as well as our staffs in Washington.

Mr. Chairman, there are a number of studies that are being conducted under the auspices of the National Institute of Mental Health. I would like to deposit with the committee at this time a recent listing by the NIMH of their marihuana research and related grant activities. You will notice that underway are several projects on the sociology of marihuana usage, the metabolism of marihuana in man and animals, and patterns of acquisition of the drug. Gradually, we will be able to construct a clearer picture—based upon hard, scientific facts—of this drug, its short- and long-term effects, its full identity, and the ways it can and cannot be used by man.

Clearly, while the answers to these questions are being formulated by the scientific community, by the work of many hundreds of physicians and researchers, our enforcement efforts in the Food and Drug Administration as well as in the Bureau of Narcotics must continue. I am reminded, Mr. Chairman, of the experience the FDA went through when it first became involved in the control of abused drugs. The agency discovered, for example, that as many as 25,000 barbiturate dosages could be purchased at a truck stop. The enforcement strategy for an agency with limited manpower seemed to be clear enough: Concentrate on those who engage in the illicit manufacture, distribution, and sale of large quantities of those drugs which are abused by some members of our society. This was the position advocated by the Department of Health, Education, and Welfare during the hearings held on the Drug Abuse Control Amendments of 1965. This was the position adopted by the Congress.

After the amendments were passed by a unanimous vote of the Congress, this strategy of enforcement continued to be FDA's approach. In my opinion, it has worked well. In fact, last year, when we were questioned by three congressional committees as to the need for more stringent penalties—particularly penalties for personal possession and use of the amphetamines, barbiturates, and hallucinogens—I responded that we saw no need for a change in the law. We believed then and still believe today that no useful purpose would be served by making a felon of the individual who abuses these drugs. I did state, however, that we would evaluate the effectiveness of the misdemeanor penalties for the illicit manufacture, sale, and distribution of the controlled drugs. If we find these penalties to be ineffective, I promised to come back to the Congress and seek a tougher set of penalties in that area. I repeat that promise now.

From this brief history, you can see how the FDA, while administering the drug abuse control amendments and coming upon both LSD and marihuana in