



National Drug Enforcement  
Policy Board  
Federal Drug Law Enforcement  
Review  
1981 - 1986

106126

U.S. Department of Justice  
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FEDERAL DRUG LAW ENFORCEMENT REVIEW  
1981 - 1986

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## FEDERAL DRUG LAW ENFORCEMENT REVIEW

1981 - 1986

### Introduction

In response to the growing scope and complexity of America's drug problem, the Federal government in the past five years has significantly expanded its enforcement efforts to reduce the supply of illegal drugs in our society. For example:

#### Resource Commitments

- In Fiscal Year (FY) 1981, \$736 million was spent on Federal drug law enforcement. In FY 1985, however, over \$1.4 billion of the approximately \$1.7 billion authorized for drug abuse functions was spent on domestic and international supply reduction programs.
- The number of Drug Enforcement Administration special agents, diversion investigators, intelligence analysts, and chemists has steadily increased since 1982. The number of special agents alone has increased from 1,872 in 1982 to 2,436 in 1986.
- The Federal Bureau of Investigation has been assigned drug enforcement responsibility as one of its primary missions and has directed over 1,000 agents into drug investigations since 1982.
- The U.S. Customs Service and the U.S. Coast Guard have made drug interdiction their first law enforcement priority.
- In July 1986, the Immigration and Naturalization Service Border Patrol made operational adjustments to intensify drug interdiction capabilities along the Southwest land border.
- The Internal Revenue Service has doubled its commitment to drug enforcement in the past five years.
- The Department of State Bureau of International Narcotics Matters has intensified its diplomatic initiatives and its assistance for enforcement activities in producer and transit nations.

- Since 1981, the Department of Defense and the Military Services have expanded their role in drug enforcement efforts. The military supports law enforcement agencies by supplying equipment, intelligence, and training.

#### Organizational Improvements

- In January 1982, the President established the South Florida Task Force to organize a coordinated counterattack against drug traffickers and their organizations in South Florida. This task force served as a prototype for broad-based, interagency efforts in interdiction, investigation, and prosecution.
- In October 1982, the President established the Organized Crime Drug Enforcement Task Force Program, a major formal interagency drug investigative initiative. The 13 regional Task Forces identify, investigate, and prosecute members of high-level drug trafficking organizations.
- In March 1983, the President created the National Narcotics Border Interdiction System to coordinate the multi-agency joint efforts of drug interdiction. Regional centers have been established in El Paso, Chicago, New York, Miami, New Orleans, Long Beach, and Honolulu.
- In March 1983, the Attorney General and the Secretary of the Treasury established the National Center of State and Local Law Enforcement Training. The Center supplements training programs provided by other individual law enforcement agencies and includes instruction in drug trafficking activities.
- Financial Investigative Task Forces, staffed by investigators and analysts from the IRS and Customs Service, in conjunction with Assistant United States Attorneys, have been established nationwide. The Task Forces identify upper echelon drug traffickers by tracing their financial activity through analyses of their money flows.
- Law Enforcement Coordinating Committees have been established in every Federal judicial district to foster cooperative efforts and attitudes among U.S. Attorneys and local law enforcement officials. Coordinating drug enforcement efforts has been a major part of their efforts.

- The President's Commission on Organized Crime, established in July 1983, published the report America's Habit in March 1986. This report presents research, analysis, and recommendations regarding drug trafficking and abuse in the United States.

#### Recent Enforcement Initiatives

- Operation BLAST FURNACE, a joint DEA, DOD, and Government of Bolivia operation initiated in July 1986, destroyed 15 cocaine processing facilities in Bolivia (as of 9/24/86). As a result, the market for coca leaves has been significantly depressed, taking the profit out of coca production.
- Operation ALLIANCE, a major Federal initiative for attacking drug trafficking on the Southwest border, was initiated in the summer of 1986. The operation assigns significant additional law enforcement resources to the Southwest border, including over 350 Customs agents, 200 FBI, DEA, and IRS agents, 60 Federal prosecutors, and an array of new equipment.

This review presents, by department and agency, drug enforcement initiatives from 1981 through 1986. It focuses on those initiatives that were created or enhanced within the past five years, demonstrating the Administration's commitment to a strong attack against illegal drug trafficking and abuse. Unfortunately, the review's broad scope omits countless special programs and operations, which may have involved years of investigative effort, detailed planning, high levels of interagency cooperation, and large resource commitments.

For each agency, the review begins by describing the agency's general role in drug enforcement. In many instances, this description is followed by a statistical presentation of the overall results of the agency's efforts to carry out its drug enforcement functions. Finally, individual programs are described and their results are indicated to the extent possible: the accomplishments of some programs cannot be quantified.

Because drug abuse and drug trafficking are worldwide problems of enormous dimension, solutions require sustained and intensive efforts by governments and by citizens throughout the world. Federal law enforcement programs are only a small part of a total effort that encompasses State and local governments, foreign governments, international agreements and organizations, private sector businesses and institutions, and individual citizens.

## NATIONAL DRUG ENFORCEMENT POLICY BOARD (NDEPB)

### Description:

The National Drug Enforcement Policy Board was created by the National Narcotics Act of 1984 to improve policy development and coordination among the various Federal agencies by:

- Reviewing, evaluating, and developing United States government policy, strategy, and resources with respect to drug law enforcement efforts, including budgetary priorities and a national and international drug law enforcement strategy;
- Facilitating coordination of all United States government efforts to halt national and international trafficking in illegal drugs; and
- Coordinating the collection and evaluation of information necessary to implement United States policy with respect to drug law enforcement.

Members of the Policy Board, chaired by the Attorney General, are the Directors of Central Intelligence and the Office of Management and Budget; the Secretaries of the Departments of Defense, Education, Health and Human Services, Housing and Urban Development, State, Transportation, and Treasury; the Deputy Assistant to the President for Drug Abuse Policy; and the Vice President's Chief of Staff.

The Policy Board's organizational structure includes an interagency Coordinating Group chaired by the Associate Attorney General and an interagency staff that supports the Board and the Coordinating Group.

### Results:

In addition to serving as a forum for significant interagency information exchange and coordination in drug law enforcement, the Policy Board has initiated a number of projects in support of the

above functions. A list of completed Policy Board projects follows:

- o National Drug Enforcement Policy Board Interim Report to Congress (July 1985)

The first report submitted to Congress by the Policy Board, pursuant to the National Narcotics Act of 1984. The report describes the Board's drug law enforcement strategy and outlines its plans for implementing it. The Board adopted the 1984 National Strategy for Prevention of Drug Abuse and Drug Trafficking as the foundation for its work in 1985.

- o Drug Seizure Statistics (August 1985)

The Policy Board accepted the recommendation of the Coordinating Group and approved an interagency system for collecting and processing drug seizure statistics. The system provides for a central and uniform method for the collection of drug seizure data. The implementation of this system is part of an ongoing Policy Board Staff project.

- o National Drug Enforcement Policy Board Directive No. 1: Drug Crisis Management (February 1986)

The directive that implements the Drug Crisis Management System, introduced by the State Department, then modified and approved by the Policy Board in November 1985. The directive, signed by the Attorney General in his role as Chairman of the Policy Board, outlines the procedures to be followed by agencies in the event of a drug crisis.

- o Controlled Substance Analog Report (March 1986)

A report to Congress on Controlled Substance Analogs, in response to a Congressional requirement contained in Senate Report 99-150. The report, written by DEA with assistance from the Public Health Service at HHS and reviewed and approved by the Policy Board, describes the problems posed by these drugs and outlines the Federal response.

- o Federal Drug Enforcement Progress Report 1984-1985 (March 1986)

The report to Congress that describes the Federal accomplishments in drug enforcement during fiscal years 1984 and 1985. It focuses on law enforcement efforts to reduce the supply of drugs in the United States. The

report, pursuant to the National Narcotics Act of 1984, describes the elements of the drug enforcement strategy and details the achievements of Federal law enforcement.

● Information Sharing Status Report (August 1986)

An interim report to Congress describing State/DEA/Customs/INS efforts to establish a comprehensive reporting system on foreign nationals arrested in the United States on drug charges. This report responds to requirements set forth in the Foreign Relations Authorization Act for Fiscal Years 1986 and 1987.

● Analysis of the Domestic Cannabis Problem and the Federal Response (August 1986)

A Policy Board Staff report, prepared at the request of the Policy Board, that assesses the extent of domestic cannabis cultivation, discusses related policy issues, analyzes law enforcement initiatives, and recommends ways to strengthen the national program.

ORGANIZED CRIME DRUG ENFORCEMENT  
TASK FORCE PROGRAM

Description:

The network of 13 regional Organized Crime Drug Enforcement Task Forces (OCDETF), established by the President on October 14, 1982, is the major formal interagency investigative effort of the Federal Government. The Task Force Program is designed to coordinate Federal law enforcement efforts with State and local efforts to combat the national and international organizations that grow, process, and distribute illicit drugs. The program's consensus approach to investigation and prosecution enables the strengths of participating agencies to be pooled while avoids the creation of a new bureaucracy.

The goal of the OCDETF Program is to:

- o Identify, investigate, and prosecute members of high-level drug trafficking enterprises and to destroy the operations of those organizations.

The OCDETF Program seeks to accomplish this goal by adding new Federal resources for the investigation and prosecution of major drug trafficking organizations and by fostering improved interagency coordination and cooperation in the investigation and prosecution of major drug cases. Four objectives guide the selection and conduct of investigations:

- o To target, investigate, and prosecute individuals who organize, direct, finance, or are otherwise engaged in high-level illegal drug trafficking enterprises, including large scale money laundering organizations;
- o To promote a coordinated drug enforcement effort in each Task Force region and to encourage maximum cooperation among all drug enforcement agencies;

- To work fully and effectively with State and local drug law enforcement agencies; and
- To make full use of financial investigative techniques, including tax law enforcement and forfeiture actions, to identify and convict high-level traffickers and to make possible government seizure of assets and profits derived from high-level drug trafficking.

The targets of Task Force cases include criminal groups formed for the purpose of importing, distributing, and/or financing large amounts of controlled substances; criminal groups that are trafficking in drugs as well as engaging in other crimes; traditional organized crime figures; major outlaw motorcycle gangs; prison gangs or prison-associated organizations; and physicians, pharmacists, or other persons registered to legally dispense drugs but who engage in illicit distribution.

In addition to U.S. Attorneys and their assistants, agencies participating in the 13 regional Task Forces include the Drug Enforcement Administration; Federal Bureau of Investigation; Internal Revenue Service; U.S. Customs Service; U.S. Coast Guard; Bureau of Alcohol, Tobacco, and Firearms; U.S. Marshals Service; Organized Crime Strike Forces; and State and local investigative and prosecutorial agencies.

Results:

Selected OCDEFAC Accomplishments

Since their inception in October 1982, the Task Forces have proved extremely successful in meeting the Program's goal to "identify, investigate and prosecute members of high-level drug trafficking enterprises and to destroy these organizations." As of July 15, 1986, the Task Forces have:

- Initiated 1,431 cases.

- Returned 2,698 indictments in 940 cases (32% of which involved international organizations). A total of 10,002 individuals were indicted.
- Charged 601 defendants with violations of the Racketeer Influenced and Corrupt Organizations (RICO) statute, which allows stiff penalties for conviction on a wide variety of racketeering offenses, and permits forfeiture to the government of assets acquired or maintained through racketeering. Charged 507 defendants with operating a Continuing Criminal Enterprise CCE, the most serious drug offense, which requires a minimum sentence of 10 years in prison and a maximum term of life imprisonment, both with no parole. This statute also permits significant forfeiture actions.
- Returned 1,191 indictments involving cocaine; 247 involving heroin; 627 for marijuana, 448 for other drug violations; and 649 for money laundering and other financial offenses.
- Convicted 3,827 individuals of one or more charges (89% of all defendants adjudicated were found guilty or plead guilty to at least one charge).
- Used State and local investigators in approximately 60% of Task Force prosecutions.
- Seized assets including approximately \$175 million in cash and \$270 million in property, and obtained forfeitures totaling \$57 million in cash and \$98 million in property.

## NATIONAL NARCOTICS BORDER INTERDICTION SYSTEM (NNBIS)

### Description:

President Reagan established the Vice President's National Narcotics Border Interdiction System (NNBIS) in early 1983. NNBIS is a management system designed to enhance the drug interdiction effort by improving coordination among Federal, State, and local agencies. Under the direction of the Vice President, NNBIS brings together the unique jurisdictions and expertise of the various law enforcement agencies and support elements (such as the military and intelligence organizations) to facilitate a coordinated approach to drug interdiction.

In addition to a small Washington staff, NNBIS regional centers have been established in El Paso, Chicago, New York, Miami, New Orleans, Long Beach, and Honolulu. These centers are staffed by Coast Guard, Customs, DEA, FBI, INS, DOD/Military Services, and other law enforcement personnel. Each region:

- collates drug trafficking information;
- assesses the threat to the region;
- prioritizes smuggling targets;
- identifies resources available to interdict targets;
- recommends actions to participating agencies; and
- conducts follow-up interdiction analysis on seizures to determine regional trends.

### Results:

In addition to day-to-day coordination of interdiction activities, NNBIS has coordinated several large-scale interdiction operations, including Operation HAT TRICK and Operation BLUE LIGHTNING.

### Operation HAT TRICK

- A multi-agency operation, which took place in November and December 1984, that disrupted the harvest and shipment of Columbia's fall marijuana crop.
- Participating Federal agencies included: DOD and the Military Services, Coast Guard, Customs, INS Border Patrol, intelligence community, and the Department of State.
- The Department of State coordinated with the key foreign governments of Columbia, the Netherlands, and Honduras. Columbia also increased its in-country eradication and destruction programs during the operation.
- The Operation forced smugglers to reduce drug shipments, creating stockpiles that were located and destroyed by Columbian authorities. Much of the crop was eliminated.

### Operation BLUE LIGHTNING

- A multi-agency operation, which took place in April 1985, that disrupted the flow of drugs through the Bahamas.
- Participating law enforcement agencies included: Customs; Coast Guard; DEA; Military Services; National Park Service; 16 State, county, and local agencies; and Bahamian police officials.
- Involved 85 law enforcement vessels, 30 aircraft and six radar facilities.
- Over 5,500 pounds of cocaine, 36,000 pounds of marijuana, and 26 vessels were seized during this two-week operation.

### Operation HAT TRICK II

- A multi-agency operation, which took place from November 1985 through January 1986, that disrupted the flow of marijuana and cocaine from Latin America to the United States.
- The operation involved tightened surveillance along the U.S. border with Mexico and along ocean supply routes from South American and Caribbean countries.
- The U.S. Navy and the Coast Guard provided primary surveillance and interdiction forces. Customs, working with the Navy, Air Force, Army, and Marines conducted air operations.

- By February 1986, nearly 1.7 million pounds of marijuana and 11 tons of cocaine had been seized. More than 1,300 people were arrested.

## EL PASO INTELLIGENCE CENTER (EPIC)

### Description:

The El Paso Intelligence Center (EPIC) is a cooperative intelligence operation managed by DEA. EPIC is designed to target, track, and interdict international movement of drugs, aliens, and weapons. Nine agencies participate at EPIC: DEA, the Immigration and Naturalization Service, the U.S. Customs Service, the U.S. Coast Guard, the Federal Bureau of Investigation, the Federal Aviation Administration, the Internal Revenue Service, the Bureau of Alcohol, Tobacco, and Firearms, and the U.S. Marshals Service. In addition, all fifty states, the Virgin Islands, and Puerto Rico have information sharing agreements with EPIC.

EPIC functions as a tactical intelligence center which provides for the immediate exchange of interdictive and investigative intelligence among its members. This is accomplished by research and response to inquiries and by entry of suspect persons, vehicles, aircraft, and vessels into the various Federal lookout systems.

### Results:

- In FY 1985, EPIC researched and responded to over 354,577 inquiries regarding suspect persons, vehicles, aircraft, and vessels. The number of transactions was 196,206 in FY 1981.
- In FY 1985, through the EPIC lookout systems and other EPIC activities the following seizures were made: 90 aircraft; 149 vessels; nearly 6,000 kilograms of cocaine; 23 kilograms of heroin; and over 800,000 kilograms of cannabis.
- During FY 1984 EPIC researched and responded to 282,000 inquiries and assisted in the seizures of 85 aircraft, 176 vessels, 16,727 kilograms of cocaine, and 1.4 million kilograms of marijuana.

- During FY 1981 EPIC provided assistance in seizures totaling over 2 million pounds of marijuana, 427 pounds of cocaine, 6,790 grams of heroin, 6,249 pounds of hashish, 16.5 million dosage units of Quaaludes, 94 aircraft, 106 vessels, and \$2.1 million.

## VICE PRESIDENT'S SOUTH FLORIDA TASK FORCE

### Description:

In January 1982, in response to the high level of drug-related violent crime in South Florida, a Task Force was established under the leadership of the Vice President to coordinate Federal drug enforcement efforts in South Florida with State and local authorities. The program's objectives are to:

- significantly reduce the influx of illegal drugs coming into the United States through South Florida by increasing air, sea, and land interdiction efforts; and
- convict smugglers apprehended during these activities.

Towards achieving these objectives, the Task Forces:

- added personnel to all Federal law enforcement agencies including DEA, Customs, Coast Guard, IRS, ATF, INS, and the Marshals;
- added Federal prosecutors;
- added four temporary Federal judges, courtrooms, and support personnel;
- sought additional jail space; and
- improved off-shore anti-smuggling surveillance.

Because the Federal law enforcement and defense agencies participating in the South Florida Task Force operates through their normal chains of command, the Task Force coordinator facilitates cooperation and coordination among the various agencies involved.

### Results:

In addition to increasing arrests, drug and asset seizures, and prosecutions in South Florida, one of the most significant

accomplishments of the Task Force was the creation of model linkages between the military and civilian law enforcement agencies under the 1981 amendments to the Posse Comitatus Act. Airborne detection aircraft from both the Navy and the Air Force have been used extensively in support of Task Force efforts.

In June 1983, the South Florida Task Force became a regional center of the National Narcotics Border Interdiction System. Statistics comparing Task Force accomplishments for the period 2/15/82 through 2/14/83 with the same period in 1981 through 1982 (pre-Task Force) are presented below:

- The number of drug-related arrests in South Florida increased 27 percent (2,465 in 1982-83 compared to 1,936 in 1981-82).
- The number of drug seizures increased 42 percent. The amount of cocaine seized increased 53.9 percent; from 4,699 pounds in 1981-82 to 7,232 pounds in 1982-83. The amount of marijuana seized increased 22.7 percent; from 1,008 tons in 1981-82 to 1,237 tons in 1982-83.

The South Florida Task Force served as a prototype for broad-based, interagency efforts to disrupt the flow of drugs into the country, and investigate and prosecute major drug traffickers.

DEPARTMENT OF DEFENSE (DOD) AND THE MILITARY SERVICES

Agency Role:

In 1981, Congress approved changes to the Posse Comitatus Act that further defined the extent of allowable military involvement in support of the drug interdiction effort. The military services provide support in the form of equipment, intelligence, and training.

In the summer of 1986, DOD worked with DEA and the Government of Bolivia in Operation BLAST FURNACE. The operation destroyed 15 cocaine processing facilities in Bolivia (as of 9/24/86) and seriously disrupted the market for Bolivian coca leaves. This is just one example of how DOD support can result in more effective drug enforcement by law enforcement agencies.. Other examples of the types of assistance that DOD and the Military Services render are described below.

Description:

U.S. Army

- Operation Hawkeye, a training initiative developed by the Army Intelligence Center and School at Fort Huachuca, Arizona, presents real-world trafficking situations in a training environment. Students conduct missions along the Southwest border, photographing target areas. The resulting intelligence information is provided to Customs for inclusion in their intelligence database. In FY 1985, 72 missions were flown.
- Operation Groundhog, an end-of-course comprehensive test also developed by the above school, examines students' ground radar and sensor operations expertise. Students are placed in a real-world, high-stress training environment to detect and track targets (people, vehicles, and aircraft) crossing the border. They pass this information on to the Border Patrol. In FY 1985, Groundhog was conducted 20 times with 518 targets detected resulting in 176 apprehensions.

- In addition to assisting Customs and the Border Patrol, field commanders note that the quality of trained soldiers has increased significantly as a result of this training.

#### U.S. Navy

- The Navy provides aerial surveillance for drug law enforcement agencies. Navy E-2's provide assistance to Customs over the Caribbean, Mexican border, Gulf of Mexico, and offshore waters of Florida and California. U.S. Marine Corps OV-10's are also coordinated with the E-2's to identify, evaluate, and track drug trafficking suspects; the resulting intelligence is transmitted to Customs.
- Navy P-3's and S-3's also fly surface surveillance missions over coastal areas. Contacts of interest are passed to the Coast Guard for search and seizure of suspect vehicles when authorized.
- The Coast Guard has assigned Tactical Law Enforcement Teams (TACLETS) to Navy ships. When a ship sights a vessel suspected of drug trafficking, the Coast Guard can then board the suspect vessel and take necessary law enforcement action.

#### U.S. Air Force

- Since 1983, Air Force E-3A's, Airborne Warning and Control Systems (AWACS) have flown aerial surveillance missions in coordination with Customs operations. In addition, Air Force B-52 strategic bombers conduct joint training with the Navy in offensive anti-surface warfare strike operations, providing anti-drug surface surveillance as an adjunct to normal military operations.
- Air Force and Air Force Reserve C-130's also conduct maritime surveillance, reporting suspect vessels to the Coast Guard. Finally, UH-1 helicopters stationed in the Bahamas enable quick deployment of Bahamian drug enforcement teams on drug apprehension missions.

#### Additional Support

- The National Guard Bureau also supports drug enforcement efforts. When activated under "state active duty," the National Guard forces are not subject to Federal Posse Comitatus restrictions and can be used by the State governor in a law enforcement activity. Joint operations in 1985 destroyed almost 200,000 marijuana plants, with a \$260 million estimated street value.

- Twenty-nine states have memoranda of understanding (MOU) with local law enforcement agencies regarding use of the National Guard, and another 15 states are in the process of developing agreements. The MOUs facilitate coordination, including the loan of equipment, between National Guard units and local law enforcement agencies. In 30 states, assigned aviation personnel have received training from local law enforcement agencies on spotting, identifying, and reporting suspected marijuana growing locations. This training resulted in the sighting and reporting of an additional 180 marijuana fields and patches.
  
- A total of 43 Army, Navy, and Air Force personnel provide expert assistance to six National Narcotics Border Interdiction System (NNBIS) Regional Centers in addition to the NNBIS headquarters in Washington, D.C. Two additional DOD personnel will be assigned temporarily to assist in establishment of the seventh regional center at Honolulu, Hawaii.

## DRUG ENFORCEMENT ADMINISTRATION (DEA)

### Agency Role:

The Drug Enforcement Administration's (DEA) primary responsibility is to enforce the controlled substances laws and regulations of the United States of America. DEA also recommends and supports non-enforcement programs aimed at reducing the demand for illicit drugs in the United States and reducing the availability of controlled substances in the illicit domestic and international markets.

As lead agency for drug law enforcement it provides central leadership and coordination for intelligence and cooperative investigative functions, and directs its resources toward the continued use, where appropriate, of prosecutorial tools such as 18 USC 1961 et seq., Racketeering Influenced and Corrupt Organization (RICO), and 21 USC 848, Continuing Criminal Enterprises (CCE). DEA's responsibilities include:

- Investigation, arrest, and prosecution of major drug traffickers and immobilization of their organizations.
- Providing assistance to foreign countries in developing law enforcement and other programs aimed at reducing the supply of illicit drugs.
- Coordinating and cooperating with Federal, State and local enforcement agencies.
- Regulating the legitimate manufacture and distribution of controlled substances.
- Providing specialized multi-level training in drug enforcement techniques to Federal, state, local, and foreign law enforcement agencies.
- Managing a drug intelligence system that includes data on new drugs of abuse, drug availability and drug trafficking trends or issues.
- Provides for the exchange of drug intelligence information with enforcement counterparts and cooperating agencies worldwide.

## General Results:

### Drug Removals

- Drug removal statistics (which include seizures and purchases) reflect an important part of DEA's drug enforcement activities. The changes in these statistics from FY 1981 to FY 1985 are related, in part, to the increased enforcement emphasis and availability of some drugs.
- Since the marijuana eradication efforts in the United States and source countries (notably Colombia) began, thousands of tons of marijuana have been eradicated before reaching the marketplace. Source and transit countries have eliminated other marijuana through interdiction and enforcement activities.
- Agreements with foreign countries to limit methaqualone chemical exports to the United States have contributed to the reduction of the figures for depressants.
- The following table presents DEA drug removal statistics from FY 1981 through FY 1985:

---

FBI AND DEA  
DOMESTIC DRUG REMOVALS  
(by fiscal year)

<u>Drug</u>	<u>1981</u>	<u>1982</u>	<u>1983</u>	<u>1984</u>	<u>1985</u>
Heroin (kg.)	209	231	306	349	447
Cocaine (kg.)	1,872	4,947	7,569	11,764	18,128
Marijuana (kg.)**	1,077	1,074	1,045	1,386	744
Hashish (kg.)	8,468	6,807	1,302	14,371	9,914
Dangerous Drugs (d.u.)*	69,585	51,005	20,194	13,985	25,968
Stimulants (d.u.) *	7,901	45,921	10,802	11,125	20,710
Depressants (d.u.)*	22,903	3,743	2,810	1,627	665
Hallucinogens (d.u.)*	38,781	1,340	6,583	1,233	4,594

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\* Measurements are in thousands.

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## Clandestine Laboratory Seizures

- The United States produces a large percentage of the precursor chemicals used to manufacture illicit drugs in clandestine laboratories. These laboratories use these legitimately made chemicals to make cocaine out of coca paste, illicit forms of prescription drugs, and synthetic drugs that have no legitimate use.
- DEA and State and local law enforcement agencies continue to investigate and seize clandestine laboratories. The following table shows laboratory seizures from 1981 through 1985:

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DEA AND STATE AND LOCAL LAW ENFORCEMENT AGENCY  
CLANDESTINE LABORATORY SEIZURES  
(by fiscal year)

	<u>1981</u>	<u>1982</u>	<u>1983</u>	<u>1984</u>	<u>1985</u>
Methamphetamine	101	114	122	184	257
P2P	6	6	7	14	25
Amphetamine	16	15	25	31	67
PCP/PCC	37	47	47	26	23
Cocaine	4	4	10	24	29
Methaqualone	13	7	11	4	5
Psilocybin	----	----	2	4	3
MDA	2	0	5	----	3
Fentanyl	----	----	----	----	2
Other	17	10	12	4	5
Totals	196	203	241	291	419

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## Geo-Drug Enforcement Program (GDEP) Arrests

- GDEP is DEA's basic system for measuring its enforcement activities to assure they are properly focussed.
- The system functions by assigning an identifier to all reported investigative activities at the time each case file is opened. In this system, Class I and II violators are those that are the most significant, and include laboratory operators, heads of criminal organizations, financiers, registrants, major sources of supply to other major violators, corrupt public officials, and certain other non-drug facilitators.

- The following table displays DEA's GDEP arrests from FY 1981 through FY 1985:

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DRUG ENFORCEMENT ADMINISTRATION  
GEO-DRUG ENFORCEMENT PROGRAM ARRESTS

<u>Fiscal Year</u>	<u>Arrests by GDEP Class I &amp; II Case</u>	<u>Arrests by GDEP Class I &amp; II Violator</u>
1981	6,484	2,317
1982	6,369	2,120
1983	6,818	2,497
1984	7,457	2,850
1985	9,420	4,050

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\* Class I and II cases include those cases that involve at least one Class I or II violator; the Class I and II case statistics include data pertaining to all related violators regardless of their classification.

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Convictions

- Arrests are an important indicator of law enforcement investigative efforts.
- Convictions are further evidence of effective prosecutorial, as well as investigative, activities. Convictions have increased 89 percent since 1981.
- The following table shows the number of convictions resulting from DEA arrests, arrests obtained through DEA and State/local cooperative efforts, those achieved as part of DEA and State and local task force investigations, and those involving individuals referred to the DEA from other Federal agencies:

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DRUG ENFORCEMENT ADMINISTRATION  
CONVICTIONS (by fiscal year)\*

<u>SOURCE</u>	<u>1981</u>	<u>1982</u>	<u>1983</u>	<u>1984</u>	<u>1985</u>
DEA Only	3,200	3,731	6,005	6,174	6,454
S/L Cooperative**	684	617	1,087	1,245	1,157
S/L Task Force**	1,239	1,099	1,941	2,504	2,026
Federal Referrals	453	480	933	892	912
TOTAL***	5,576	5,927	9,966	10,815	10,549

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\* Figures for arrests and convictions for a given fiscal year do not necessarily refer to the same individuals.

\*\* S/L abbreviates State/local.

\*\*\* Quality controls introduced in FY 1983 are responsible for a portion of the increase.

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Sentences

- Not all of those individuals convicted of drug offenses receive sentences that include incarceration. The number of convicted drug offenders receiving prison sentences has increased significantly since 1981.
- The following table shows the number of drug offenders imprisoned in DEA cases. The information is displayed by case drug (the drug that figured most prominently in the case) and source of arrest that preceded the conviction.

DRUG ENFORCEMENT ADMINISTRATION  
 INCARCERATION DATA  
 NUMBER IMPRISONED (by fiscal years)

<u>By Case Drug</u>	<u>1981</u>	<u>1982</u>	<u>1983</u>	<u>1984</u>	<u>1985</u>
<u>Heroin (Opiates)</u>	835	945	1,578	1,522	1,533
<u>Cocaine</u>	1,198	1,377	2,195	2,942	3,231
<u>Cannabis</u>	799	908	1,912	2,158	1,964
<u>Dangerous Drugs</u>	820	690	1,172	1,158	1,210
<u>TOTAL</u>	3,652	3,920	6,857	7,780	7,938
 <u>By Source of Arrest</u>					
<u>DEA ONLY</u>	2,232	2,629	4,340	4,726	5,106
<u>S/L Cooperative*</u>	379	361	677	800	848
<u>S/L Task Force*</u>	739	647	1,209	1,624	1,356
<u>Federal Referrals</u>	302	283	631	630	628
<u>TOTAL</u>	3,652	3,920	6,857	7,780	7,938

\* S/L abbreviates State/local.

## DRUG ENFORCEMENT ADMINISTRATION (DEA)

Program: International

Description:

DEA's international program strategy is directed at reducing the supply of drugs at their source. This is accomplished by providing technical advice, eradication program direction, investigative assistance, cooperation, legislative models, and training.

Eradication

The development by DEA and the Department of State of eradication programs resulted in significant successes throughout the world.

1984

- Colombia reversed an earlier policy and implemented significant eradication programs for both marijuana and cocaine.
- Burma, where a majority of Southeast Asian opium production occurs, sought U.S. assistance in establishing an opium eradication program modeled after the successful Mexican program.

1985

- Colombia and Ecuador, for the first time, initiated a joint eradication operation on their common border which resulted in the destruction of 500 hectares of coca bushes.
- Brazil initiated an eradication program to destroy coca cultivation in the Amazon region which resulted in the destruction of approximately 4,600 metric tons of coca.
- An intelligence probe described the effects of Thai cannabis cultivation on the United States and provided the basis for the Thai Government's initiating a cannabis eradication campaign.

- An intelligence probe to locate opium poppy and cannabis cultivation in Guatemala served as a basis for the Guatemala Government's launching a manual eradication campaign against both crops.

### Laboratory Destructions

#### 1984

- Colombia, with DEA assistance, seized seven cocaine laboratory complexes and 20 tons of cocaine.

#### 1985

- Peruvian enforcement authorities, operating for the first time with logistical support furnished by the Colombian National Police and intelligence provided by DEA, raided a group of large cocaine processing laboratories hidden in the Amazon jungle in the northeast corner of Peru near the Colombian border. Police seized approximately two tons of cocaine.
- Special Operations instituted in Pakistan to target Southwest Asian heroin shipments and laboratories resulted in the elimination of four heroin laboratories in the Northwest Frontier Province of Pakistan.

### Illicit Drug Manufacture

Cooperative efforts between DEA and its foreign counterparts have affected the availability of precursor chemicals used in the manufacture of illicit drugs.

#### 1981

- A DEA supported Essential Chemicals Tracking Program was initiated by the Colombian Police to disrupt the manufacture of cocaine and lay the foundation for legislative initiatives to control essential chemicals used in the process.

#### 1983

- Operation Chem Con was initiated to disrupt the production of cocaine. The operation is the result of a two-year intelligence study of the worldwide movement of the necessary precursors to manufacture cocaine.

## 1984

- Through Operation Chem Con, DEA seized 14,378 fifty-five gallon drums of ether intended for cocaine production. The ether could have made over 172,000 kilograms of cocaine worth over \$5 billion.

## 1985

- Through Operation Chem Con, DEA seized over 2,600 fifty-five gallon drums of ether, which were intended for cocaine production. The ether could have made nearly 31,200 kilograms of cocaine. In addition, 4,521 drums of acetone were seized which could have been used to produce 54,000 kilograms of cocaine.
- New initiatives between DEA and Surinam resulted in the discovery of a major route used for the diversion of large quantities of acetone and ether. In addition, Surinamese police have begun new drug enforcement efforts.

## Legislation/Treaties

Progress was also made in the initiation of laws in foreign countries to help combat the drug abuse problem worldwide. In 1984 and 1985 the following countries enacted or were in the process of enacting laws allowing the seizures of drug-related assets: Italy, Austria, the Netherlands, Thailand, England, and Malaysia. In addition:

- In 1981 a cooperative effort by DEA and the Department of State resulted in legislative action by the Federal Republic of Germany and Hungary which virtually shut off the source for the Latin American traffickers who supplied approximately 85 percent of the methaqualone available in 1981 in the U.S. illicit market. In parallel efforts, a DEA-funded operation set the framework for enforcement actions which resulted in the severe disruption of methaqualone trafficking in and through Colombia.
- In 1984 Panama initiated the negotiation of a treaty with the United States which would, in part, permit the exchange of previously unobtainable financial information on suspected drug traffickers.

- In 1985 Argentina drafted legislation to allow plea bargaining by defendants. This legislation will allow judges the option of reducing jail sentences by up to two-thirds in exchange for cooperation in prosecuting others who are charged with drug related offenses.

### Liaison

The exchange of information between DEA and foreign counterparts continues to be an extremely important part of the foreign program. This exchange assists international officials in developing policy and enforcement programs.

#### 1983

- The annual International Drug Enforcement Conference (IDEC) was founded by DEA and involves chief law enforcement executives from all Latin American countries. The executives provide a report of their enforcement successes and discuss regional enforcement and legislative strategies.

#### 1984

- The Italian American Working Group on Narcotics and Organized Crime was established. Several joint investigations were developed against Traditional Organized Crime with excellent results.
- Eleven Latin American countries, Canada, and the United States agreed that a cooperative regional communications and intelligence center for Latin America would be established.
- A U.S.-Pakistani working group increased coordinated efforts against opiate production and tracking in Pakistan, and discussed implementation of a heretofore unused extradition treaty.
- DEA coordinated numerous diversion control conferences with foreign, Federal, State, and local law enforcement personnel: the May 1984 Rome Conference on the Diversion of Drugs, Precursors, and Essential Chemicals from International Commerce, and the South/Central American Seminars on Diversion of Drugs and Chemicals held in Brazil (1984), Venezuela (1984), and Panama (1983). Concurrent with the Rome conference, DEA sponsored seminars in each of the above countries to bring together law enforcement, regulatory, and customs officials.

## 1985

- A significant exchange of information was accomplished through the first official visit of DEA officials to the People's Republic of China. The visit resulted in the establishment of more direct relations between DEA and relevant Chinese agencies; the proposal of a bilateral executive seminar on drug trafficking; and the proposal for an Asian Pacific Conference for Source Nations on the Diversion of Drugs, Chemicals, and Precursors.
- DEA has taken an active role in developing a new international convention for the suppression of trafficking of drugs of abuse. This new proposal in draft stages addresses problems of international trafficking that could not be covered by other treaties.
- An intelligence probe in the Mediterranean developed information identifying major drug trafficking networks, methods of smuggling, and trafficking routes. Several large heroin and hashish seizures and numerous arrests resulted from this probe.

## 1986

- The Fourth Annual International Drug Enforcement Conference (IDEC) was held in Buenos Aires where delegates from twenty nations met.

## Intelligence

Special Field Intelligence Programs (SFIPs) meet a wide variety of intelligence requirements and fill specific information gaps in the areas of drug cultivation, production, smuggling, distribution, and the movement of money.

## 1984

- Operation VANGUARD, in Mexico, determined the effectiveness of Mexico's opium poppy and cannabis eradication campaign. DEA pinpointed the location of several marijuana production camps which resulted in the single largest marijuana seizure in history and the destruction of an estimated 10,000 metric tons of raw, manicured, and baled marijuana ready for export to the United States.
- DEA intelligence probes in Pakistan, Turkey, and Mexico have pinpointed illicit heroin laboratories and identified their operators, resulting in numerous arrests and seizures.

- Intelligence probes in Pakistan and India revealed the movement of opiates across the Pakistan/Indian border and identified a Bombay, India organization responsible for the movement of large quantities of heroin to the United States.
- The financial intelligence program provided both strategic assessments and operational case support. DEA continued to identify countries where bank secrecy laws are being used or hold the potential for use by drug traffickers.

#### 1985

- An intelligence probe of money laundering activities through a prominent Latin American financial center identified couriers, as well as the origin of \$45 million in cash transactions involving 337 incidents within a 12 month period. The resulting analysis provided insights into one money laundering operation, which have been useful to strategic and operational intelligence.

#### Extraditions/Prosecutions

Intense cooperative efforts have brought about significant results in the extradition, indictment, and prosecution of several international drug violators.

#### 1984

- The activities of a major heroin trafficking organization were seriously disrupted as the result of a multidivisional effort throughout the United States, Europe, and Pakistan, the source country. Twelve major traffickers were charged with a variety of narcotic violations resulting in the first extradition of drug violators to the United States from Pakistan -- an unprecedented law enforcement and diplomatic achievement.
- More importantly, DEA played a crucial role in the tracking and apprehension of a major supplier of heroin -- Mafia boss Gaetano Badalamenti -- who was arrested in Madrid, Spain, in April 1984. Special Agents purchased over 13 pounds of heroin from high level members of this organized crime group in two separate undercover investigations. In January 1984, eight of these defendants were sentenced to a total of over 90 years.

1985

- In December 1984, for the first time, seven Colombian nationals were extradited for drug trafficking to the United States by the Colombian Government.
- One of DEA's most significant cocaine cases in Fiscal year 1985 resulted in the indictment of the Prime Minister, Minister of Finance, and a Representative from the Turks and Caicos Islands. This was the first time that high-level foreign officials were indicted and subsequently convicted on drug charges in the United States. This investigation was the result of extensive cooperative efforts by DEA's Bogota, Colombia and Las Vegas, Nevada offices, the British government, and the Turks and Caicos Island Royal Police.
- During the past several years, DEA combined its expertise and resources with other United States and international agencies in a cooperative effort to arrest top level organized crime figures worldwide. Over 40 major United States traditional organized crime drug traffickers were arrested during Fiscal Year 1984 and Fiscal Year 1985 resulting from DEA Special Enforcement Operations, Organized Crime Drug Enforcement Task Force investigations and other investigations.
- A DEA Special Agent testified for the first time at a Pakistan criminal trial. His testimony was instrumental in the conviction of the Deputy Superintendent of Police in Lahore, Pakistan.

DRUG ENFORCEMENT ADMINISTRATION (DEA)

DOMESTIC ACCOMPLISHMENTS

Program: DEA Domestic Cannabis Eradication/Suppression Program

Description:

DEA has given material support for cannabis eradication efforts by State and local law enforcement agencies in California and Hawaii since 1979. In 1981 this support was extended to an additional five states, and a year later, 16 more began receiving assistance. By 1985 all 50 States participated in the Domestic Cannabis Eradication/Suppression Program. Eight other Federal agencies with land management responsibilities also joined the Program during this period.

The goals of the program are to suppress cultivation in established areas, to deter cultivation in potential growing areas, and to minimize product availability through crop destruction. Specific program objectives are to:

1. Encourage State and local agencies in each of the 50 states to recognize the extent of cannabis cultivation in their own areas and assign law enforcement resources accordingly.
2. Provide funding to State and local agencies for an aggressive cannabis detection and eradication program.
3. Provide training to State and local officers in the various cannabis detection and eradication techniques.
4. Identify any new or unusual cannabis cultivation trends or techniques.
5. Encourage state and local eradication efforts and to contribute funding, training, equipment, investigative, and aircraft resources.

## Results:

- Eradication efforts in Fiscal Year 1985 resulted in the destruction of over 52 million plants found in over 58,900 plots. In addition to the crop destruction, there were over 10,000 arrests made and almost 3,200 weapons confiscated from growers.
- The United States Forest Service reports illicit cannabis cultivation in every national forest. In 1985, 2,115 plots were eradicated by law enforcement authorities, an estimated 30 percent increase from 1984. This increase is largely accounted for by additional law enforcement efforts.
- During the week of August 5 through 9, 1985, the largest marijuana raid in United States history was conducted simultaneously in all 50 states. Operation Delta-9 involved more than 2,200 Federal, State, and local law enforcement officers operating under DEA direction. This five-day operation resulted in 225 arrests, the seizure of 78 weapons, the immobilization of eight indoor cultivation operations, and the eradication of over 400,000 plants in 3,010 cannabis plots.
- As of July 31, 1986, the Domestic Cannabis Eradication/Suppression Program has been responsible for the sighting of 6,847 marijuana plots, the eradication of 1,750,421 cultivated marijuana plants as well as 24,392,854 "ditchweed" marijuana plants. DEA has also seized 466 greenhouse operations and arrested 1,396 defendants.

## DRUG ENFORCEMENT ADMINISTRATION (DEA)

Program: Diversion of Licit Drugs

Description:

DEA detects and prevents diversion of licit drugs from legitimate channels such as manufacturers, wholesalers, retailers, doctors, nurses, and pharmacists. DEA conducts periodic inspections of drug manufacturers and wholesalers, and special investigations of high-level violators. It identifies drug shipments in foreign countries that are destined for illegal smuggling operations, monitors all imports and exports of controlled substances, and annually registers all handlers of controlled substances, such as manufacturers, wholesalers, retailers, doctors, nurses, and pharmacists. In addition, it establishes manufacturing quotas for all Schedule I and II substances, controls drugs of abuse, and conducts pre-registration investigations.

Results:

- During the past five years, the advances in the Federal effort against the diversion of legitimately produced drugs into the illicit market can be directly linked to new legislative initiatives granting broader authority to suppress diversion; effective investigative efforts both by Federal authorities and through cooperative ventures with State/local authorities; and extensive activities at the international level to combat diversion from international commerce.
- DEA initiated Operation Whitecoat, which was a special operation aimed at the diversion of hydromorphone (dilaudid), a Schedule II narcotic. The abuse of dilaudid was widespread in Nashville, Tennessee during early 1985. DEA estimated 250,000 dosage units of dilaudid with a street value of \$15 million was diverted over an 18 month period. As a result of DEA's efforts, three physicians, one pharmacist, and ten other traffickers were indicted in Federal court on drug trafficking and conspiracy counts. Extensive assets were also seized.

- In FY 1985, 78 targeted investigations of registrant violators operating at the Class I and II levels (DEA's highest classes of violators) and 250 additional criminal investigations in conjunction with the states resulted in 195 arrests, with asset removals, criminal fines, and civil penalties totalling \$2.92 million.
- In FY 1985 approximately 600 scheduled cyclic investigations of registered drug wholesalers and manufacturers were conducted to ensure compliance with the Controlled Substance Act.
- During FY 1985 seventy-three public interest revocation cases were also pursued. These cases were initiated under the new public interest revocation authority granted to DEA as part of the Comprehensive Crime Control Act of 1984.
- In Fiscal Year 1985 the Michigan Diversion Impact Program included DEA, State and local investigators. The 90 day investigative program resulted in numerous registration revocations and significant civil actions against pharmacies and pharmacists. There has been a drastic reduction in the quantity of controlled substances distributed in Michigan as a result of this operation.
- On August 20, 1986, acting on Operation ORIGINATION information on a large purchase of piperidine, the Los Angeles Field Division arrested a company officer of Anodizing Industries for diverting piperidine for utilization to manufacture Phencyclidine (PCP). Seized at the time of arrest were fifteen (15) gallons of piperidine. Execution of a federal search warrant at Anodizing Industries yielded the seizure of an additional twenty five (25) gallons of piperidine. Once converted to phencyclidine the seizure would yield approximately 372 kilos.

DRUG ENFORCEMENT ADMINISTRATION (DEA)

DOMESTIC ACCOMPLISHMENTS

Program: Clandestine Laboratory Seizures

Description:

The Clandestine Laboratory Seizure Program is designed to eradicate illicit laboratory drug production. To accomplish this most DEA Divisions have devoted an entire agent group to this function. DEA undercover storefront operations ostensibly selling chemicals required for laboratory processes have proved especially effective in locating the laboratories. Additionally 14 Special Enforcement Operations have been established in various geographic areas to implement this program.

Four drugs dominate clandestine laboratory activity: methamphetamine, phenylclidine (PCP), amphetamine, and cocaine. Clandestine chemists who continue to structurally modify controlled substances in endless variations which are not covered under the Controlled Substance Act present an enormous problem.

Results:

- DEA was involved in over 400 laboratory seizures in 1985.
- DEA seized the two known clandestine laboratories responsible for manufacturing fentanyl analogs. Fentanyl analogs can be thousands of times more potent than morphine and the difficulty in evenly distributing the drug during the "cutting" process contributes to the high overdose potential of these analogs. Between 1981 and 1985, 90 users of fentanyl analogs died from overdoses.
- Clandestine chemists attempting the illicit manufacture of meperidine analogs, mainly analog MPPP, have instead produced an industrial chemical (MPTP) which causes symptoms similar to Parkinson's disease. In Fiscal Year 1985 DEA seized the one known clandestine laboratory responsible for the MPTP analog.

## DRUG ENFORCEMENT ADMINISTRATION (DEA)

### DOMESTIC ACCOMPLISHMENTS

Program: Special Enforcement Operations

Description:

Special Enforcement Operations are designed to effectively and efficiently concentrate drug enforcement labor and resources in specific geographical areas in direct efforts against major drug trafficking organizations, or in specific enforcement tasks during a limited period of time. Although the structure and objectives of Special Enforcement Operations vary according to enforcement requirements, they are generally managed from DEA Headquarters, being beyond the resource capabilities of individual field units.

Results:

- As a result of information gathered in Florida and New Mexico, DEA identified a technique being used by traffickers to move drugs from Florida to other parts of the United States and money back to Florida via motor vehicle. A profile of this activity contributed to the establishment of Special Enforcement Operation PIPELINE in November 1983.
- By mid-1984, PIPELINE operations in New Mexico and New Jersey were responsible for over 150 arrests and 78 seizures including \$1 million and nearly 900 kilograms of cocaine.
- Six Special Enforcement Operations were initiated against marijuana traffickers in Fiscal Year 1984. Over 1,386,000 kilograms of cannabis were seized and 3,405 arrests were made.

## DRUG ENFORCEMENT ADMINISTRATION (DEA)

### DOMESTIC ACCOMPLISHMENTS

Program: DEA State and Local Task Force Program

Description:

The Program unites DEA Special Agents and State and local police officers into cohesive drug enforcement units in selected geographic areas to provide increased emphasis on drug enforcement, interagency drug investigation cooperation, and continuing intelligence exchange. Currently, 432 State and local officers assist the 35 program State and Local Task Forces, while 66 State and local officers are assigned to the 10 shared funding task forces. Nine of the 35 program task forces became operational during the late FY 1985.

Originally conceived in 1970, but expanded since 1981, the Program enables the Drug Enforcement Administration (DEA) to significantly enhance its drug enforcement efforts with modest fiscal and labor commitments.

The following examples of recent investigations illustrate the success of the Task Force Program.

- In Fiscal Year 1985 a Long Island Task Force investigation resulted in the seizure of three operational cocaine laboratories, 90 kilograms of cocaine, and a very large quantity of precursor chemicals. This organization produced approximately 180 kilograms of cocaine weekly. Some 35 subjects were indicted and one major fugitive was apprehended.
- Also in Fiscal Year 1985 the New York Joint Task Force, assisted by the FBI, conducted an investigation that resulted in the seizure of nearly 20 kilograms of heroin. Eight subjects were arrested, several of whom were foreign nationals.

Results:

The following table presents the total number of DEA State and Local Task Force Program arrests and convictions for FY 1981 and FY 1985.

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	<u>1981</u>	<u>1982</u>	<u>1983</u>	<u>1984</u>	<u>1985</u>
Arrests	2,736	2,641	2,703	2,465	3,172
Convictions*	1,239	1,099	1,941	2,504	2,026

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\* Figures for arrests and convictions for a given fiscal year do not necessarily refer to the same individuals.

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DRUG ENFORCEMENT ADMINISTRATION (DEA)

Program: Intelligence

Description:

The key objectives of the DEA Intelligence Program are to:

- 1) provide tactical and operational intelligence products and services which identify the structure and members of international and domestic drug trafficking organizations and exploitable areas for enforcement operations;
- 2) prepare strategic intelligence assessments, estimates, and probes focusing on trafficking patterns, source country production, and domestic production and consumption trends;
- 3) develop financial intelligence that focuses on the financial aspects of drug investigations such as money laundering techniques, drug related asset discovery and forfeiture, and macro-economic impact assessments of illegal drug trade; and
- 4) provide interagency intelligence support to other Federal, state, and local law enforcement organizations, and assistance to a variety of state and foreign drug intelligence clearinghouses. DEA also participates in the National Narcotic Border Interdiction System (NNBIS) and chairs the National Narcotics Intelligence Consumers Committee (NNICC).

- Throughout the year, DEA publishes four recurring intelligence reports:

- the DEA Monthly Digest of Drug Intelligence,
- the Quarterly Intelligence Trends,
- the Narcotics Intelligence Estimate, and
- the Significant Events in Colombia Which Could Impact DEA Operations and Personnel.

- In fiscal year 1985, the following special reports were completed:

Clandestine Laboratory Seizures in the United States,

Cocaine Laboratory Seizures in the United States,

Domestic Marijuana Trafficking Report,

Twenty City Report: The Illicit Drug Situation in Metropolitan Areas,

Illicit Drug Situation in the United States and Canada, and

Worldwide Cocaine Trafficking Trends.

- During Fiscal Year 1985 several airstrip inventories were developed for high density air trafficking areas in Latin America. These inventories pinpoint the precise location and characteristics of both legal and clandestine airstrips and serve as a key planning tool for strategic and tactical operations.
- Also in Fiscal Year 1985 a comprehensive analysis of seized wholesale cocaine shipments allowed DEA to link cases and define conspiracies in Operation FOUNTAINHEAD. The single analysis of one seizure allowed intelligence analysts to link over 140 other cases. This contributed to the initiation of another special operation, Operation BOOKKEEPER where analysts linked cases and defined conspiracies through the comprehensive analysis of seized documents and their comparison with Operation FOUNTAINHEAD intelligence. Intelligence developed through Operation BOOKKEEPER has played a significant role in targeting major Colombian traffickers.
- Over the years DEA has increased efforts to disseminate drug related intelligence. During Fiscal Year 1985, over 1,628 documents relating to drug trafficking were provided to the U.S. Customs Service and in Fiscal Year 1984 over 2,400 documents were provided.
- During Fiscal Year 1984, DEA Strategic Intelligence produced numerous intelligence reports on issues such as: the evolving use of Africa as a transshipment area; the role of Nigerian and Sri Lankan nationals as heroin couriers; the location of clandestine airstrips in Central America and the Caribbean; the Bulgarian government's involvement in facilitating drugs and arms trafficking; and profiles of all the regions and nations involved in illicit drug actions.

DRUG ENFORCEMENT ADMINISTRATION (DEA)

Program: Training

Description:

Since 1981 DEA's Training Program has performed an increasingly significant role in DEA's overall mission. In 1981, the need to improve this function was recognized and the Office of Training was relocated and expanded at the Federal Law Enforcement Center, Glynco, GA. By 1985, further upgrading was necessary and was accomplished with the relocation and integration of the program with the FBI Academy, Quantico, VA. The progress and success of the program has steadily increased and presently it is responsible for developing and providing entry-level, in-service, and advanced training for DEA employees as well as specialized multi-level training in drug enforcement techniques for other Federal, state, local, and foreign officials.

The evolution and achievement of this program is exemplified by the following.

- DEA Internal Training - Between 1981 and 1984 employee training grew by over 60 percent (i.e. from 3930 instances of training to 6,327).
- State/Local/Other Federal Training - From 1981 to 1985 the number of Domestic Law Enforcement officials receiving training increased by over 200 percent (from 5,202 in 1981 to 15,500 by 1985). This included courses in cannabis eradication which by 1985 contained participants from all fifty states.
- Training of Foreign Officials - During the period of 1981 to 1985 the training of Foreign officials increased by 50 percent (from 1,266 officials in 1981 to 1,900 by 1985). During 1985 DEA conducted a total of 115 training schools in host countries reaching over 1,400 law enforcement officers.

## FEDERAL BUREAU OF INVESTIGATION (FBI)

### Agency Role:

The FBI's role in the Federal response to the drug trafficking problem has evolved from a very limited involvement prior to 1982, to a significant commitment of investigative resources focused on the highest levels of the trafficking organizations that pose the greatest threat.

Since 1982, the FBI has had concurrent jurisdiction to investigate drug matters. The Bureau's initial efforts in drug investigations were rather broad in scope, and since the FBI was not initially allocated additional investigative resources, it had to divert resources from other programs. In late 1982, when the Organized Crime Drug Enforcement Task Force (OCEDTF) was created, additional investigative resources were allocated that were earmarked specifically for Task Force matters.

Since its early involvement, the FBI has developed a more definitive drug strategy. The FBI's mission in drug law enforcement is to "endeavor to reduce the incidence of illegal drug trafficking and other criminal activity which drug trafficking generates in American society, through investigations conducted on a systematic, coordinated, and sustained basis."

In its efforts to fulfill this mission, the FBI modified its drug strategy during May 1986. The changes were designed to focus investigative efforts and resources more clearly on those organized crime groups controlling significant segments of the illegal drug markets. The majority of the FBI's resources allocated to the drug program are now devoted to investigations of the La Cosa Nostra/Sicilian Mafia, Colombian/South American trafficking organizations, and Mexican networks that are responsible for the importation and distribution of large quantities of cocaine and heroin into the United States. Cases

are pursued with the twofold objective of neutralizing criminal networks and seizing illegal profits.

At the present time, due to the labor intensity of these investigations, the FBI is using well over 1,000 Agent workyears to work drug cases within the Organized Crime Program (OCP) and OCDETF, despite being funded for less than 50 percent of that figure.

Organized crime investigations also involve international aspects. The FBI has placed additional assistant legal attaches overseas to coordinate with foreign authorities in pursuing direct ties between organized crime figures in the United States and other countries. These FBI legal attaches have also contributed to international money laundering investigations.

#### Results:

- The FBI's attack on drug trafficking has resulted in significant accomplishments, both qualitative and quantitative, and portends realistic expectations for future successes. For example, in the OCP and OCDETF programs, over 268 La Cosa Nostra (LCN) and Sicilian Mafia members and associates were convicted in drug cases in the period from FY 1983 through the first nine months of FY 1986.
- Similar results have been achieved in the drug-related efforts directed against nontraditional organized crime groups. During FY 1983 and FY 1984, 160 outlaw motorcycle gang members and associates were convicted in the Organized Crime Narcotics program. For FY 1985 and the first nine months of FY 1986, 357 outlaw motorcycle gang members and associates were convicted in the OCP-Narcotics and OCDETF program. (Note: Starting in FY 1985, conviction figures for OCP-Narcotics and OCDETF are combined.)
- In order to eliminate the profit motive from organized crime drug operations, the FBI aggressively incorporates recovery and forfeiture actions into these investigations. Since FY 1982, the fines, recoveries, restitutions and court-ordered forfeitures have amounted to nearly one billion dollars. Drug removals (drugs that

were seized, recovered, or purchased domestically) have undergone a significant increase, especially regarding cocaine removals.

- The following tables provide an overview of some of the FBI's accomplishments in drug enforcement.

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FEDERAL DRUG INVESTIGATIONS  
DRUG CONVICTIONS

<u>Fiscal Year</u>	<u>Organized Crime Program-Narcotics</u>	<u>Organized Crime Drug Enforcement Task Force</u>	<u>Total</u>
1981*	---	----**	---
1982	326	---	326
1983	728	70	798
1984	860	710	1,570
1985	934	1,359	2,293
1986***	---	---	1,999

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\* FBI gained concurrent jurisdiction over narcotics investigations in 1982; therefore, FY 1981 figures are not available.

\*\* The Organized Crime Drug Enforcement Task Force (OCDEF) Program was established in October 1982.

\*\*\* Figures for 1986 cover only the first 9 months through 6/30/86.

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FEDERAL BUREAU OF INVESTIGATIONS  
FINES, RECOVERIES, RESTITUTIONS, COURT-ORDERED FORFEITURES

<u>Fiscal Year</u>	<u>Organized Crime Program-Narcotics</u>	<u>Organized Crime Program-Narcotics Recovered</u>	<u>Organized Crime Drug Enforcement Task Force</u>	<u>Organized Crime Drug Enforcement Task Force* Narcotics Recovered</u>	<u>Total</u>
1981*	----	----	-----***	---	----
1982****	\$ 34,868,081	----	-----***	---	\$ 34,868,081
1983	\$198,046,358	----	\$21,820,474	---	\$219,866,832
1984	\$251,344,997	----	-----	---	\$251,344,997
1985	\$194,278,015	\$115,290,635****	\$35,900,116	\$94,645,097****	\$440,113,863

\* Beginning in FY 1985 the value of narcotics recovered became a distinct category apart from other categories.

\*\* FBI gained jurisdiction over narcotics investigations in 1982; therefore, FY-1981 figures are nonexistent.

\*\*\* Organized Crime Drug Enforcement Task Force was inaugurated in January 1983.

\*\*\*\* Figures are for first nine months of FY 1985 ending 6/30/85.

FEDERAL BUREAU OF INVESTIGATION  
DOMESTIC DRUG REMOVALS  
(by fiscal year)\*

<u>Drug</u>	<u>1981</u>	<u>1982</u>	<u>1983</u>	<u>1984</u>	<u>1985</u>	<u>1986**</u>
Heroin (kg.)	----	2	4	39	15	3
Cocaine (kg.)	----	6	317	221	831	790
Marijuana (mt.)	----	1	2	4	2	.5
Hashish (kg.)	----	1	3	2	1	.1
Dangerous Drugs (d.u.)***	----	230	1,936	1,231	4,649	3,216
Stimulants (d.u.)***	----	18	954	1,118	4,502	3,124
Depressants (d.u.)***	----	212	804	39	80	5
Hallucinogens (d.u.)***	----	0	178	75	67	87

\* FBI gained concurrent jurisdiction over drug matters in 1982; therefore, 1981 figures are not available.

\*\* 1986 figures for marijuana removals cover the period 10/1/85 through 5/31/86; all other 1986 drug removal figures cover the period 10/1/85 through 6/30/86. All figures for 1986 are preliminary and subject to updating.

\*\*\* Dosage units in thousands.

UNITED STATES MARSHALS SERVICE (USMS)

Agency Role:

The U.S. Marshals Service is involved in drug law enforcement efforts through all of its major programs. As the number of drug related arrests rise, prisoner transportation, court security, and witness protection responsibilities rise proportionately. In addition, the Fugitive Investigative Strike Team (FIST) program, which the Marshals Service conducts with various Federal, state, and local agencies, has resulted in the arrest of thousands of fugitives each year who have drug related charges. The Marshals Service's newest major program, the National Assets Seizure and Forfeiture (NASAF) program, devotes most of its efforts to seizing properties which belong to drug dealers or cartels.

The Marshals Service acts as the Government's arm for reaching out and returning fugitives to the United States to face charges and put an end to their illegal activities. In 1986, the Marshals expect to successfully complete 180 extraditions.

The Court Security Division ensures the physical integrity of the Federal Court in every case brought before it. Since 1981, the percentage of drug related cases has increased from 12% in 1981 to over 20% in 1986. The number of drug-related threats against members of the Federal judiciary have increased 160 percent in FY 1986 (through August) over FY 1985. This is at a time when all judicial threats appear to be stabilizing. Further, the Witness Security Program, used by DEA since 1981, provides protection for its witnesses in exceptionally dangerous cases.

Results:

- The National Assets Seizure and Forfeiture (NASAF) Program has 5,062 assets under seizure valued at over \$366 million. Cash and financial instruments account for over \$141 million.
- With the U.S. Marshals Service operating the NASAF program, Department of Justice investigative agencies have been relieved of a tremendous burden in managing seized assets and are more able to concentrate their efforts on investigations.
- Nine Fugitive Investigative Strike Team (FIST) operations conducted between 1981 to 1986 have resulted in the arrest of over 3,575 fugitives wanted in connection with drug-related offenses.
- Additionally, thus far in FY 1986, the USMS has received approximately 11,000 fugitive cases. Of these, 37% are for drug-related fugitives. Based on available statistical data, it is anticipated that the USMS will arrest approximately 65% of those fugitives this year.
- Since the Organized Crime Drug Enforcement Task Forces began in 1983, 112 individuals have been placed in the Witness Security Program. In the violent atmosphere of the drug world, without the personal protection afforded by this program, many key witnesses would not be willing to come forward and testify against drug-world leaders.

## IMMIGRATION AND NATURALIZATION SERVICE (INS)

### Agency Role:

The U.S. Border Patrol, the principal enforcement branch of the INS, is responsible for controlling the illegal entry of persons along U.S. borders, and assisting in apprehending smugglers. Many of those among the increasing flow of illegal entrants are manipulated by drug trafficking and terrorist groups that often work in concert: commercial drug smuggling operations across the land border, between the ports of entry, use aliens to introduce the drugs into the United States. In addition, the INS targets selectively major smuggling organizations, frequently yielding investigative leads and resulting in intelligence that is shared with the DEA, FBI and Customs.

The number of Border Patrol agents on the United States/Mexico Border has been increased by one-third with the implementation of the 1985 INS Southern border enhancement package. This increase has been augmented by new equipment and technology designed to increase Border Patrol effectiveness in the detection and apprehension of illegal aliens which, in turn, increases drug interdiction.

The Investigations Division is the arm of the INS enforcement branch primarily responsible for the location, apprehension, and removal of alien drug traffickers from the interior of the United States. To that end, the Investigations Division has recently become a full partner in the Organized Crime Drug Enforcement Task Force Program.

### Results:

- From October 1, 1980 through June 30, 1986, the Border Patrol has made 4,170 drug seizures with a total value of over \$275 million.

- The number of drug seizures by the Border Patrol has increased 75 percent from FY 1981 through FY 1985, from 507 to 885 seizures.
- A single seizure of 477 pounds of cocaine at a Border Patrol checkpoint on August 7, 1986 has been valued at \$53 million.

## UNITED STATES ATTORNEYS

### Agency Role:

The United States Attorneys and their assistants conduct prosecutions in Federal Court of drug trafficking and connected illegal activities, and coordinate major drug investigations to prepare cases for prosecution. The United States Attorneys have established Law Enforcement Coordinating Committees (LECC) in all Federal judicial districts. Through the LECCs, officials of Federal, State and local law enforcement and prosecutorial agencies collectively assess the crime problems in each district and determine how best to use available resources to attack those problems. Cross-designation of State and local prosecutors as Federal prosecutors, and of Federal prosecutors as State and local prosecutors, is now a frequent occurrence in cooperative investigations and prosecutions. A number of United States Attorneys also sponsor drug abuse prevention programs within their districts.

### Results:

- The number of Federal prosecutors devoted to drug law enforcement has increased from 275 workyears in 1981 to 649 in 1986. Budgetary authorizations for Federal drug prosecutions increased from \$19,515,000 in FY '81 to \$59,902,000 in FY '86.
- Figures from the Executive Office for United States Attorneys (DOJ) indicate that more Controlled Substances Act cases with more defendants were filed in FY 1985 than in previous years: more than 6,000 cases as opposed to 5,245 in FY 1984 and 4,753 in FY 1983.
- The number of defendants increased to more than 12,000 in FY 1985, from 11,049 in FY 1984 and 9,732 in FY 1983.
- Convictions, which includes defendants who plead and were found guilty, increased from 1983 to 1985: from 71 percent of all defendants whose cases were terminated to 75 percent.

- Guilty pleas as a percentage of convictions have increased from 72 percent in FY 1981 to 80 percent in FY 1985, thus saving the government the time and expense of trials.
- The following table shows Controlled Substances Statistics for FY 1981 through FY 1985:

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EXECUTIVE OFFICE FOR UNITED STATES ATTORNEYS  
CONTROLLED SUBSTANCE STATISTICS\*

Fiscal Year	<u>Filed:</u>		<u>Terminated:</u>				
	Cases	Def's	Def Pleas	Def's Tried	Def's Guilty After Trial	Def's Acquitted After Trial	Other Def.** Terminations
1981	4,161	8,859	3,651	1,716	1,443	273	2,627
1982	4,314	9,133	4,361	1,868	1,585	283	2,720
1983	4,753	9,732	4,583	1,852	1,656	196	2,413
1984	5,245	11,049	5,102	1,688	1,448	240	2,608
1985	6,137	12,161	5,604	1,635	1,395	240	2,123

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\* Includes OCDETF statistics.

\*\* Includes dismissals, inter-district transfers, pretrial diversions, and court suspensions.

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- In addition, the number of drug-related forfeiture cases, both civil and criminal, has increased dramatically over the past five years.

## CRIMINAL DIVISION (DOJ)

### Agency Role:

The direct involvement of the Criminal Division in Federal drug law enforcement is primarily supervised by the Narcotic and Dangerous Drug Section and the Organized Crime and Racketeering Section. Both sections prosecute drug-related cases; the Organized Crime and Racketeering Section supervises Organized Crime Strike Forces located in the 25 cities throughout the country most heavily affected by organized crime.

The Division's Asset Forfeiture Office (AFO) and Office of International Affairs (OIA) also contribute to the drug enforcement effort. Created in 1983, the Asset Forfeiture Office offers legal advice and assistance to United States Attorneys conducting forfeiture proceedings. Because forfeiture is a valuable weapon in the battle to control drug trafficking, AFO also conducts forfeiture training for agents and prosecutors throughout the country. The Office of International Affairs coordinates the Department's international activities in support of drug prosecutions, including processing requests to foreign countries for the extradition of major drug defendants. OIA also negotiates (along with State and Treasury) extradition treaties and mutual legal assistance treaties that facilitate both the extradition of drug traffickers and access to financial records for use in prosecution.

### Results:

- In 1981 the Organized Crime Strike Forces obtained one indictment against one traditional organized crime defendant charging drug-related offenses. In 1985 the Strike Forces obtained 33 indictments charging 116 defendants involved in traditional organized criminal groups with drug-related offenses; 106 defendants were convicted.

- Since 1981 new or supplementary extradition treaties have entered force between the United States and: Colombia, Ireland, Italy, the Netherlands, Sweden, and Turkey.
- Since 1980 the United States has ratified four extradition treaties that have not yet entered into force. These treaties are with Costa Rica, Jamaica, Thailand, and the United Kingdom.
- The United States now has Mutual Legal Assistance Treaties in force with Italy, the Netherlands, Switzerland, and Turkey. Treaties with Colombia and Morocco have been ratified but have not yet entered into force.

## BUREAU FOR INTERNATIONAL NARCOTICS MATTERS (INM)

### Agency Role:

The responsibility for international drug control, conferred upon the President by Section 481 of the Foreign Assistance Act and upon the Secretary of State by Executive Order, has been delegated to the Assistant Secretary of State for International Narcotics Matters (Authority No. 145, February 4, 1980). This function was assigned to the State Department because the United States believes that narcotics control is a matter of government responsibility under international treaties that should be dealt with as a matter of international obligation and concern.

The responsibilities and programs of the Bureau for International Narcotics Matters (INM) include: policy development and program management; diplomatic initiatives; bilateral and multi-lateral assistance for crop control, interdiction and related enforcement activities in producer and transit nations; narcotics-related development assistance; technical assistance for demand reduction; training for foreign personnel in narcotics enforcement and related procedures; and coordination of international efforts with domestic drug abuse strategies. INM is responsible for negotiating, implementing, monitoring and terminating narcotics control agreements with other governments.

### Results:

- Since 1981 the United States has conducted an aggressive campaign balanced between diplomatic initiatives to secure multilateral cooperation and bilateral efforts to ensure achievement of critical objectives in key source countries.
- A new international climate for drug control, created by changes in the perceptions of both drug source countries and consumer countries, permitted a strong expansion of this program in 1985 and 1986.

- Diplomatically, the global perspective of the priority that should be given to drug control was measurably improved at the May 1985 economic summit.
- Regional drug control efforts have been expanded, with encouragement and assistance from the United States. As an example, the United States provided key support for the initiative in the Organization of American States to create an Inter-American Commission on Narcotic Drugs and Psychotropic Substances. This Commission will implement an inter-American program to combat drug abuse and trafficking.
- The United States has been an integral part of the considerable diplomatic activities of the United Nations, including planning for a 1987 world conference on drugs and a new international convention on drug trafficking.
- In 1985 drug eradication programs were conducted in 14 countries, compared with just two in 1981. INM, working closely with DEA, provided the equipment and technical assistance to improve enforcement efforts in these and other countries.
- In several countries, INM and the Agency for International Development (AID) collaborated on assistance programs linked to crop reduction. Public awareness programs sponsored by INM, AID, and the U.S. Information Agency enhanced these control initiatives, and reinforced the notion that drug control is in every country's national interest.
- The following tables present eradication statistics for cannabis, coca, and opium:

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CANNABIS ERADICATION  
(hectares, except Brazil)

<u>Country</u>	<u>1982</u>	<u>1983</u>	<u>1984</u>	<u>1985</u>
Belize	-	593	84	512
Brazil	-	1,037MT*	2,651MT*	1,375MT*
Colombia	857	1,048	4,000	6,000
Costa Rica	0	1	34	45
Mexico	-	-	3,600	2,945
Panama	0	0	0	210
Venezeula	0	20	3,000	-
Jamaica	220	350	260	955
Thailand	115	47.5	139	160

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\* MT = Metric Ton.

Source: International Narcotics Control Strategy Report, for the years 1982-1986.

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COCA ERADICATION  
(hectares)

<u>Country</u>	<u>1982</u>	<u>1983</u>	<u>1984</u>	<u>1985</u>
Bolivia	0	0	0	30
Colombia	1,970	1,981	2,400	2,000
Ecuador	--	--	114	464
Peru	0	703	3,134	4,823

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Source: International Narcotics Control Strategy Report, for the years 1982-86.

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OPIUM ERADICATION  
(hectares)

<u>Country</u>	<u>1982</u>	<u>1983</u>	<u>1984</u>	<u>1985</u>
Burma	4,454	3,213	4,500	9,551
Thailand	56	--	175	517
Pakistan	82	210	70	90
Mexico	--	2,472	3,200	2,750

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Source: International Narcotics Control Strategy Report, for the years 1982-86.

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## UNITED STATES CUSTOMS SERVICE (CUSTOMS)

### Agency Role:

The United States Customs Service is responsible for the examination of people, carriers, cargo, currency, and mail that pass into and out of the United States. As the primary defense along our borders for detecting and intercepting drugs being smuggled into the country, the Customs Service conducts inspection and air and marine interdiction programs. Customs also investigates money laundering activities, a critical part of the drug enforcement effort. It has primary jurisdiction for the enforcement of that part of Title 31 concerning the unreported or falsely reported transportation of currency or monetary instruments in excess of \$10,000 into or out of the country. Further, Customs works closely with the IRS for that part of Title 31 concerning the reporting of large (over \$10,000) cash transactions by financial institutions.

Customs also works closely with DEA in joint narcotics investigative and intelligence efforts. To enhance these joint efforts, certain Customs special agents have been granted Title 21 authority to participate in drug investigations in certain situations.

Customs has twelve overseas offices actively engaged in investigative activities with priority given to international money laundering operations. These offices also coordinate with DEA in the exchange of drug information and intelligence with host nations.

### Results:

- The following table presents the number of drugs and conveyances seized by Customs from FY 1981 through FY 1985:

CUSTOMS DRUG INTERDICTION EFFORT  
 DRUGS AND CONVEYANCES SEIZED, FY 1981 - FY 1985  
 (Weight in Pounds)

<u>Fiscal Year</u>	<u>Heroin</u>	<u>Cocaine</u>	<u>Marijuana</u>	<u>Hashish</u>	<u>Vessels</u>	<u>Aircraft</u>
1981	234	3,741	5,109,793	17,992	556	272
1982	290	11,150	3,958,871	58,277	500	206
1983	594	19,602	2,732,974	2,210	405	203
1984	655	27,498	3,264,187	42,390	558	157
1985	<u>784</u>	<u>49,297</u>	<u>2,388,502</u>	<u>22,970</u>	<u>570</u>	<u>155</u>
TOTAL	2,557	111,288	17,454,327	143,839	2,589	993

- Cocaine seizures have increased dramatically over the past five years. From FY 1984 to FY 1985, cocaine seizures increased by 79 percent reflecting the increased law enforcement emphasis on, and availability of, cocaine.
- Most cocaine is shipped by air. Therefore, the Customs is enhancing its air interdiction program. Enhancements include additional and more sophisticated detection and apprehension aircraft, concentrated intelligence, and technical and material support from the military.
- Customs has seized a total of 2,589 vessels and 993 aircraft in its drug enforcement efforts in the past five years. Many of these conveyances have been forfeited to the United States for official use in interdiction activities.
- Customs also enforces that part of Title 31 concerning the unreported or falsely reported transportation of drug-related currency or monetary instruments over \$10,000 into or out of the United States. In 1984 Customs seized \$42.7 million in drug-related currency and monetary instruments, representing the total of 4,223 individual seizures. In 1985, these seizures amounted to \$76.9 million, representing the total of 2,107 separate seizures.

- ⑥ Operation BUCKSTOP, initiated by Customs in 1985, is a large-scale effort designed to intercept large amounts of drug-related currency smuggled out of the country to foreign banks and individuals. BUCKSTOP has resulted in investigations that have revealed the identities of drug traffickers, their recordkeeping systems, and their methods of shipping.
- ⑥ Operation BUCKSTOP has resulted in over \$25 million in cash seizures since October 1985.

## INTERNAL REVENUE SERVICE (IRS)

### Agency Role:

The Internal Revenue Service is the lead agency for income tax investigations and enforcement of all domestic violations of Title 31, including those involving illegal drug trafficking. IRS provides expertise in investigations involving domestic and foreign financial institutions and the analysis of records used by such institutions in the movement of funds. The IRS has the ability to analyze a large volume of records, in either hard copy or computer form, and to provide summaries of such evidence documenting where funds originated, how funds were transferred, and the ultimate disposition of such funds. Financial investigations are often the only way government can reach the upper echelons in criminal organizations, and the IRS typically investigates high-level traffickers and their corrupt bankers and financiers.

IRS agents trace the movement of funds to document the acquisition of forfeitable assets by drug traffickers. Using search warrants, IRS seizes various financial reports, including travel records, money orders, and cashier check receipts, which can reveal the concealment or illegal transfer of financial assets. The information gained through the warrants can lead to assets seizable under forfeiture provisions.

### Results:

- In the past five years, the Criminal Investigation Division's (CID) drug program has experienced a five-fold increase in prosecutions, indictments, and convictions, and total fines have gone from \$172,000 to more than \$4 million during that same period.
- The following table presents a summary of CID's drug activities:

INTERNAL REVENUE SERVICE - CRIMINAL INVESTIGATION DIVISION  
SUMMARY OF DRUG ACTIVITIES  
(by Fiscal Year)

	<u>1981</u>	<u>1982</u>	<u>1983</u>	<u>1984</u>	<u>1985</u>
Staff Years Expended	820	956	1,069	1,213	1,268
Prosecutions Recommended	170	343	421	712	840
Indictments/Informations	110	180	265	516	673
Convictions/Guilty Pleas	50	121	167	353	515
Number of Convicted Sentenced to Prison	74%	76%	87%	71%	80%
Total Fines (thousands)	\$172	\$1,709	\$893	\$4,572	\$4,235

- The number of Criminal Investigation Division staff years expended on drug investigations increased 55 percent from FY 1981 through FY 1985.
- The number of convictions (those who were found or who pled guilty) resulting from IRS drug-related investigations increased 930 percent from FY 1981 through FY 1985, from 50 to 515 convictions.
- Total fines resulting from IRS drug-related investigations increased from \$172,000 in FY 1981 to \$4,235,000 in FY 1985.
- In addition, IRS is developing a prototype integrated system for analyzing Title 31 data and other available records relating to cash flow in a specific geographic area. In March 1986, the Currency and Banking Division of IRS was established at the Detroit Data Center to process Title 31 documents. This center also produces reports that identify and target Title 31 violators.

INTERNAL REVENUE SERVICE (IRS)

Program: Civil Tax Assessments

Description:

The IRS continues to effectively use jeopardy and termination civil tax assessments against drug traffickers. These civil actions result in the immediate demand for payment of taxes. When there is an indication that collection of a tax may be in jeopardy, the IRS may avoid its normal time-consuming procedure and immediately assess and collect the tax. Jeopardy assessments are made when collection of any tax is in jeopardy after the due date for filing a tax return has passed; termination assessments are made when the IRS finds that the collection of income tax is in jeopardy before the end of the tax year. These assessments are useful in drug cases, since assessments need not apply only to property used in illegal activities but to all property owned by the individual, regardless of the source of the funds used to acquire the property.

Results:

- The following table presents jeopardy and termination assessments against drug traffickers from FY 1981 through FY 1985.

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JEOPARDY AND TERMINATION ASSESSMENTS AGAINST  
DRUG TRAFFICKERS

<u>Fiscal Year</u>	<u>Number of Cases</u>	<u>Assessments (millions)</u>	<u>Average Assessment</u>
1981	188	\$ 81.3	\$ 432,447
1982	166	147.4*	887,951*
1983	260	68.8	264,615
1984	297	116.6	392,592
1985	296	244.0	824,324

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\* The large increase in assessments in 1982 was caused by a few large assessments generated from the special operation "Greenback."

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## BUREAU OF ALCOHOL, TOBACCO, AND FIREARMS (ATF)

### Agency Role:

The Bureau of Alcohol, Tobacco and Firearms is the primary Federal agency investigating violations of the Federal explosives and firearms laws. Most of ATF's criminal firearms and explosives investigations are targeted at drug trafficking activities. Over half of the defendants arrested by ATF are involved with illegal drug businesses. Although ATF's investigations primarily involve firearms and explosives violations, they often contribute to the repression of illegal drug activity and provide intelligence about illegal drug marketing.

ATF's resources include a large cadre of undercover agents, national response bomb scene investigation teams, international firearms identification and tracking, worldwide explosives incident data bank and tracking capabilities, experienced auditors, and agents with a history of investigating complex RICO and conspiracy cases.

### Results:

- Since 1981 the Bureau of Alcohol, Tobacco and Firearms has been shifting its resources and its investigative emphasis to combat the growing illegal drug problem. For example, in Miami, Florida during 1981 ATF had 16 assigned agents. In 1982, as part of the Vice President's South Florida Task Force, and then in 1984, as part of the President's Organized Crime Drug Enforcement Task Force, ATF increased the number of agents in the Miami area to a total of 54. The additional agents were directed to impact the illegal drug market by identifying drug violators manufacturing, importing, or marketing illegal drugs and investigating them either unilaterally or with drug enforcement agencies for violations of ATF laws.
- The initiatives in Miami paralleled those throughout ATF. In 1983 ATF assigned agents to groups in the twelve designated Organized Crime Drug Enforcement Task Force Core Cities. Those groups were directed to work in a task force with other agencies to bring to prosecution smugglers and racketeers. At the end of fiscal year

1984, ATF had perfected 106 cases charging 165 Organized Crime Drug Enforcement Task Force (OCDETF) defendants with ATF charges. In fiscal year 1985 ATF perfected 277 cases against 444 OCDETF defendants.

- In 1986 ATF joined with other Federal agencies in designing "Operation Alliance" for the growing drug problem along the Southwest Border of the United States. This new ATF direction will emphasize ATF violations by drug smugglers along the Mexican Border.
- ATF conducts unilateral investigations as well as task force investigations. Many of these are aimed at illegal drug violators from a firearms direction. During 1984, 1985, and 1986 ATF conducted several investigations into the use of machine guns by illegal drug violators. Several national conspiracies to manufacture and distribute machineguns have been investigated by ATF. The successful conclusion of these investigations has closed to drug traffickers some of their sources for machine guns.
- In another case ATF agents completed an investigation of an arson for profit. The parties of this conspiracy were also involved in international pornography and cocaine distribution.
- In summary, since 1981 the Bureau of Alcohol, Tobacco, and Firearms has become more involved in repressing the illegal drug market, because it has been directing its resources at those ATF violations that most effectively impact drug violators.

## UNITED STATES COAST GUARD (COAST GUARD)

### Agency Role:

The United States Coast Guard is responsible for a wide array of Federal maritime programs including search and rescue, aids to navigation, icebreaking, marine safety and, as an Armed Service, military readiness. In addition, the Coast Guard enforces a variety of Federal laws on the navigable waters of the United States and on the high seas. Principal among these is the responsibility for the interdiction of drugs. The Coast Guard is the only Federal agency with jurisdiction on the high seas, as well as in U.S. territorial waters.

Coast Guard ships, boats, planes, and helicopters conduct routine drug law enforcement patrols and special operations throughout the maritime arena, from waters adjacent to principal source and transit countries to U.S. coastal areas. Coast Guard emphasis is on detecting and boarding vessels smuggling marijuana and cocaine while in transit to the United States on the high seas, where loads are larger and traffic routes somewhat predictable. The Coast Guard employs 250 ships, 2,000 boats and 160 aircraft in carrying out its various missions, and has an extensive intelligence organization with heavy emphasis on drug trafficking.

In the period FY 1980 through FY 1985, the Coast Guard increased cutter operating hours allocated to drug enforcement by 79 percent and increased aircraft hours by 288 percent. In these and subsequent years, the Coast Guard improved its drug enforcement efforts by adding Surface Effect Ships, major cutters, patrol boats, aircraft, and aerostat balloons, and by relocating home bases of some cutters and aircraft for expanded drug enforcement operations.

Results:

- The Coast Guard routinely assigns personnel to Navy Ships as Tactical Law Enforcement Teams (TACLETS) when these ships are operating in known trafficking areas. When a vessel suspected of drug smuggling is sighted, the Coast Guard team boards the vessel to take appropriate law enforcement action.
- The Coast Guard intelligence program has undergone major expansion since 1982 to better support the agency's drug interdiction mission. Improvements include additional collection activity in the southeastern U.S. and Caribbean, improved detection and navigational capabilities of cutters and aircraft, increased number of personnel dedicated to intelligence, increased intelligence training and the establishment of a round-the-clock Intelligence Coordination Center at Coast Guard Headquarters in Washington, D.C.
- The following table presents the number of drugs and conveyances seized by the Coast Guard from FY 1981 through FY 1985:

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COAST GUARD DRUG INTERDICTION EFFORT  
DRUGS AND CONVEYANCES SEIZED, FY 1981 - FY 1985  
(Weight in Pounds)

<u>Fiscal Year</u>	<u>Cocaine</u>	<u>Marijuana</u>	<u>Hashish</u>	<u>Vessels</u>
1981	0	3,720,977	0	184
1982	40	3,595,351	34,580	185
1983	55	2,299,825	0	145
1984	1,932	2,857,511	29,962	223
1985	<u>5,890</u>	<u>1,951,511</u>	<u>0</u>	<u>184</u>
TOTAL	7,917	14,425,175	64,542	921

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- Higher seizure figures may mean greater interdiction success, or that greater quantities are being shipped. Similarly, though lower seizures could suggest less interdiction success, it could also indicate the value of interdiction as a deterrent.

- Major efforts have been undertaken to close established smuggling routes. First among these was Operation WAGONWHEEL, a large-scale maritime interdiction operation that denied maritime traffickers use of the Caribbean during November and December 1984.
- During the first month of Operation WAGONWHEEL, the Coast Guard seized 320,000 pounds of marijuana and 37 vessels in the Southeastern United States, Caribbean, and Gulf of Mexico. In December, however, with a Coast Guard blockade in the southern Caribbean deterring most traffickers, the total amount of marijuana seized in the same area dropped to 46,000 pounds, down from over 233,000 pounds the previous December when no special operation was in place.
- Closing of traditional sea lanes in the Caribbean during Operation WAGONWHEEL resulted in considerable stockpiling of marijuana ashore in Columbia, allowing government authorities to destroy or confiscate large amounts in a coordinated operation.

FEDERAL AVIATION ADMINISTRATION (FAA)

Agency Role:

The Federal Aviation Administration (FAA) assists in identifying and intercepting airborne drug smugglers by use of radar, posting aircraft lookouts, and tracking the movement of suspect aircraft through air traffic control centers. In recent years, several legislative and regulatory actions have enhanced FAA's role in drug enforcement:

- The Aviation Drug-Trafficking Control Act of 1984 amended the Federal Aviation Act of 1958. This amendment requires, among other things, that the administrator of FAA revoke the certificate of registration of an aircraft which, following investigation, review, and appeal, is found to have been used with the knowledge of the owner in certain criminal activities relating to a controlled substance.
- The 1984 amendment also requires revocation of the certificates of all other aircraft registered to that owner, and further requires the revocation of the certificates of airmen involved in similar criminal activities.
- The FAA has initiated five notices for proposed changes to Federal Aviation Regulations to support the drug interdiction effort. These would require:
  1. 12-inch high nationality and registration marks (N-numbers) to be displayed on aircraft that penetrate an Air Defense Identification Zone (ADIZ) or a Defense Early Warning Identification Zone (DEWIZ).
  2. An aircraft identification plate to be displayed in a visible area on the exterior of an aircraft near the main entrance.
  3. A copy of the FAA Form 337 documenting an approved installation of fuel tanks installed in the passenger or cargo compartment under the provisions of Federal Aviation Regulations Part 43 to be physically kept in the aircraft until the system is removed.

4. Aircraft to have a functional transponder when operating into, within, or out of the United States through an ADIZ.
5. Any civil aircraft operation into, within, or out of the United States through an ADIZ to be conducted under a filed flight plan regardless of true airspeed. The pilot of any such aircraft must make position reports, and the aircraft's functioning air traffic control (ATC) transponder must be replying on the appropriate code assigned by ATC.

## UNITED STATES INTELLIGENCE COMMUNITY AGENCIES

### Agency Role:

In December 1981 the President signed Executive Order 12333, authorizing the U.S. Intelligence Community to produce intelligence on foreign drug trafficking. Over the past few years, the Intelligence Community has significantly improved its capability to collect information on and analyze the most critical aspects of the international narcotics problem. This effort has included priority attention to:

- all aspects of foreign drug production and trafficking;
- narcotics money-laundering operations;
- the role of insurgents, terrorists, and governments in the narcotics trade; and
- the political and economic impact of narcotics trafficking on producer countries.

Relationships between the Intelligence Community and the several law enforcement agencies have been strengthened and coordination improved. Representatives from both the intelligence and law enforcement communities meet on a regular basis. Such exchanges provide a forum not only for the review of current and prospective analytic efforts, but also for the discussion of current and projected narcotics control strategies and/or enforcement/interdiction actions which require intelligence support.

## OTHER FEDERAL EFFORTS

DEPARTMENT OF AGRICULTURE  
DEPARTMENT OF THE INTERIOR

### Agency Roles:

Between 1981 and 1983, the U.S. Forest Service of the Department of Agriculture and the National Park Service, Bureau of Land Management, Bureau of Indian Affairs, and Fish and Wildlife Service of the Department of the Interior became actively involved in domestic cannabis eradication programs. These agencies have coordinated their efforts with those of the DEA, other Federal agencies, and State and local law enforcement agencies to eradicate marijuana cultivated on Federal lands.

In 1983 the Department of the Interior also implemented new policy initiatives directed at drug interdiction on Department lands. These initiatives were developed in response to strong evidence that coastal seashore parks and refuges were experiencing increases in drug transactions and drops because of their remoteness and accessibility by land, water, and air.

In addition, the Agriculture Stabilization and Conservation Service withholds commodity payments to program participants who harvest or knowingly permit to be harvested marijuana or other prohibited drug-producing plants on any part of the lands owned or controlled by the participant. The Food and Agriculture Act of 1985 expands the scope of this authority.

### Results:

- The statistical results of Department of Agriculture and Department of the Interior interdiction and eradication efforts have been included with those of the DEA.

- Statistics aside, the combined Federal, State, and local effort against domestic marijuana cultivation demonstrates the United States' resolve to eliminate illicit drug production within our borders.