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# REAUTHORIZATION OF THE DRUG ENFORCEMENT ADMINISTRATION FOR FISCAL YEAR 1988

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## HEARING

BEFORE THE  
SUBCOMMITTEE ON CRIME  
OF THE  
COMMITTEE ON THE JUDICIARY  
HOUSE OF REPRESENTATIVES

ONE HUNDREDTH CONGRESS

FIRST SESSION

ON

REAUTHORIZATION OF THE DRUG ENFORCEMENT ADMINISTRATION  
FOR FISCAL YEAR 1988

APRIL 2, 1987

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# REAUTHORIZATION OF THE DRUG ENFORCEMENT ADMINISTRATION FOR FISCAL YEAR 1988

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THURSDAY, APRIL 2, 1987

HOUSE OF REPRESENTATIVES,  
SUBCOMMITTEE ON CRIME,  
COMMITTEE ON THE JUDICIARY,  
*Washington, DC.*

The subcommittee met, pursuant to call, at 10:10 a.m., in room 2226, Rayburn House Office Building, Hon. William J. Hughes (chairman of the subcommittee) presiding.

Present: Representatives Hughes, Smith of Texas, and McCollum. Staff present: Hayden Gregory, counsel; Eric E. Sterling, assistant counsel; Paul McNulty, associate counsel; and Phyllis N. Henderson, clerk.

Mr. HUGHES. The Subcommittee on Crime will come to order.

This morning, the Subcommittee on Crime is beginning an examination of the programs of the Drug Enforcement Administration. DEA, as it is referred to, is our Nation's lead agency for the enforcement of the controlled substances laws. This subcommittee has worked very closely with DEA over the past 6 years in developing new laws to better attack drug traffickers and laws to strengthen DEA's ability to control the distribution of legitimate drugs. We have also worked closely with the distinguished Chairman of the Appropriations Committee, Mr. Whitter, and the Subcommittee on State, Justice, Commerce, and Judiciary appropriations, Neal Smith of Iowa, to assure that DEA's resources were adequate for all of its important missions.

The problem of drug abuse is one of our Nation's most pressing social, economic, and legal problems. No one who has seriously studied the many aspects of this problem thinks that it is a simple problem with simple solutions which will soon be resolved. The severe consequences of drug abuse and drug trafficking properly strike fear in our hearts about the future of our children and the future of our country.

Unfortunately, there have been some who have been tempted to exploit the anxieties of the American people with proposals that amount to a quick fix. Those approaches achieve headlines but reveal a failure to recognize that a sustained commitment is required to reduce the demand for drugs and to break down and destroy the drug traffickers' networks. These goals will not be achieved in haste or merely because a great deal of money is quickly made available.

Let me try to put the danger that we face in a different perspective, if I might. It was only a few years ago when I was in Colombia on a fact-finding mission that the attitude was somewhat in vogue in that country that drug abuse wasn't their problem, that it was an American problem, that it didn't affect Colombia in a major negative way. There were those who saw American money coming into the country to pay for drugs; that was seen as a positive thing for their economy.

The situation in Colombia is a lot different today. In fact, they have a major user problem, something that wasn't a problem just 5 or 6 years ago. Since that time, some 30 judges in Colombia have been assassinated, along with members of their families. The Supreme Court building in Bogota is a burned out shell. The second chief justice of their Supreme Court has resigned because of threats made against his life. In the Colombian courts we understand that there are no prosecutions moving against drug traffickers. The Supreme Court has invalidated the extradition treaty with the United States that was signed just a few years ago. The Colombian Government concedes that there are significant areas that it does not control, areas in fact where representatives of the Government no longer dare to attempt to assert their authority. This is the current state of affairs in a nation that only a few years ago thought that the drug problem was not their concern, that it would never affect them.

The irony is that today there are many Americans who look at Colombia and say, "Isn't that really a shame? Don't they have a terrible problem?" Well, we would be making the same mistake the Colombians made if we thought that what Colombians are now experiencing is just their problem. Their problem is our problem. We are in danger of the same thing happening to us. No one would deny, I suggest, that today there are neighborhoods in American cities where the drug lords dominate. Our police may drive through such neighborhoods on patrol, but the cops don't control the streets in many instances, they are just visitors themselves.

A few years ago, one of our judges was killed in Texas by a marijuana trafficker. Death threats are now being made against American prosecutors and American agents. The list of DEA agents and law enforcement officers killed by traffickers grows each and every year. Let me make it plain: If we don't reject the wishful notion that it can't happen here, we are in danger of seeing our Nation on the brink of the anarchy and social breakdown that is now spilling over in Colombia.

The fact that drugs are not on the cover of Time magazine this month doesn't mean that the American people no longer care about the terrible social consequences of millions of Americans addicted to cocaine, heroin, and dangerous drugs and the threat of the drug traffickers.

Drug abuse is probably the most serious problem in our schools today. Drug abuse threatens the safety and productivity of our work places and our transportation systems. The corrosive impact of the \$100 billion underground economy of the drug traffic threatens our financial institutions, our financial markets, and the health of the American economy.

Recognition of the severity of the problem of drugs in our society does not mean our ability to respond is unlimited, because it is not. Our Federal budget deficit of some \$150 billion is a serious threat to our economy, the well-being of the American people, and risks mortgaging the future of our children.

Last fall, Congress and the American people gave the Drug Enforcement Administration an additional \$60 million appropriation for its activities this year. In our hearing today, we want to see that DEA is using that money for the special enforcement programs Congress directed in the Anti-Drug Abuse Act of 1986 signed by President Reagan last October. In FY 1988 DEA is asking for \$32 million more than Congress appropriated for this year. Even without that increase, DEA's spending for 1988 would be \$120 million more than it spent in 1986. That is a very substantial influx of additional funds.

We have fought for and will continue to fight to make sure that DEA gets all the resources that it needs, but with the current squeeze in Federal resources there is simply no room for waste. The major purpose of this hearing, therefore, is to allow the Subcommittee on Crime to look closely at the proposed programs for 1988. If there is a message that we must get across, it is that we must maximize our resources. Every dollar we spend must be spent wisely. A critical way to assure that we maximize our resources is to assure that our law enforcement agencies have all the legal tools that are necessary to carry out their mission.

This subcommittee over the past 6 years, I believe, has done its job in providing those legal tools. Despite the President's veto of crime fighting legislation at the end of the 97th Congress because of the so-called drug czar provision, we were able to develop a climate of cooperation that allowed us to pass laws giving law enforcement the necessary tools.

Just briefly, in the 97th Congress this subcommittee developed and passed the False Identification Crime Control Act to prevent the use of false identification by smugglers and other criminals; the modernization of the posse comitatus law to provide for military assistance to civilian law enforcement, especially for drug interdiction; the statutory protection for Supreme Court Justices, Cabinet officials, and senior White House staff, which we hope we will never have to use; and the Pretrial Services Act to give judges the information they need to set proper conditions of release so as to prevent bail jumping.

In the 98th Congress, we passed the Drug Dependent Federal Offenders Act to prevent recidivism by drug abusing offenders; the Justice Assistance Act to assist State and local law enforcement; the National Narcotics Act for better drug enforcement coordination; the Comprehensive Drug Penalty Act to strengthen our forfeiture laws; the Controlled Substances Registrants Protection Act, and the Dangerous Drug Diversion Control Act to prevent the diversion of dangerous prescription drugs to school yards and the black market. These measures were in addition to the Federal Anti-Tampering Act, the so-called Tylenol bill; the Child Protection Act to strengthen the laws against child pornography that this subcommittee wrote; the Counterfeit Access Device and Computer Fraud and Abuse Act; the Act for the Prevention and Punishment

of Hostage Taking; the Aircraft Sabotage Act; the Act for the Reward for Information Concerning Terrorist Acts; the Armed Career Criminal Act; the authorization for the President's Commission on Organized Crime; and the Trademark Counterfeiting Act.

In the 99th Congress, we developed and passed another 16 bills to give law enforcement the necessary legal tools so that we can maximize our resources. We wrote the Money Laundering Control Act, the Designer Drug Enforcement Act, the Narcotics Penalties and Enforcement Act, and the Drug Enforcement Enhancement Act. We processed the High Seas Drug Traffickers Prosecution Improvement Act, the White House Conference on Drug Abuse Control Resolution, the Mail Order Drug Paraphernalia Control Act, and the Federal Drug Law Enforcement Agent Protection Act. These were in addition to the Law Enforcement Officers Protection Act dealing with armor-piercing ammunition, the so-called cop killer legislation; the anti-terrorism legislation; the Firearms Law Reform legislation; and additional amendments to strengthen the child pornography laws and the computer crime statutes.

Now that we have many of the important legal tools in place, it is time to assure that we have a strategy to insure that these tools are used with maximum effectiveness. First and foremost, we must more effectively reduce the demand for drugs. That is where we, in fact, must put a greater share of our resources. This subcommittee doesn't deal with demand reduction generally; that is another subcommittee's jurisdiction. However, it is an important area of endeavor.

In our area, in the enforcement and control areas, starting with the sources, we must do a better job of convincing the source countries to suppress the cultivation and production of the drugs, including the use of crop substitution. Secondly, in those source countries, production and transshipment countries, we must maximize our intelligence gathering ability to support our domestic enforcement program and our interdiction effort. Thirdly, we must recognize our own country as a source country and control diversion more effectively.

Our key enforcement effort must be domestic. We must investigate and immobilize major drug traffickers with long prison sentences and attack their financial resources. Drug traffickers must learn not only that they will spend years behind bars but, indeed, that we will take their profits away from them. These are the elements that will enable us, in my judgment, to maximize the efficient use of the taxpayers' dollars that we are spending. We have to focus on the appropriate priorities.

This leads me to an area about which I am very disappointed. In 1984, the Drug Enforcement Administration came to us and requested a new grant program for State and local regulatory and enforcement authorities to improve our ability to control the diversion of prescription drugs, a very serious problem in this country.

I am very concerned that even though we appropriated funds for this particular program, at DEA's request, some \$2.7 million in 1986, they were never spent, and I haven't been told satisfactorily by the Justice Department or by anyone else, why they weren't spent or what has happened to the program. I hope that we learn today what has happened to this particular program. I hope this

morning, in fact, we can learn a great deal from our witness, the distinguished administrator of the DEA.

Later in this Congress, we will examine other aspects of DEA's programs and the other agencies involved in drug enforcement. It is my intention in the 100th Congress that this period be a period of oversight. We have provided a lot of tools; I have taken a lot of time this morning to try to recite the some 30-odd pieces of legislation that have been processed by this subcommittee over the last 6 years to give law enforcement the tools they need.

In this Congress, we are going to spend a lot more time overseeing the agencies over which we have jurisdiction, including the DEA. In the last Congress, we were very deeply involved in legislating a number of new tools. In this Congress, we are going to see if we can't do a lot more in the area of oversight.

We look forward to working with the DEA and our other agencies over which we have oversight jurisdiction.

The Chair recognizes the gentleman from Florida.

Mr. McCOLLUM. Thank you, Mr. Chairman.

It is a great pleasure to welcome Jack Lawn here today.

Your courage and skill in directing the DEA has really been appreciated by us. We respect you a lot, and we are just extremely pleased you are up here today. There are few posts in the administration as important as the one that you hold, at least in my judgment.

Drug trafficking, by its very nature, is an international activity. The countless incidents of drug abuse in cities and neighborhoods throughout this country have their origins in many cases in other countries where the drugs are produced. Thus, to stop this abuse a world-wide focus is necessary, and that is what your agency has been up to.

Your agency has the primary Federal program responsible for drug enforcement activities throughout the world, and therefore the success of DEA's efforts have a direct impact on all Federal, State, and local drug programs and law enforcement organizations.

I would also like to state that while there is proper concern and interest in DEA's international operations, I am just as interested in your domestic activities. Congressman Rangel stated in a hearing held yesterday regarding State and local assistance that the effect of DEA's efforts in his district are generally unnoticed. I am certain that much is being done by DEA around the country in various locations; I am aware of that from my own experiences. But I thought perhaps today, sometime during the course of these hearings, you could highlight for us what activities there are that are going on in the United States itself and perhaps comment on the perception Mr. Rangel has, and maybe other Congressmen have, with respect to this.

DEA must have adequate authority and resources. This subcommittee as well as the entire Congress is dependent on you to tell us how we can assist in this regard. Since your perspective of the drug problem is of a global nature, you are in the unique position to provide information affecting a wide range of national policies. In this regard, a great deal of legislation has been passed in the last few years, which the chairman just noted. Hopefully, that legislation has enhanced and improved the opportunities for DEA to do its job,

and I am anxious to hear how this legislation is being implemented, whether or not we have given you too much at one time or not enough at another.

Basically, that is the objective, obviously, of this hearing today, just to get a chance, Jack, to see where we are going and what else we do need to do, because we don't want to be remiss, whatever we are, in supporting your activities. Thank you for coming up here.

Mr. HUGHES. With us this morning, as has been indicated, is John C. Lawn, the administrator of the Drug Enforcement Administration, the U.S. Department of Justice.

Jack Lawn was named administrator by President Reagan and confirmed by the Senate in 1985. Previously, he served for 3 years as deputy administrator of DEA. Before Mr. Lawn joined the Drug Enforcement Administration in 1982, he served as a very distinguished special agent of the Federal Bureau of Investigation for over 15 years. He served as a special agent in charge of the San Antonio FBI field office, and he held other major supervisory positions within the Criminal Investigative Division of the FBI.

Mr. Lawn, again, it is a pleasure to welcome you to this Subcommittee on Crime. You are no stranger. We, in fact, want to commend you for the manner in which you have handled the job as the administrator of the DEA, and we look forward to your testimony.

We have your statement which, without objection, will be made a part of the record, and you may proceed as you see fit.

**STATEMENT OF JOHN C. LAWN, ADMINISTRATOR, DRUG ENFORCEMENT ADMINISTRATION, U.S. DEPARTMENT OF JUSTICE, ACCOMPANIED BY GENE R. HAISLIP, DEPUTY ASSISTANT ADMINISTRATOR; AND DAVID L. WESTRATE, ASSISTANT ADMINISTRATOR FOR OPERATION**

Mr. LAWN. Thank you very much, Mr. Chairman, and members of the Subcommittee on Crime.

DEA's budget request for 1988 is for \$522 million and 5,730 permanent positions, of which 2,891 positions are positions for special agents. This represents a net increase of nearly \$32 million and 50 positions above the 1987 level.

A portion of our proposed program increases for 1988 would be allocated for additional asset removal teams to be set up in six of our field divisions. The eight asset removal teams already in existence are enabling us to make the maximum use of the asset forfeiture laws that were expanded by law in 1984 and to seize more drug-related assets.

In 1986, DEA seized approximately \$390 million worth of assets, an increase of nearly 53 percent over 1985 seizures and more than DEA's appropriation for 1986. Last year, under asset sharing provisions, the Federal Government distributed a total of \$23.5 million to State and local law enforcement agencies that participated with DEA in joint investigations that led to the seizure and forfeiture of assets. We expect the amount of seizures to increase after more asset removal teams are fully operational.

On the international level, DEA maintains 65 offices in 43 countries. We plan to open offices in four more countries than 1987 and in an additional six countries by 1989.

This past year, in Operation Blast Furnace we responded to the requests of the Bolivian Government and helped to transport its anti-narcotics police to remote cocaine production sites. With DEA coordinating the operation, 175 United States troops with 6 helicopters assisted while Bolivian police destroyed a number of clandestine cocaine hydrochloride laboratories and transshipment areas. As a result, the illicit Bolivian manufacture of cocaine hydrochloride was virtually shut down for more than four months.

Our cooperative efforts continue with other Latin American nations. I recently returned from the fifth annual meeting of the International Drug Enforcement Conference [IDEC] held in Sao Paulo, Brazil. It was a very productive meeting with discussions and resolutions focusing on the legislation needed in the IDEC member countries to strengthen drug enforcement programs.

Resolutions were unanimously adopted by IDEC's general assembly to support the enactment of legislation to control precursor chemicals, to conduct undercover operations and financial investigations, to form special interdiction teams, and to create asset removal authorities similar to those that we enjoy in the United States. Many of these tools, I might add, Mr. Chairman, are the result of the work of this subcommittee.

I would now like to tell you about some of our diversion control programs. They are designed to detect and prevent the diversion of licit drugs from legitimate channels. Each year, approximately 20 billion dosage units of various controlled substances are produced in the United States alone. Of this number, millions of dosage units are diverted into the illicit market through a variety of ways.

Our authority to regulate the drug industry was substantially enhanced by the Comprehensive Crime Control Act of 1984. It created the Administrative Revocation Program under which DEA may deny an application for registration of a handler of controlled substances or immediately revoke or suspend a registration that we deem to be in the public interest. Since the 1984 legislation, DEA has increased its public interest revocation investigations from more than 70 in fiscal year 1985 to more than 500 in fiscal year 1986.

A major focus of our diversion programs has always been to enhance the ability of States to take action against registered practitioners who are in violation. Following two national conferences with the States, DEA has been working closely with the Bureau of Justice Assistance and the States to focus Federal grant money to effectively work diversion investigations at the State level.

In another cooperative effort with State drug enforcement agencies, the DEA State and Local Task Force Program unites DEA special agents with State and local police officers to form a cohesive drug enforcement unit that conducts investigations within the participating States. In 1986, with 35 task forces in place around the country, this program produced over 4,000 arrests and seized more than 1,000 kilograms of cocaine, more than 130,000 kilograms of marijuana, and nearly 16 million dosage units of dangerous drugs. Six new State and local task forces are scheduled to open this year as a result of the increased funding DEA received from the Anti-Drug Abuse Act of 1986.

As you are well aware, Mr. Chairman, I regard education and prevention as an essential component of our drug control strategy, and, accordingly, DEA has expanded its Drug Prevention Program in 1986.

First, we have established a Demand Reduction Section in DEA headquarters to coordinate agency-wide drug abuse prevention efforts. Second, we are in the process of assigning agents in each of the DEA's domestic divisions to serve as field coordinators for demand reduction efforts. Finally, DEA introduced the highly successful Sports Drug Awareness Program on the international scene by enlisting the efforts of foreign athletes and coaches.

Mr. Chairman and members of the subcommittee, this is a summary of the few programs that we have begun or expanded due to the increased responsibilities and resources granted recently by Congress. I will be pleased to answer any questions you might have.

[The statement of Mr. Lawn follows:]

STATEMENT

OF

JOHN C. LAWN  
ADMINISTRATOR  
DRUG ENFORCEMENT ADMINISTRATION

BEFORE

THE

SUBCOMMITTEE ON CRIME  
HOUSE OF REPRESENTATIVES

CONCERNING

DEA REAUTHORIZATION FOR FY-88

ON

APRIL 2, 1987

Chairman Hughes and Members of the Subcommittee on Crime: I am pleased to testify before you today on the Fiscal Year 1988 reauthorization of the Drug Enforcement Administration.

During the past year, drug trafficking and drug abuse have emerged as dominant national policy and health concerns. I want to thank the Congress and especially this subcommittee for their support of drug enforcement activities. The passage of the Organized Crime Drug Enforcement and 1985 drug initiatives supplementals, the Comprehensive Crime Control Act of 1984, the Anti-Drug Abuse Act of 1986, and the Companion Omnibus Drug Supplemental Appropriation Act of 1987 have substantially strengthened the United States Government and DEA's drug law enforcement capabilities.

The magnitude of the drug problem in the United States continues to be unacceptable. According to the National Institute on Drug Abuse, 20 percent of our citizens over 12 years of age used drugs in 1985. Approximately 23 million use drugs on a monthly basis.

Let me give you a few facts about drug use. Heroin from all three source areas, Southwest Asia, Mexico, and Southeast Asia, is readily available. The number of herion addicts is believed to remain stable at 500,000. Although the number of heroin injuries reported from 1982 to 1985 remain relatively stable, they were at levels substantially higher than in previous years. Heroin injuries for 1986 are projected to be 14,178, a 3.3 percent increase over the 1985 level.

The non-medical use of tranquilizers and of analgesics doubled from 1982 to 1985. The abuse of drugs diverted from the licit market accounted for approximately 50 percent of the drug-related injuries reported last year. Although the regular use of marijuana has declined slightly each of the past six years, there are approximately 6 million daily users of marijuana in the United States.

Any decrease in the use of marijuana is more than offset by cocaine abuse in the United States. The number of regular monthly users increased from 4.2 million in 1982 to 5.8 million in 1985. There are now an estimated 12.2 million annual users of cocaine in the United States. The daily use of cocaine by high school seniors doubled from 1983 to 1986. Cocaine-related deaths and injuries have tripled in the past five years.

The impact of drug abuse on our society and on American industry is devastating. Estimates vary, but drug abuse is believed to cost American industry at least \$59 billion per year in employee mistakes, sick leave, slowdowns, and absenteeism.

The goals of the Drug Enforcement Administration are to reduce the availability of illicit drugs in the United States and to reduce the supply of illicit drugs from source countries. My testimony today will highlight our current international and domestic drug enforcement activities and will summarize our budgetary requirements for FY-88.

DEA has made dramatic gains in arrests of major violators and seizures of assets. For example:

- o The arrest of violators in major cases increased more than 35 percent between 1985 and 1986, from 9,441 to 12,819. In all, 18,746 drug-related arrests were made during the year.
- o A record total of 12,177 convictions were reported during FY-1986, an increase of 15.7 percent over FY-1985. Convictions in major cases increased more than 22 percent from 6,221 to 7,595 between 1985 and 1986.
- o Assets seized by DEA during 1986 totaled more than \$390 million, of which more than 40 percent was currency. The value of assets seized by DEA represents an increase of nearly 53 percent over 1985, when assets valued at \$255 million were seized. In 1986, for the first time, the value of seized assets exceeded our appropriation.

Drugs removed in the United States by DEA increased substantially during the fiscal year:

- o Cocaine seizures totaled 27,079 kilograms, an increase of 49.4 percent over FY-1985.

- o Marijuana seizures totaled 825,445 kilograms, an increase of 10.9 percent over FY-1985.
- o Dangerous drugs seizures, which include stimulants, depressants and hallucinogens, totaled 46 million dosage units, an increase of 78 percent from the prior year.
- o Heroin seizures have declined. During FY-1986, 363 kilograms of heroin were seized, a decrease of 19 percent from the previous year. This is in part due to increased foreign heroin seizures, which have prevented opiates from reaching this country.
- o The seizures of clandestine laboratories producing illicit drugs increased dramatically during 1986; 509 laboratories were seized in 1986, an increase of over 21 percent from the prior year.

Our efforts are becoming more visible and more effective. We are making progress and we have reason to be optimistic about the future. Our efforts to reduce the supply of illicit drugs must continue to include an effective domestic enforcement program, as well as initiatives to mobilize a worldwide commitment to international drug control efforts.

I would now like to highlight our international and domestic operations. The majority of illicit drugs available in the United States are of foreign origin. DEA is represented in 65 offices in 43 countries. We plan to open offices in 4 more countries in 1987 and in an additional 6 countries by 1989. DEA's international programs are designed to assist host governments develop programs to reduce the supply of drugs at or near the agricultural source immobilize foreign clandestine laboratories identify export staging areas and interdict drug shipments, and reduce the diversion of legitimate drugs from international commerce.

The use of a multi-faceted international enforcement operation was best demonstrated last year in Bolivia. DEA coordinated a joint Bolivian/DEA/U.S. Military/anti-cocaine operation, "Stop-Prop/Blast Furnace." By our standards the operation was a success. Between July 15, and November 15, 1986, this initiative was responsible for the immobilization of 22 cocaine processing labs and 24 staging areas, which included airstrips, ranches, warehouses and dormitories. These laboratories had the capacity to produce 15,000 kilograms of cocaine hydrochloride weekly.

In addition to enforcement operations, DEA encourages and supports other multilateral activities which foster international drug control. The creation of the International Drug Enforcement Conference (IDEC), formed in 1983 at DEA's recommendation, has facilitated cooperation and communication among Latin American countries and the United

States. Until IDEC, there had been no organized forum for direct dialogue among narcotics law enforcement agencies in these countries. As a result of this union, certain Latin American countries have assumed regional responsibilities and have taken initiatives in narcotics control efforts.

The fourth IDEC meeting was held in April 1986 with 13 Latin American nations and the United States participating, and five European countries observing. This meeting was very successful because all countries displayed a greater willingness to work together and develop practical solutions to mutual problems.

The conference concluded with resolutions in support of regional communications and information systems, drug abuse prevention, regional aircraft interdiction, and regional control of precursor chemicals. Participants unanimously endorsed eradication as the best action for source countries.

We have just concluded the fifth IDEC meeting in Sao Paulo, Brazil. This year we focused on the legislation needed to strengthen unilateral and bilateral drug enforcement programs. We urged conference participants to support the enactment of legislation to conduct undercover operations to enact conspiracy laws that target the upper levels of the drug traffic, and to create asset removal authorities

similar to those in the United States. We also continued to encourage establishment of multi-lateral extradition treaties among IDEC nations.

These international programs are critical to the overall success of our mission. But we also recognize the clear and evident need to conduct a strong domestic enforcement program, as well.

Thus, while we will continue with programs such as Operation Blast Furnace in Bolivia and Operation Chem Con to control the essential chemicals used to produce cocaine, we are also implementing a strong domestic program against cocaine.

Our domestic enforcement efforts are directed at the prevention of cocaine smuggling from Latin American source countries, the disruption or elimination of cocaine trafficking organizations, and the seizure of domestic cocaine conversion laboratories.

An outstanding example of domestic cocaine enforcement is Operation PIPELINE. Initiated in 1986, this operation trains state and local police officers how to interdict drugs and money being transported on the nation's highways. In 1986, state, local, and U.S. Border Patrol officers participating in this program seized 7,084 pounds of cocaine, 23,650 pounds of marijuana and \$11.35 million in cash.

A special program planned for FY 1987 will address crack cocaine. DEA

will expand its existing program of Federal, state, and local cooperative activities by creating 24 "crack teams." Crack is primarily a local phenomenon, that is, not part of nationwide manufacturing or distribution chains, which are the usual criteria for Federal involvement. However, in certain areas crack is a very high priority, and we recognize the importance of providing assistance and taking a leadership role. In the near future, we will establish crack teams in 18 of our field divisions. Two DEA special agents will be assigned to develop an informal team together with eight state and local law enforcement officers for each area.

The Anti-Drug Abuse Act of 1986 provided for 218 positions and \$8 million to DEA domestic field staffs to combat increased cocaine trafficking. New positions will be allocated proportionately to field offices in areas in which cocaine trafficking is most prevalent.

At the present time, heroin appears to be readily available in most of the United States. It is from Southwest Asia, Mexico, and Southeast Asia. Based on the analysis of samples in our Heroin Signature program, recently there have been identifiable increases in heroin smuggled from Mexico. In 1985, the proportion of heroin identified as Mexican rose to 39 percent, up from 32 percent in 1984. For the first six months of 1986, 44 percent of the samples submitted for signature analysis were of Mexican origin. The proportion of Southwest Asian and Southeast Asian heroin decreased to 38 and 18 percent, respectively, during this time period.

The rise in Mexican heroin availability reflects, in part, the spread of a crudely processed form of heroin known as "black tar." This high-purity form of heroin is considered a significant factor in the increase in heroin injuries in the western cities of the United States.

The majority of cannabis products used in the United States are produced in foreign countries. The major thrust of our enforcement activities in this area involves the use of traditional investigative methods to immobilize or eliminate the trafficking organizations which smuggle cannabis into this country.

However, the United States is also a source country for marijuana, and so we must address drug production in our own nation. Our highly successful domestic cannabis eradication program continued throughout 1986 with all 50 states participating. DEA's role is to encourage state and local eradication efforts, including the use of herbicides, and to contribute funding, training, equipment, investigative and aircraft resources to support such efforts. These eradication programs resulted in the destruction of approximately 4.5 million cultivated plants and 125 million uncultivated plants in 1986. In addition, approximately 5,500 arrests were made and 1,646 weapons were seized.

As with marijuana, the United States is also a source country for dangerous drugs. Dangerous drugs reach the illicit drug market in two

ways -- through illegal production of these substances in clandestine laboratories and through the diversion of legitimately produced drug products.

Our investigative efforts have concentrated on the identification and destruction of clandestine laboratories that produce drugs such as cocaine hydrochloride, methamphetamine, PCP, and any number of controlled substance analogs. I expect that the violence and chemical hazards that we have been encountering on raids will be a continuing problem because of the increasing numbers of clandestine laboratories that we are seizing.

In fiscal year 1986, DEA seized 309 clandestine labs and more than 1,000 weapons during these actions. Approximately 15 percent were fully automatic weapons. Many of the labs also contained explosives and booby traps.

An equally important threat to our personnel is from the chemicals, compounds, drugs, and drug analogs present in the labs. Inhalation of chemicals is the predominant hazard, although skin contact and, to a lesser extent, ingestion could also present problems. The skin is an effective barrier to some chemicals, but other chemicals could produce serious, even fatal, reactions through skin absorption.

Labs producing controlled substance analogs expose DEA personnel to newly synthesized narcotic and hallucinogenic drugs whose toxic properties are not yet fully known. These chemicals could also cling to the clothing of those involved in the laboratory raid, posing an additional danger to their families, colleagues, and acquaintances who could come in contact with traces of chemicals found on their clothes and in their cars.

To protect our special agents and chemists, we have developed a clandestine laboratory agent safety program, which includes the purchase of innovative protective and safety equipment and a one-week training course on its proper use. Once fully implemented, the safety program can also benefit state and local law enforcement agencies who conduct clandestine lab seizures.

Our diversion control program is designed to detect and prevent diversion of licit drugs from legitimate channels. DEA diversion investigators conduct periodic inspections of drug manufacturers and wholesalers and special investigations of registrants who are suspected of diversion. They identify drug shipments in foreign countries that are destined for illegal smuggling operations, monitor all imports and exports of controlled substances, and annually register all handlers of controlled substances. In addition, they recommend the placement of drugs of abuse in the appropriate schedule, and they conduct pre-registration investigations prior to approval of applications for registration.

Each year approximately 20 billion dosage units of various controlled substances are produced in the United States. Of these, millions of dosage units are diverted into the illicit market through various methods, including indiscriminate prescribing and dispensing, outright illegal sales by registrants, laxity in drug security, manufacturer/distributor diversion and, more recently, elaborate diversion schemes financed by groups operating behind a thin veil of medical legitimacy.

Hydromorphone, phenmetrazine, methylphenidate, and the newest benzodiazepines are only a few of the legitimately manufactured pharmaceutical drugs coveted by the illegal drug users. These substances rank high on lists of most frequently diverted drugs and command prices in the illicit market hundreds of times greater than normal prescription prices. For example, a single tablet of the powerful narcotic Dilaudid, which costs approximately 30 cents at a pharmacy, sells for as much as \$75 on the illicit market.

Since 1980, DEA's diversion program has had a tremendous impact on the availability and diversion of legitimately produced controlled substances at the manufacturer, distributor and retail levels. The extent of this impact can be seen by comparing the total DAWN emergency room mentions from 1980 to 1985, which shows a 26 percent decrease in the number of injuries resulting from licit drugs. I believe that this significant downward trend in abuse related to licit drugs is a result of DEA's implementation of federally sponsored initiatives, significantly increased resources, and cooperation with

state and local officials. However, licit drugs still account for over 50 percent of all drug abuse mentions.

Our authority to regulate the drug industry was substantially enhanced by the Comprehensive Crime Control Act of 1984. This legislation created the Administrative Revocation Program through which DEA may deny an application for registration or immediately revoke or suspend a registration if it is determined that such registration is inconsistent with the public interest. Since the legislation was enacted in 1984, the number of public interest revocation investigations conducted by DEA has increased from 72 in FY-1985 to 509 in FY-1986.

A major focus of our diversion program has always been to enhance the ability of states to take effective action against registered practitioners who are in violation of the Controlled Substances Act. We have sponsored two national conferences with the states to focus on methods and programs to enhance state efforts to halt diversion. Also, DEA has been working closely with the Bureau of Justice Assistance (BJA) and the states to focus Federal grant money for diversion control efforts.

We anticipate that the grants will be used to improve the authority and structure of state licensing boards, improve statewide drug information collection systems, establish state emergency scheduling provisions, and establish methods and structures to improve the

communication and operating procedures between law enforcement and state professional licensing boards.

DEA has also taken a leadership role by coordinating international conferences on diversion matters. Thus far, we have held two very successful conferences, the Rome and Wiesbaden Conferences on the Diversion of Drugs, Precursors and Essential Chemicals from International Commerce. They were attended by European manufacturing countries and international organizations. DEA will hold a similar conference in Kuala Lumpur in April 1987. The conference will be attended by eight Asian countries and will explore international efforts, specifically in manufacturing countries, to disrupt the flow of legitimate drugs and chemicals into the illicit market.

Part of the DEA diversion resources appropriated for 1987 are being devoted to an enhanced precursor chemical tracking program with the chemical industry. This voluntary program involves monitoring sales of essential and precursor chemicals from legitimate industry to detect suspicious sales which may be destined for clandestine labs. It will enhance the existing clandestine lab program and provide a foundation for future Federal programs to curtail the diversion of chemicals.

The Anti-Drug Abuse Act of 1986 called upon the Attorney General to conduct a study of the need for legislation to control the diversion of precursor and essential chemicals. This study and accompanying proposed legislation will be forwarded shortly to Congress.

DEA is also involved in numerous enforcement activities that are not specific to any one drug. For example, the DEA State and Local Task Force Program unites DEA special agents with state and local police officers to form cohesive drug enforcement units. These task forces target trafficking organizations within the jurisdiction of the state and local law enforcement agencies involved in the Task Force.

In 1986 with 35 task forces in place, this program produced over 4,000 arrests and was responsible for the removal of 4.2 kilograms of heroin, 1,348 kilograms of cocaine, 137,600 kilograms of marijuana, and almost 16 million dosage units of dangerous drugs. Six new task forces are scheduled to open in 1987 as a result of the increased funding provided by the Anti-Drug Abuse Act of 1986.

Intelligence is another important component of our overall enforcement programs. The DEA intelligence program provides comprehensive strategic intelligence on trafficking trends timely tactical and operational intelligence to support investigations and other enforcement operations, and financial intelligence on the financial aspects of narcotics traffic. We also manage the El Paso Intelligence Center

(EPIC), the central repository for tactical drug intelligence established by DEA in 1974 to facilitate the exchange of drug intelligence among law enforcement agencies and to provide immediate responses to inquiries dealing with drug, alien, and weapon trafficking.

Funds have been made available through the Anti-Drug Abuse Act of 1986 to relocate the EPIC facility and to enhance its tactical intelligence role. Our current plans call for completion of the enhanced EPIC facility at Fort Bliss, Texas by September 1988.

DEA is also instrumentally involved in numerous multi-agency operations which draw on the unique expertise and jurisdictions of several agencies and departments to counter the drug threat. We are proud of our contributions and accomplishments as part of the Organized Crime Drug Enforcement Task Forces.

Currently, we are also involved in Operation FULL PRESS, which is our participation in the multi-agency Operation ALLIANCE. The overall operation includes investigative efforts by DEA, U.S. Border Patrol, and the U.S. Customs Service. Operation ALLIANCE is a coordinated effort to combat drug smuggling from Mexico into the United States and includes efforts against heroin, cocaine, and marijuana trafficking. As part of this program, 2,800 Border Patrol agents have been given

special authority to investigate suspected drug violators. This initiative has already resulted in the opening of over 150 additional investigations.

While DEA will continue its international and domestic enforcement efforts, we believe that cooperation among national and international officials in education programs is a vital key to our continued success. DEA conducted a European drug prevention seminar in Belgium during March 1986, and just completed a similar seminar in Bonn, Germany last month. Participants were from the United States Department of Defense International Schools, foreign ministries, and the U.S. Embassy in Bonn. We are also preparing for an East Asia Regional Drug Abuse Prevention seminar tentatively scheduled for this fall.

As you are well aware, Mr. Chairman, I regard education and prevention as fundamental and essential components in our drug control strategy. DEA is sharing information about current drug abuse prevention initiatives with Federal and state governments, national associations, independent organizations, and the private sector. This interagency activity provides an important vehicle to discuss current research results and to identify major trends and unmet prevention needs, in addition to promoting collaboration, identification, and sharing of resources.

Most recently, DEA has consulted with the Centers for Disease Control regarding its school health education and teacher training programs, as well as its compendium "School Health in America." DEA has continuing coordination activities with the National Institute on Drug Abuse (NIDA) the Department of Education, and the Alcohol, Drug Abuse and Mental Health Administrations (ADAMHA). Monthly coordination meetings with ADAMHA and the Department of Education are being held.

In support of the President's drug prevention program, DEA also undertook several internal management initiatives in 1986. First, I established a demand reduction section in DEA Headquarters to provide a comprehensive coordinating role in agency-wide drug abuse prevention efforts. Second, we are in the process of assigning agents in each of DEA's 19 domestic division offices to serve as a field coordinator for this program. Finally, DEA has elaborated upon our efforts with the Explorer Scouts of the Boy Scouts of America, and we have expanded our highly successful Sports Drug Awareness Program, including taking it to the international scene by enlisting the efforts of international athletes and coaches.

We have accomplished much in the past year and I have every expectation that we will continue this forward direction in the current fiscal year and in the years beyond that.

DEA's Budget Request for 1988 is for \$522 million and 5,730 permanent positions, of which 2,891 are Special Agents. This represents a net

increase of nearly \$32 million and 50 positions above the 1987 level. The 1988 budget includes program increases of \$24.6 million and 108 positions, including 36 Special Agents. These increases, however, are partially offset by reductions for management and productivity savings of \$911,000 and 58 positions.

A brief description of our proposed program increases are as follows:

- o A program increase of 15 positions and \$12.4 million to provide for the second phase in securing our office automation system with TEMPEST-rated capability and for necessary support staff.
- o A program increase of 26 positions and \$4.5 million to provide the additional DEA and contracted ADP technical support necessary to meet field and headquarters data entry requirements.
- o A program increase of 30 positions (20 agents) and \$2.8 million to establish asset removal teams in the Miami, Chicago, New York, Houston, Washington, D.C., and San Francisco field divisions, and to expand the team in San Diego. These teams will enable DEA to make maximum effective use of the expanded asset forfeiture laws.

- o A program increase of nine positions (six agents) and nearly \$1 million to provide improved security of staff and facilities.
- o A program increase of 28 positions (10 agents) and nearly \$4 million (including \$2 million for technical equipment) to provide for special agents and other highly skilled technicians trained in the covert installation and adaptation of technical equipment to enhance DEA investigations.

In conclusion, we have come a long way in our fight against drug abuse, and more can be expected from the new resources recently appropriated. We have experienced much success, as well as some profound losses. I see the determination of the country strengthened to bring drug abuse under control; and, speaking for DEA, we are proud to be part of this important national dedication.

This concludes my statement, Mr. Chairman. I shall be pleased to answer any questions you or other members of the Committee may have.

Department of Justice

Drug Enforcement Administration

Estimates for Fiscal Year 1988

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**U.S. Department of Justice  
Drug Enforcement Administration**



**DIVISIONAL FIELD OFFICES**

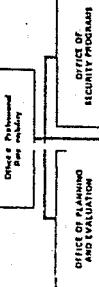
Atlanta      New Orleans  
      New York  
      Boston  
      Cleveland  
      Philadelphia  
      Baltimore  
      Newark  
      San Diego  
      San Francisco  
      Honolulu  
      Seattle  
      Portland  
      Denver  
      St. Louis  
      Los Angeles  
      Miami  
      Newark, N.J.

**TOTAL 18**

**ADMINISTRATOR**  
**DEPUTY ADMINISTRATOR**

**PLANNING & INSPECTION DIVISION**

Atlanta Administration  
for Planning & Inspection  
Denver Administration  
for Planning & Inspection  
Office of Professional  
Staff Security



**OFFICE OF CHIEF COUNSEL**  
**BOARD OF PROFESSIONAL CONDUCT**

**OFFICE OF COUNCILORIAL PUBLIC AFFAIRS**

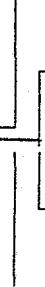
**OPERATIONS DIVISION**  
**Administrative  
for Operations**  
Denver Administrative  
for Operations

**MANAGEMENT STAFF**

**OFFICE OF INTERNATIONAL PRIORITIES**

**OFFICE OF INTELLIGENCE**

**OFFICE OF INVESTIGATION**



**OPERATIONS SUPPORT DIVISION**  
**Administrative  
for Contract Staff**  
Denver Administrative  
for Contract Staff

**OFFICE OF PERSONNEL**  
**OFFICE OF CONTROLLER**

**OFFICE OF INFORMATION SYSTEMS**  
**OFFICE OF ADMINISTRATION**

Drug Enforcement Administration

Salaries and expenses

Summary Statement

Fiscal Year 1988

The Drug Enforcement Administration (DEA) is requesting 5,730 positions, of which 2,891 are special agents, 5,568 FTE workyears, and \$522,047,000 in order to carry out its responsibilities in 1988. This represents a net increase of 50 positions, 419 FTE workyears, and \$31,854,000 above the anticipated 1987 appropriation of 5,680 positions, 5,149 FTE workyears, and \$490,193,000. Included in the proposed net increase are program increases of 108 positions, including 36 special agents, 82 FTE workyears, and \$24,552,000; base reductions for management and productivity savings of 58 positions, 58 FTE workyears, and \$911,000; and net other adjustments to base of 395 FTE workyears and \$8,213,000.

In 1986, DEA reported a dramatic increase in the agency's arrests and seizures. Arrests of violators in major cases jumped 35.8 percent between 1985 and 1986, from 9,441 to 12,819. In all, 18,746 drug-related arrests were made during the year. Convictions in major cases during this same period increased 22.1 percent, from 6,221 to 7,595. Assets seized by DEA during 1986 totaled \$378,814,291, an increase of 53.8 percent over 1985, when assets valued at \$246,314,308 were seized. Drugs removed in the United States by DEA increased an average of 30 percent during the fiscal year. Cocaine seized increased by 52.6 percent, marijuana and hashish removed jumped 11.4 percent, dangerous drugs which include stimulants, depressants and hallucinogens, were marked by a 76 percent rise. The seizure of clandestine laboratories producing illicit drugs also went up during the 1986 fiscal year. While 329 laboratories were put out of operation in 1985, 442 were seized in 1986, an increase of 34.3 percent. International cooperation has never been stronger, and the major drug-producing nations are taking serious measures to control drug-crop production. Nonetheless, drug trafficking remains the nation's number one criminal problem.

During the past year, drug trafficking and drug abuse have emerged as a pre-eminent national policy and health concern. In response to this crisis, the President approved two policy initiatives as part of a comprehensive and systematic effort to create a "drug-free society". On April 8, 1986, National Security Decision Directive Number 122 was signed identifying drug trafficking as a threat to U.S. national security, thereby bringing the nation's national security apparatus into the fight against drug trafficking. On August 4, 1986, the President announced a 6-point program against drug abuse. Included in this announcement was a new initiative intended to reduce the demand for drugs and a renewed call to strengthen existing law enforcement efforts. Finally, passage of the Omnibus Drug Supplemental Appropriation Act of 1987 significantly strengthened the overall DEA enforcement capability, and reaffirmed the commitment of the President and Congress to rid our society of the catastrophic effects of drug trafficking and abuse.

The 1988 request is based not on optimal requirements, but on a practical approach of seeking a reasonable level of resources for high priority security and investigative needs, plus other investments which will enhance the productivity and effectiveness of existing resources. DEA has a strategic planning process which provides the agency with comprehensive and long-range plans that serve as the foundation for annual budget requests, systematically identifying and prioritizing not only investigative requirements but technological and management resources necessary to continue the successful fight against drug trafficking and abuse. The 1988 request is based on policy initiatives that were developed in the DEA 1988 strategic plan.

Following is a summary of the 1988 initiatives:

Continued Enhancement of Drug Enforcement ADP and Telecommunications Systems

This initiative continues the strengthening and modernizing of ADP and telecommunications systems. These increases will provide the support systems needed to maximize and protect DEA's efforts to combat drug trafficking. A total of 15 positions, 11 FTE workyears, and \$12,417,000 is requested for the ADP and Telecommunications program to provide necessary resources for the second phase in securing, through TEMPEST-rated capability, the remaining segments of the Office Automation System, and to provide necessary ADP staff support to the DEA information environment. An additional 26 positions, 20 FTE workyears and \$4,450,000 is also requested for the Domestic Enforcement program to provide increased DEA and contracted ADP technical staff support for field and headquarters data entry requirements.

Immobilize Targeted Major Drug Traffickers and Their Trafficking Organizations

The thrust in 1988 is to again focus new resources on areas where the increased investment will provide a maximum return through disruption of drug trafficking organizations. Increases requested include 30 positions (20 agents), 22 FTE workyears and \$2,759,000 for asset removal teams in selected domestic divisions. DEA seized over \$246,000,000 in trafficker assets in 1985 and \$379,000,000 in 1986. These resources will contribute to the immobilization of drug trafficking organizations by exploiting DEA's authority to seize trafficker assets. A pilot program has shown that systematic methods for identifying, seizing, and processing traffickers' assets will produce substantial results.

Enhance Drug Enforcement Management and Administrative Services Capabilities

DEA's investigative goals and objectives cannot be achieved unless management and administrative support systems and services are strengthened and modernized. Further, adequate support services will increase the overall productivity of the agency. The increases in this area are those which are considered essential in 1988 in order to meet mandated responsibilities. DEA requests 9 positions (6 agents), 7 FTE workyears, and \$930,000 to provide for improved security of staff and facilities, ensure staff integrity, and provide physical fitness services.

Meet Base Technical Operations Support and Equipment Requirements for Drug Enforcement

This request provides for an increase of 28 positions (10 agents), 22 FTE workyears, and \$3,996,000, including \$2,000,000 for technical equipment, to provide effective support for DEA investigations. This initiative provides a cadre of special agents specially trained in the covert installation and adaptation of technical equipment, and a cadre of highly skilled technicians to perform installations and repair of technical investigative and radio communication equipment. The demand for skilled technical assistance and technical equipment far exceeds availability. Equipment such as dialed number recorders (pen registers), video surveillance cameras and recording equipment, satellite tracking devices, direction finding devices, and Title III devices are in constant use, greatly enhancing investigative and intelligence gathering capabilities while providing a greater margin of safety for agents.

Drug Enforcement Administration

Salaries and expenses

Justification of Proposed Changes in Appropriation Language

The 1988 budget estimates include the proposed changes in the appropriation language listed and explained below. New language is underscored and deleted matter enclosed in brackets.

Salaries and expenses

For necessary expenses of the Drug Enforcement Administration, including not to exceed \$70,000 to meet unforeseen emergencies of a confidential character, to be expended under the direction of the Attorney General, and to be accounted for solely on his certificate; purchases of not to exceed [five hundred seventy-five] passenger motor vehicles of which four hundred eighty-nine are for replacement only for police-type use without regard to the general purchase price limitation for the current fiscal year; and acquisition, lease, maintenance, and operation of aircraft; [\$112,000,000], of which not to exceed \$1,200,000 for research shall remain available until expended, [and] not to exceed \$1,700,000 for purchase of evidence and payments for information, shall remain available until September 30, [1988]. A: [Provided, That \$140,000 shall only be available for the establishment and operation of an office in Hilo, Hawaii: Provided further, That notwithstanding section 1305 of title 31, United States Code, funds made available to the Drug Enforcement Administration in any fiscal year may be used for travel, transportation, and subsistence expenses of State, county, and local law enforcement officers attending conferences, meetings, and training courses at the FBI Academy, Quantico, Virginia].

[For an additional amount for "Salaries and expenses", \$60,000,000. (Omnibus Drug Supplemental Appropriations Act of 1987, as included in Public Laws 99-500 and 99-591, Title II.)]

[Construction]

[For necessary expenses of the Drug Enforcement Administration for planning, construction, renovation, maintenance, remodeling, and repair of buildings and the purchase of equipment incident thereto for an all source intelligence center, \$7,500,000 to remain available until expended: Provided, That such funds shall be available for obligation upon submission by the Attorney General to the Committees on Appropriations no later than July 1, 1987, of a reprogramming request in accordance with section 607 of this Act which sets forth specific details for the use of such funds. (Department of Justice Appropriations Act, 1987, as included in Public Laws 99-500 and 99-591, section 101(b).)]

(Reorganization Plan No. 2 of 1973; Reorganization Plan No. 1 of 1968; 21 U.S.C. 801-966 as amended; 40 U.S.C. 304; Department of Justice Appropriation Act, 1987; as included in Public Laws 99-500 and 99-591, section 101(b); additional authorizing legislation to be proposed).

five hundred twenty-five

\$522,047,000,

not to exceed \$4,000,000 for  
contracting for ADP and telecommunications  
equipment and not to exceed \$2,000,000  
for technical equipment 1989

46

Explanation of changes

1. In addition to the ongoing replacement program (489 vehicles), the budget request provides for 36 passenger motor vehicles for new agent positions in the 1988 request.
2. The second change provides for order-lines in fiscal planning and flexibility when contracting with the private sector for ADP and telecommunications and technical investigative equipment. Based on current experience and practices, the procurement process for these types of equipment requires a long lead-time that can extend beyond the immediate fiscal year. Under a one-year authority and appropriation, such contracting activities may have to be terminated at the end of one fiscal year and started again against funding authority of a subsequent year. A portion of funding for purchase of evidence and payments for information (PE/PI), for contracting for ADP and telecommunications equipment, and for technical investigative equipment is to be available for a two-year period, until September 30, 1989.
3. An office in Hilo, Hawaii will be established in 1987. Accordingly, repetition of this language is not necessary for 1988.
4. The Department of Justice has determined that the authority for payment of travel, transportation and subsistence expenses of State, county, and local law enforcement officers attending conferences, meetings and training courses at the FBI Academy, Quantico, Virginia, is more properly placed in the Department's authorization.
5. The supplemental appropriation of \$60,000,000 was applicable to 1987 only.
6. The authority for no-year funding made available in the 1987 Continuing Resolution (P.L. 99-500) for the purpose of planning, construction, renovation, maintenance, remodeling, and repair of buildings and the purchase of equipment incident thereto for an intelligence center is not required to be perpetuated.

**FBI Enforcement Administration****Salaries and expenses****Breakdown of 1987 changes****Dollars in thousands**

<b>Budget Activity</b>	1987 President's Budget Request			Congressional Appropriation Actions on 1987 Request			Reprogramming			1987 Supplements Requested			1987 Appropriation Anticipated		
	<b>Pos.</b>	<b>Wr.</b>	<b>Am.</b>	<b>Pos.</b>	<b>Wr.</b>	<b>Am.</b>	<b>Pos.</b>	<b>Wr.</b>	<b>Am.</b>	<b>Act.</b>	<b>Am.</b>	<b>Pos.</b>	<b>Wr.</b>	<b>Am.</b>	
<b>1. Enforcement</b>															
A. Domestic enforcement.....	1,632	1,767	\$122,631	210	110	\$7,395	173	89	\$15,089	...	\$3,191	2,023	1,766	\$148,365	
B. ICA.....	762	749	57,327	...	...	...	...	...	...	...	1,226	762	749	58,553	
C. Foreign cooperative investigations	425	370	41,627	65	32	3,735	(3)	(4)	(174)	...	923	431	426	54,511	
D. Invasion control.....	426	478	25,376	211	121	20,611	(157)	(79)	(16,741)	...	976	580	570	30,299	
E. State and local task forces.....	202	197	21,033	91	47	10,612	(37)	(19)	(1,476)	...	433	259	225	30,632	
<b>Subtotal.....</b>	<b>3,517</b>	<b>3,349</b>	<b>271,274</b>	<b>618</b>	<b>310</b>	<b>47,641</b>	<b>(25)</b>	<b>(13)</b>	<b>(3,326)</b>	<b>...</b>	<b>6,769</b>	<b>4,110</b>	<b>3,635</b>	<b>322,361</b>	
<b>2. Investigative support</b>															
A. Intelligence.....	362	311	20,542	...	...	7,500	...	...	...	...	765	362	341	28,807	
B. ICA laboratory services.....	198	169	10,765	...	...	(61)	25	13	1,632	...	404	223	202	12,740	
C. Training.....	42	40	4,701	...	...	...	...	...	...	...	145	42	40	4,846	
D. RME and technical operations.....	242	229	35,407	11	5	13,000	...	...	1,782	...	531	253	233	50,603	
E. AIR & telecommunications.....	131	118	35,207	...	...	...	...	...	...	4776	246	131	118	37,323	
F. Records management.....	88	63	3,707	...	...	...	...	...	...	...	159	63	63	3,866	
<b>Subtotal.....</b>	<b>1,060</b>	<b>993</b>	<b>112,109</b>	<b>11</b>	<b>5</b>	<b>20,403</b>	<b>25</b>	<b>13</b>	<b>3,414</b>	<b>776</b>	<b>2,253</b>	<b>1,099</b>	<b>1,017</b>	<b>138,391</b>	
<b>3. State &amp; local assistance</b>															
A. State/local training.....	30	29	2,539	...	...	88	...	...	(88)	...	181	30	29	2,670	
B. State & local laboratory.....	25	25	1,515	...	...	...	...	...	...	...	58	25	25	1,603	
<b>Subtotal.....</b>	<b>55</b>	<b>51</b>	<b>4,124</b>	<b>...</b>	<b>...</b>	<b>88</b>	<b>...</b>	<b>...</b>	<b>(88)</b>	<b>...</b>	<b>159</b>	<b>55</b>	<b>54</b>	<b>4,220</b>	
<b>4. Program direction</b>															
A. Executive direction and control....	254	249	15,407	...	...	...	...	...	...	...	433	264	249	15,440	
B. Administrative services.....	152	143	8,405	...	...	...	...	...	...	...	303	152	143	9,108	
<b>Subtotal.....</b>	<b>416</b>	<b>392</b>	<b>23,812</b>	<b>...</b>	<b>...</b>	<b>...</b>	<b>...</b>	<b>...</b>	<b>...</b>	<b>...</b>	<b>736</b>	<b>416</b>	<b>392</b>	<b>24,518</b>	
<b>Total.....</b>	<b>5,051</b>	<b>4,634</b>	<b>411,329</b>	<b>623</b>	<b>315</b>	<b>65,171</b>	<b>...</b>	<b>...</b>	<b>...</b>	<b>776</b>	<b>9,917</b>	<b>5,680</b>	<b>5,149</b>	<b>420,193</b>	

From Executive of Administration  
 Salaries and Expenses  
 Contract of 137 Names

Explanation of Change:

General Information:

This column is based on the data in Senate Report 91-415 and House Report 91-68, both to accompany H.R. 5161 and the Conference Report for P.L. 91-303 for the 1987 General Appropriations Act, including funding for the construction of an intelligence center, restoration of funding for cooperative diversion programs, and relication of noninteragency interests to State and local law forces and State and local training programs.

Aeronautical

This is representing reflects at this time the current plan for utilization of the 1987 Supplemental resources.

Safeguard Requested

1. Payroll supplemental request of 17,917,000 provides 16,530,000 to meet the increased pay requirements pursuant to P.L. 91-303 and 17,324,000 for increased costs associated with the Federal Employees Retirement System (FERS).
2. Property supplemental request provides 17,000,000 for increased Federal Telecommunications rate changes.

## Long Distance Administration

## Shorter Distance

## Country of Residence

## (Dollars in Millions)

## Allocated to Area I

## Allocated to Area II

## Allocated to Area III

	Fam.	Per.	W.	Brack.	Fam.	Per.	W.	Brack.	Fam.	Per.	W.	Brack.
1. General office personnel & 12% general overhead administrative expenses	5,631	404	402,660									
2. Executive secretaries	135	10	21,550									
3. Total	5,766	413,750										
September 30, 1931												
1932 Allocation												
1. Executive secretaries	447	33	9,912									
2. General office personnel & 12% general overhead administrative expenses	5,631	404,610										
3. Total	5,678	404,610										
October 1, 1932												
1932 Increase												
1. Executive secretaries	100	80	276									
2. General office personnel & 12% general overhead administrative expenses	5,632	404,610										
3. Total	5,632	404,610										

	Fam.	Per.	W.	Brack.	Fam.	Per.	W.	Brack.	Fam.	Per.	W.	Brack.
1. General office personnel & 12% general overhead administrative expenses	4,035	343,740,021			5	42	11,031					
2. Executive secretaries	1,111	10,026			4	33	16,410					
3. Total	5,146	343,750,021			10	75	41,441					
September 30, 1932												
1933 Allocation												
1. Executive secretaries	407	33	12,537									
2. General office personnel & 12% general overhead administrative expenses	5,146	343,750,021			7	53	16,410					
3. Total	5,553	343,750,021										
October 1, 1933												
1933 Increase												
1. Executive secretaries	100	80	276									
2. General office personnel & 12% general overhead administrative expenses	5,553	343,750,021			103	82	21,552					
3. Total	5,656	343,750,021										

For February  
Total time Farnam  
other

Total

Estimated by subject activity

Fam. Per. W. Brack. Fam. Per. W. Brack. Fam. Per. W. Brack.

1. General office personnel & 12% general overhead administrative expenses

2. Executive secretaries

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4. Farnam direction

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## U.S. Enrichment Administration

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## Salaries and expenses

## Summary of Resources by Program

(Dollars in thousands)

Estimates by Decision Unit	1985 as Enacted			1986 Actual			1987 Appropriation Anticipated			1988 Base			1988 Estimate			Increase/ Decrease		
	Per. Fam.	Per. Hh	Amount	Per. Fam.	Per. Hh	Amount	Per. Fam.	Per. Hh	Amount	Per. Fam.	Per. Hh	Amount	Per. Fam.	Per. Hh	Amount	Per. Fam.	Per. Hh	Amount
	Fam.	Hh	Amount	Fam.	Hh	Amount	Fam.	Hh	Amount	Fam.	Hh	Amount	Fam.	Hh	Amount	Fam.	Hh	Amount
<b>4. Program Directions</b>																		
Executive direction and control.....	275	281	14,312	275	276	17,455	261	249	15,410	243	231	16,672	253	241	17,602	9	7	930
Administrative Services....	161	155	9,463	161	167	10,178	152	143	9,108	151	142	10,097	151	142	10,097	...	...	...
Subtotal.....	436	419	24,375	436	443	27,633	416	332	24,548	400	376	26,769	409	383	27,699	9	7	930
<b>Subtotal.....</b>	<b>4,895</b>	<b>4,753</b>	<b>363,660</b>	<b>4,895</b>	<b>4,706</b>	<b>372,354</b>	<b>5,680</b>	<b>5,149</b>	<b>430,193</b>	<b>5,622</b>	<b>5,436</b>	<b>497,495</b>	<b>5,730</b>	<b>5,568</b>	<b>522,047</b>	<b>108</b>	<b>82</b>	<b>24,552</b>
Carryover authority.....	...	...	10,116	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
<b>Total.....</b>	<b>4,895</b>	<b>4,753</b>	<b>373,776</b>	<b>4,895</b>	<b>4,706</b>	<b>372,354</b>	<b>5,680</b>	<b>5,149</b>	<b>430,193</b>	<b>5,622</b>	<b>5,486</b>	<b>497,495</b>	<b>5,730</b>	<b>5,568</b>	<b>522,047</b>	<b>108</b>	<b>82</b>	<b>24,552</b>
<b>Other Workyears:</b>																		
Holiday.....	15			17			17			17			18			1		
Overtime																		
N.D. ....	560			575			615			660			669			9		
Other.....	35			33			35			35			35			...		
Total compensable workyears	5,363			5,301			5,816			6,198			6,290			92		
Reimbursable workyears.....	26			22			25			25			25			...		
Total workyears.....	5,389			5,353			5,811			6,223			6,315			92		

07

Drug Enforcement Administration

Salaries and expenses

Justification of Program and Performance

Activity Resource Summary  
(Dollars in thousands)

Activity: Enforcement	1987 Appropriation Anticipated			1988 Base			1988 Estimate			Increase/Decrease		
	Perm. Pos.	WY	Amount	Perm. Pos.	WY	Amount	Perm. Pos.	WY	Amount	Perm. Pos.	WY	Amount
Domestic enforcement.....	2,028	1,766	\$148,366	2,017	2,008	\$157,212	2,073	2,050	\$164,421	56	42	\$7,209
Organized crime drug enforcement....	762	749	58,553	762	749	62,865	762	749	62,865	...	...	...
Foreign cooperative investigations..	481	426	54,511	481	454	58,565	481	454	58,565	...	...	...
Diversion control.....	580	520	30,299	580	562	33,271	580	562	33,271	...	...	...
State and local task forces.....	259	225	30,632	259	254	31,149	259	254	31,149	...	...	...
Total.....	4,110	3,686	322,361	4,099	4,027	343,062	4,155	4,069	350,271	56	42	7,209

This budget activity includes all programs directly responsible for drug investigations leading to the prosecution, conviction and immobilization of drug traffickers and their organizations. Included in this responsibility are all domestic and foreign investigative efforts and regulatory activities under the diversion control program.

	1987 Appropriation Anticipated			1988 Base			1988 Estimate			Increase/Decrease		
	Perm. Pos.	WY	Amount	Perm. Pos.	WY	Amount	Perm. Pos.	WY	Amount	Perm. Pos.	WY	Amount
Domestic enforcement.....	2,028	1,766	\$148,366	2,017	2,008	\$157,212	2,073	2,050	\$164,421	56	42	\$7,209

Long-Range Goal: To reduce the domestic supply of illicit drugs and to seriously disrupt or eliminate the organizations trafficking in those drugs.

Major Objectives:

- To eliminate all domestic production and/or cultivation of illicit drugs.
- To identify and seize as much drug evidence and related assets as possible from those individuals and organizations involved in the illegal drug trade.
- To investigate and prepare for successful prosecution all major drug cases developed or received.
- To respond to all appropriate requests for assistance from Federal, state and local law enforcement agencies involved in the fight against illegal drug production, cultivation and trafficking.

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**Basic Program Description:** This program addresses the national problems of: the manufacture, cultivation and distribution of illegal drugs; the criminal investigations relating to the diversion of legally produced drugs into the illicit market; and, the disruption or elimination of the individuals and organizations who distribute these illegal substances. The major thrust of the Domestic Enforcement program is the elimination or immobilization of the individuals and groups at the highest echelons of domestic drug production, smuggling and distribution organizations.

To address these problems, DDA utilizes various methods and activities in support of the major objectives stated above. The first step in eliminating the supply or distribution of illegal drugs is the identification of the source and individuals involved. This is accomplished through confidential informants, intelligence gathered from other sources and referrals from other Federal, state and local authorities. Once this is accomplished, evidence is gathered through undercover and reverse undercover operations, audio/video surveillance, Title III operations, and where warranted, establishment of a Special Enforcement Operation (SEO). When sufficient evidence is gathered, Federal, state and local prosecuting authorities receive the case for preparation for prosecution resulting in the indictment, arrest, and trial of the defendants involved. Concurrent with criminal prosecution is the seizure and initiation of forfeiture proceedings to remove all drug related assets from the individual or organization charged. Major violators and heads of organizations are targeted for continuing criminal enterprise prosecution which carries a 10-year to life sentence and allows for forfeiture of those items identified as part of the criminal enterprise proceeds. Prosecution of individuals or groups need not be confined to violation of drug laws. Where warranted, more and more use is being made of Racketeer Influenced Corrupt Organization (RICO) and IRS statutes. These laws are conspiratorial in nature and upon conviction allow consecutive sentences to be imposed, in conjunction with the sentence for drug law violation. In all these efforts and activities, maximum coordination and assistance is rendered to and received from other Federal, and state and local enforcement agencies where appropriate.

Accomplishments and Workload: Accomplishments and workload of the Domestic Enforcement program are presented in the following table:

<u>Domestic Summary</u>	<u>1985</u>	<u>1986</u>	<u>1987</u>	<u>Estimates</u>
				<u>1988</u>
<u>Investigative workhours by case class:</u>				
Class I.....	1,224,548	1,321,212	1,377,613	1,566,536
Class II.....	255,959	268,453	279,125	315,949
Class III.....	348,226	293,026	305,324	347,098
Class IV.....	113,352	37,668	38,513	41,430
Subtotal.....	1,872,065	1,920,359	2,000,605	2,271,013
General file workhours.....	209,383	221,706	232,835	255,876
Total.....	2,081,460	2,145,155	2,233,440	2,526,889
<u>Arrests by case class:</u>				
Class I.....	3,135	4,329	4,604	5,506
Class II.....	1,024	1,199	1,268	1,501
Class III.....	1,549	1,427	1,514	1,802
Class IV.....	470	371	384	429
Subtotal.....	6,778	7,326	7,770	9,238
Federal referral arrests.....	1,344	1,381	1,400	1,465
DEA cooperative arrests.....	2,940	3,466	3,619	4,132
Total.....	10,462	12,173	12,789	14,835
<u>Convictions:</u>				
Federal court.....	5,734	4,202	4,411	5,089
State court.....	1,806	1,045	1,109	1,315
<u>Drugs Removed:</u>				
Heroin (Kilo.).....	393	284	303	344
Cocaine (Kilo.).....	19,952	23,909	25,124	29,669
Cannabis (Kilo.).....	723,727	680,901	680,901	680,901
Dangerous drugs (000 D.U.).....	21,373	28,257	31,402	41,009

#### Heroin

Because of its virulent impact on national health and crime, heroin remains one of DEA's major priorities. Since virtually all heroin abused in the U.S. is imported, domestic efforts are aimed at preventing heroin from reaching American markets through the disruption and immobilization of drug smuggling and distribution networks. The major sources of heroin imported into U.S. are the Southwest Asian countries of Pakistan, Afghanistan and Iran. However, there are recent identifiable increases in the heroin imported from Southeast Asia and Mexico.

During 1986, DEA continued its intensified efforts against the importation of heroin from Mexico through the establishment of Special Enforcement Operation COLUMBUS. This SEO targets major at Mexican heroin traffickers on both sides of the Mexican-American border. Additionally DEA continued SEO FULLPRESS which is DEA's participation in Operation ALLIANCE.

With the increased heroin resources provided in 1987, DEA expects the following additional statistical results in 1987 and 1988: 18,601 additional heroin investigative workhours in 1987 and 54,368 more in 1988; 91 additional heroin arrests in 1987 and 200 more in 1988; 46 additional heroin convictions in 1987 and 105 more in 1988; and 19 additional kilograms of heroin removed in 1987 and 41 more in 1988.

	<u>1985</u>	<u>1986</u>	<u>1987</u>	<u>1988</u>	<u>Estimates</u>
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#### Heroin

##### Investigative work hours by class of case:

Class I.....	319,332	253,226	265,409	301,957	
Class II.....	56,433	44,827	46,984	53,453	
Class III.....	97,164	65,577	68,732	78,197	
Class IV.....	5,744	3,654	3,830	4,357	
Subtotal.....	<u>478,673</u>	<u>357,288</u>	<u>384,956</u>	<u>437,964</u>	
General file.....	26,096	22,259	23,189	24,548	
Total.....	<u>504,769</u>	<u>389,543</u>	<u>408,144</u>	<u>462,512</u>	

##### DEA Initiated arrests by class of case:

Class I.....	390	474	510	580	
Class II.....	226	162	174	198	
Class III.....	236	207	223	253	
Class IV.....	18	22	21	27	
Subtotal.....	<u>870</u>	<u>865</u>	<u>931</u>	<u>1,058</u>	
Federal referral arrests.....	201	160	168	191	
DEA cooperative arrests.....	291	346	363	413	
Total domestic heroin arrests.....	<u>1,362</u>	<u>1,377</u>	<u>1,462</u>	<u>1,662</u>	
Convictions:					
Federal courts.....	868	562	599	682	
State courts.....	302	144	153	175	
Heroin seized (Kg.).....	393	284	303	344	

#### Cocaine

Cocaine continues to be the popular drug of abuse for such groups as young affluent professionals, entertainers and athletic figures. Since no coca plants are grown domestically, the domestic enforcement effort will be aimed at the following: the prevention of smuggling of cocaine from Latin American source countries; the identification, location and seizure of domestic clandestine cocaine conversion laboratories; and the disruption or elimination of cocaine traffickers and their organizations.

In attacking these targets, DEA will continue to employ the proven investigative techniques identified earlier in this package. Additionally, DEA will continue to work closely with the other Federal, and state and local enforcement agencies which, as in the case of heroin, has proven so successful.

During 1986, a new drug phenomenon, known as "crack" cocaine burst onto the illicit drug scene. Crack is an inexpensive, highly addictive form of cocaine that is designed to be smoked. The attraction of crack is its low price and intense "high". The bad side of crack is that it is so highly addictive and causes some dangerous physiological side effects.

As part of the 1987 supplemental DEA received increased resources to establish crack cocaine task forces in the following cities:

Atlanta	Ft. Lauderdale	Minneapolis	Portland
Baltimore	Ft. Meyers	Newark	San Diego
Boston	Houston	New Orleans	San Francisco
Dallas	Kansas City	New York (2)	Seattle
Denver	Los Angeles	Philadelphia	St. Louis
Detroit	Miami	Phoenix	

Also, as part of the 1987 supplemental, DEA received additional resources to enhance traditional cocaine investigative efforts. A major thrust of these enhanced resources will be against cocaine being transshipped from Mexico across the Mexican-American border.

During 1986, DEA continued SEO PISCES. This SEO is aimed at the money laundering activities of domestic cocaine trafficking groups. While Operation PISCES is based in Miami, it has resulted in drug and asset seizures from Miami to New York to Los Angeles. Since its inception in 1984, enforcement efforts under Operation PISCES have netted the following results: \$40,000,000 in assets seized; 10 tons of cocaine seized; 6.5 tons of hashish seized; and 250 individuals arrested. Current planning for 1987 identifies 175 potential additional arrests.

Also, during 1986, DEA continued SEO PIPELINE. This SEO is aimed at training primarily State and local officers on how to interdict drugs and money being transported on the nation's highway system. In 1986 State, local and U.S. Border Patrol officers produced the following results:

- 3,000 State and local officers trained.
- 300 Border Patrol officers trained.
- 4,000 Pounds of cocaine seized.
- 7,800 Pounds of marijuana seized.
- 150 Pounds of liquid hashish seized.
- 66 Pounds of methamphetamine seized.
- \$8,721,600 in cash seized.

With the additional cocaine investigative resources provided in 1987, DEA expects the following additional statistical results in 1987 and 1988: 47,697 additional cocaine workhours in 1987 and 173,118 more in 1988; 339 additional cocaine arrests in 1987 and 1,276 more in 1988; 124 additional cocaine convictions in 1987 and 464 more in 1988; and 1,215 additional kilograms of cocaine removed in 1987 and 4,545 more in 1988.

DEA anticipates an increase of cocaine smuggling along the 1,900 mile Mexican-U.S. border in the future. As interdiction pressure has been increased in Florida and the Caribbean, a number of major Colombian traffickers have switched their modus operandi to utilize Mexico as a transshipment point. Whether this trend will diminish smuggling activity in the Caribbean is unknown. To date it has not.

	<u>1985</u>	<u>1986</u>	<u>1987</u>	<u>Estimates 1988</u>
<u>Cocaine</u>				
Investigative workhours by class of case:				
Class I.....	573,611	742,202	770,796	876,296
Class II.....	145,067	180,970	187,912	213,666
Class III.....	190,809	183,792	190,873	216,998
Class IV.....	10,607	10,988	11,422	12,985
Subtotal.....	920,094	1,117,952	1,161,033	1,319,965
General file.....	96,141	110,170	114,795	129,001
Total.....	1,016,235	1,228,131	1,275,828	1,448,966
DEA initiated arrests by class of case:				
Class I.....	1,473	2,437	2,577	3,105
Class II.....	509	770	814	981
Class III.....	861	980	1,036	1,249
Class IV.....	156	128	135	163
Total.....	2,999	4,315	4,562	5,498
Federal referral arrests.....	196	267	277	315
DEA cooperative arrests.....	1,708	2,123	2,205	2,507
Total domestic cocaine enforcement arrests.....	4,903	6,705	7,044	8,320
Convictions:				
Federal courts.....	2,168	1,974	2,074	2,450
State courts.....	783	465	489	577
Cocaine seized (Kg.).....	19,952	23,909	25,124	29,669

#### Cannabis

The cannabis products abused in this country include marijuana, hashish and hashish oil. Since between 86 and 88 percent of the cannabis products abused in this country are produced in foreign countries, a major thrust of DEA's enforcement activities is the use of traditional investigative methods aimed at the immobilization or elimination of the trafficking organizations smuggling cannabis into this country.

To deal with the problem of domestically produced marijuana, DEA continued its highly successful program of domestic cannabis eradication. Again in 1986, all fifty states participated in the program. DEA's strategy in this program is to provide varying levels of support to each participating state in relation to the scope of the marijuana problem and the level of effort being performed by the state. In implementing this strategy, DEA provides training, equipment, funding, aircraft and investigative support to encourage the state to develop an aggressive program of cannabis eradication within its boundaries. Additionally, DEA encourages the states to employ the use of herbicides.

During 1986, DEA established Operation MAN, aimed at stopping marijuana traffickers from using false corporations to launder marijuana smuggling profits. Operation MAN has already resulted in the arrest of 9 class I violators and the seizure of \$15,000,000 in real property assets. As a result of 1986 enforcement efforts under this effort DEA is ready to move against an anticipated \$9,000,000 worth of boats in early 1987.

Another high point of DEA's cannabis enforcement program was the Domestic Marijuana Eradication Program. In 1986, 23 eradication schools were conducted to train a total of 887 law enforcement officials from other Federal, state and local agencies. DEA flew 281 air missions totalling 730 hours flown. Direct eradication efforts resulted in an 18 percent increase in plants eradicated, a 7 percent increase in plots eradicated, and a 7 percent increase in arrests.

Again in 1987, emphasis will be placed on booby-trap detection and avoidance during Domestic Marijuana Eradication Program training schools. This stems from the trend toward the use of dynamite, pipe bombs and other explosive devices encountered in 1985. Also on the increase was the use of guard dogs and animal traps. All of these efforts were aimed at preventing anyone from entering the area of cultivation.

	<u>1985</u>	<u>1986</u>	<u>Estimates</u>	
			<u>1987</u>	<u>1988</u>
<u>Cannabis</u>				
Investigative workhours by class of case:				
Class I.....	152,611	125,664	125,664	125,664
Class II.....	20,090	22,887	22,887	22,887
Class III.....	20,175	17,252	17,252	17,252
Class IV.....	23,304	19,626	19,626	19,626
Subtotal.....	216,180	185,429	185,429	185,429
General file.....	50,332	64,554	64,554	64,554
Total.....	266,512	249,983	249,983	249,983

	<u>Estimates</u>			
	<u>1985</u>	<u>1986</u>	<u>1987</u>	<u>1988</u>
DEA initiated arrests by class of case:				
Class I.....	646	686	686	686
Class II.....	158	167	167	167
Class III.....	209	132	132	132
Class IV.....	243	188	188	188
Total.....	1,256	1,173	1,173	1,173
Federal referral arrests.....	931	937	937	937
DEA cooperative arrests.....	272	308	308	308
Total domestic cannabis enforcement arrests..	2,459	2,418	2,418	2,418
Convictions:				
Federal courts.....	1,921	1,020	1,020	1,020
State courts.....	302	155	155	155
Cannabis seized (Kg).....	723,737	680,901	680,901	680,901
Domestic Marijuana Eradication:				
Cultivated plants eradicated.....	4,000,000	4,700,000	4,700,000	4,700,000
Plots eradicated.....	30,000	32,200	33,000	33,000
Arrests.....	5,000	5,310	5,600	5,600
Weapons seized.....	1,500	1,650	1,700	1,700
Eradication schools conducted.....	25	23	25	25
State and local officers trained.....	931	887	900	900

#### Dangerous Drugs

In contrast to heroin, cocaine and cannabis, which are all derivatives of plants, dangerous drugs are all chemically manufactured. The four major drugs of concern to this program are methamphetamine, amphetamine, PCP and LSD. All of these substances are produced domestically. These four drugs and the other lesser abused dangerous drugs find their way into the illicit drug market in two ways. The first is through diversion of legally produced drugs into the illegal market; and the second is the illegal production of these substances in clandestine laboratories located throughout the U.S. Since production of dangerous drugs requires processes and substances not associated with the other drugs of concern to DEA, some of DEA's enforcement efforts are aimed in two directions not associated with the usual drug investigation targets. The first is the identification, location and eradication of the clandestine laboratories established to manufacture illicit dangerous drugs. Second is the restriction of the availability of the precursors known to be required for the manufacture of dangerous drugs. DEA has had success gaining the support of precursor manufacturers in reporting large sales of these substances. While these investigations are important, the primary thrust of DEA's efforts is the investigation, arrest and prosecution of the individuals and groups trafficking in these illicit drugs. Dangerous drugs investigations emanate from the traditional sources discussed in the opening section of this package and from the Diversion Control Program, which is a separate DEA program. With the increase in both clandestine laboratories and the clandestine production of controlled substance analogs, DEA is now identifying analogs for control and studying safety precautions, procedures and equipment to be used in clandestine laboratory investigations and hazardous chemical disposal.

As a matter of investigative policy, DEA decided to concentrate its dangerous drug investigative efforts against clandestine production laboratories. As a result, DEA seized a record 442 clandestine laboratories, a 41 percent increase over 1985. DEA seized 28,267,000 dosage units of dangerous drugs, a 32 percent increase over 1985.

With the additional dangerous drug resources provided in 1987, DEA expects the following additional statistical results in 1987 and 1988: 21,907 additional dangerous drug workhours in 1987, and 65,963 more in 1988; 186 additional dangerous drug arrests in 1987 and 570 more in 1988; 103 additional dangerous drug convictions in 1987 and 315 more in 1988; and 3,135,000 additional dosage units of dangerous drugs removed in 1987 and 9,607,000 more in 1988.

Dangerous Drugs	1985	1986	Estimates	
			1987	1988
<b>Investigative workhours by case class:</b>				
Class I.....	178,994	200,120	215,744	262,619
Class II.....	34,369	19,769	21,312	25,943
Class III.....	40,078	26,405	28,167	34,651
Class IV.....	3,697	3,400	3,665	4,462
Subtotal.....	257,130	249,634	269,188	327,675
General file.....	36,814	27,804	30,297	37,773
Total.....	293,952	277,498	299,485	365,448
<b>DEA initiated arrests by class of case:</b>				
Class I.....	626	732	831	1,135
Class II.....	131	100	113	155
Class III.....	243	108	123	168
Class IV.....	53	33	37	51
Total.....	1,053	973	1,104	1,509
Federal referral arrests.....	16	17	18	22
DEA cooperative arrests.....	669	689	743	904
Total dangerous drug arrests.....	1,738	1,679	1,865	2,435
<b>Convictions:</b>				
Federal court.....	777	646	718	937
State court.....	419	281	312	408
Dangerous drugs seized (000 D.U.).....	21,373	28,267	31,402	41,009
Clandestine laboratories seized.....	314	442	475	500

Program Changes:

Asset Removal Teams

DEA requests 30 positions (20 agents, 10 technical/clerical), 22 FTE workyears, and \$2,759,000 to establish an asset removal team in the Miami, Chicago, New York, Houston, Washington, D.C., and San Francisco domestic division offices, and to expand the team in San Diego.

The resources requested to establish asset removal teams will dramatically contribute to the immobilization of drug trafficking organizations by fully exploiting DEA's authority to seize trafficker assets. Besides increasing the amount of trafficker assets seized, these resources will also allow the assigned case agent to concentrate on the criminal aspects of the case, leaving the asset seizure to the asset removal team. DEA's San Diego Division was the site of the first asset removal team and posted the following results:

1980 - No Asset Removal Team	\$1,000,000 seized
1981 - Asset Removal Team in Operation for Half the Year	\$4,900,000 seized
1982	\$13,700,000 seized
1983	\$8,100,000 seized
1984	\$13,800,000 seized
1985	\$23,700,000 seized
1986	\$29,000,000 seized

Field Data Entry

DEA requests 26 positions, 20 FTE workyears, and \$4,450,000 for field data entry support. It is estimated that 100 contract positions will be required at a cost of \$3,550,000.

Most of DEA's systems have been converted to operate under Model 204 Data Base Management System (DBMS). When the office automation project is implemented, DEA's information systems will become accessible worldwide and the usefulness of the information will depend upon the accuracy and timeliness of the data entry. Therefore, it is necessary that DEA computer technicians, and contract data entry and analysis technicians be assigned to the DEA field offices and headquarters to perform data entry functions. It is proposed that each division, including EPIC, be supported with contract data analyst personnel varying from 2 to 5 positions, depending on the division size, workload and operational requirements. Also, a group of contract personnel would be employed to support headquarters elements and would be available, on short notice, to be deployed to the field to eliminate backlog, as well as supporting those periods of time when data input is a critical issue. In addition, DEA employees positions will be required to provide contract and technical monitoring, workload quality control, continuity of operations and retention of instructional knowledge should contract lapses occur, and to provide support in particularly sensitive investigations.

Information systems training classes have been developed for some of the information systems that are operating under M204 to instruct DEA personnel on how to use the system and how to input the data. Additional training classes will be developed for new and recently converted systems as the systems are implemented. As DEA personnel are trained in the use of the information systems, the timely input of the data bases must be maintained in an up-to-date status if the optimum use of data is to be realized.

The application of data analysis and use of data entry contract personnel will allow the information systems data bases to be kept current. It will improve the credibility of the information and provide for the maximum application of the information systems data. The small administrative staffs in the divisions will not be impacted by the increased requirement for data entry and the functions will be performed by contract data entry personnel. The use of highly trained and experienced data entry personnel in the various systems will reduce errors and personal/personnel frustrations.

1987 Appropriation Anticipated			1988 Base			1988 Estimate			Increase/Decrease		
Perm. Pos.	WY	Amount	Perm. Pos.	WY	Amount	Perm. Pos.	WY	Amount	Perm. Pos.	WY	Amount
Organized crime drug enforcement.....	762	\$58,553	762	749	\$62,865	762	749	\$62,865	...	...	...

Long-Range Goal: To identify, investigate, and prosecute members of high-level drug trafficking enterprises and to destroy or immobilize the operations of those organizations.

Major Objectives:

To promote a coordinated drug enforcement effort in each task force region, and to encourage maximum cooperation among all Federal enforcement agencies.

To work fully and effectively with state and local drug enforcement agencies.

To make full use of financial investigative techniques, including tax law enforcement and forfeiture actions, in order to identify and convict high level traffickers and to seize assets and profits derived from high level drug trafficking.

Base Program Description: Organized crime is involved in drug trafficking. The major organizations that this program address are:

- Traditional organized crime figures;
- Major outlaw motorcycle gangs (e.g., Hell's Angels, Pagans, Outlaws, Bandidos);
- Other organized criminal groups (e.g., major street gangs, prison gangs);
- Organizations that import and/or distribute large amounts of controlled substances, or finance the foregoing; or
- Physicians or pharmacists illegally dispensing substantial quantities of prescription drugs.

Thirteen Organized Crime Drug Enforcement Task Forces (OCDETF) have been established in the following regions. The core city for each of the task forces is indicated in parenthesis:

New England (Boston)  
New York/New Jersey (New York)  
Mid-Atlantic (Baltimore)  
Southeast (Atlanta)  
Gulf Coast (Houston)  
South Central (St. Louis)  
North Central (Chicago)

Great Lakes (Detroit)  
Mountain States (Denver)  
Los Angeles/Nevada (Los Angeles)  
Northwest (San Francisco)  
Southwest Border (San Diego)  
Florida/Caribbean (Miami)

The overall program goal is accomplished by:

- Adding new Federal resources to the investigation and prosecution of these major drug trafficking organizations; and
- Fostering improved interagency coordination and cooperation in the investigation and prosecution of major drug cases

Task force operations are planned and coordinated through a network of committees representing participating agencies and under the general direction of the Associate Attorney General. At the national level, a working group formulates general policy and monitors the program with the assistance of a small administrative unit in the Department of Justice. In each of the 13 regions, the U.S. Attorney in the "core city" manages task force operations through the Task Force Coordination Group. This group approves and monitors all task force investigations in the region to ensure that investigations are consistent with program goals and objectives, and that appropriate interagency coordination takes place.

Individual task force cases are investigated and prosecuted by multi-agency teams in the judicial districts within each region.

Agents and attorneys in individual task force cases remain under the direct supervision of their respective agencies, but conduct investigations jointly with other task force agents and attorneys. Leadership responsibility for a specific case is decided on a case-by-case basis and assumed by one of the investigative agencies.

Accomplishments and Workload: During 1986, DEA capitalized on a modest 3 percent investigative workload increase by producing a 24 percent increase in arrests, and drug seizure increases of 19 percent for cocaine, 45 percent for cannabis, and 395 percent for dangerous drugs. As the full force of the resource enhancements provided in 1985 comes to bear in 1987, DEA expects statistical results as reflected in the table below.

Item	1985	1986	Estimates	
			1987	1988
OCDE cases involving DEA.....	315	325	350	350
Investigative workhours.....	802,446	818,325	938,450	938,450

Item	Estimates			
	1985	1986	1987	1988
DEA/OCDE arrests .....	2,041	2,547	2,859	2,859
DEA/OCDE convictions.....	959	1,484	1,633	1,633
Drugs removed:				
Heroin (kilo).....	29	23	27	27
Cocaine (kilo).....	1,356	1,616	1,821	1,821
Cannabis (kilo).....	4,957	7,179	7,929	7,929
Dangerous drugs (000 D.U.)....	698	2,740	2,845	2,845
Assets removed (\$000).....	\$110,010	\$123,382	\$142,500	\$143,000

	1987 Appropriation Anticipated			1988 Base			1988 Estimate			Increase/Decrease		
	Perm. Pos.	WY	Amount	Perm. Pos.	WY	Amount	Perm. Pos.	WY	Amount	Perm. Pos.	WY	Amount
Foreign cooperative investigations ...	481	426	\$54,511	481	454	\$58,565	481	454	\$58,565	...	...	...

Long-Range Goal: To reduce the supply of drugs of foreign origin destined for the United States illicit market.

Major Objectives:

To conduct high quality cooperative investigations aimed at eliminating the supply of illicit drugs destined for the United States, and disrupt or eliminate the organizations trafficking in those drugs.

To gather and analyze as much intelligence as possible concerning illicit drugs of foreign origin destined for the United States.

To satisfy all appropriate requests from foreign governments for training of their respective law enforcement officials.

Base Program Description: This program addresses the problem of drugs of foreign origin destined for consumption in the United States illicit market. The majority of illicit drugs available in the United States are of foreign origin. DEA's overseas efforts are directed at assisting host governments in the development of programs to reduce the supply of drugs at or near the agricultural source; immobilize foreign clandestine conversion laboratories; identify export staging areas and interdict the drugs; and reduce the diversion of legitimate drugs from international commerce. In 1986, the Administration and Congress recognized the ongoing need for additional resources to assist foreign

narcotics control authorities in the suppression of illicit narcotics traffic actually or potentially impacting the United States. DEA overseas presence is at the invitation of the host country. DEA is represented in 64 offices in 42 countries. The basic authorities for this program are Reorganization Plan No. 2 of 1973 and Executive Order 11727 of 1973. This program is carried out in coordination with the Department of State in foreign areas, Department of Justice guidelines and in accordance with P.L. 94-329, which is referred to as the Mansfield Amendment, as amended by Section 2008, Title II of the Anti-drug Abuse Act of 1986. In addition to the social and economic threat posed by the supply of foreign-source drugs into the United States, there are other factors which directly relate to the activities of this program. These include:

- The level of acceptance of DEA's presence and assistance in foreign countries varies because of such factors as the degree of motivation, national pride, political instability and law enforcement capabilities of the host country.
- Many foreign governments appear to consider drug abuse a western phenomena; however, with the proliferation of drug abuse problems in other countries, this attitude appears to be changing.
- Some source countries have not been able to establish effective drug control in rural areas due to such obstacles as geography, limited and antiquated communications, and time-distance considerations. Denied access areas such as Iran, Afghanistan, Laos and Northern Burma pose even greater obstacles due to a complete lack of diplomatic dialogue.
- The consequences of traditions, conflicting jurisdictions, and divided provincial and tribal authority preclude effective narcotics control in many countries.
- Illicit drug cultivation provides a significant income which, in many areas, is traditional and not easily replaceable.
- International "legal" money transactions are an essential element of the world illicit drug traffic.
- Foreign government drug intelligence collection, production, and dissemination systems, particularly those directly supportive of U.S. drug enforcement efforts may be in need of improvement.

DEA foreign activities focus on the provision of expert advice and authorized investigative, intelligence, and training assistance in those foreign areas deemed most critical to the reduction of drugs destined for the U.S. A natural extension of these programs is DEA encouragement and assistance in the implementation of substantive intergovernmental enforcement cooperation and intelligence exchanges.

Intelligence collection activities overseas are supplemented through the development and implementation of Special Field Intelligence Program (SFIP) operations. The purpose of SFIP operations is to provide funding to exploit highly specialized or unique collection opportunities against a wide variety of intelligence problems in foreign areas. These efforts are largely targeted toward collection of data on all phases of narcotic raw material production, smuggling routes and methods, trafficking and abuse patterns, as well as other matters of collateral interest, such as terrorist or financial matters relating to narcotics activities. This material reported and disseminated through DEA channels provides foreign, domestic and headquarters line and management personnel with detailed and accurate information which can be used for investigative as well as planning purposes.

Specifically, DEA has in recent years worked with such countries as Pakistan, Turkey, France, Italy and Mexico to develop the necessary intelligence to move against clandestine conversion laboratories, smuggling organizations, cultivation areas, and the organizations responsible for the trafficking of illicit drugs around the world. Additionally, DEA has maintained the necessary political liaison to influence the legislative process in various host countries in an effort to establish drug laws where none previously existed or were weak. Finally, DEA is making inroads into international financial investigations through the cooperation of host countries and the international banking and financial communities.

The diversion of legitimately-produced controlled substances from international channels has become a problem directly affecting the United States. DEA has responded to the problem by establishing international diversion programs in such cities as Bonn, West Germany and Mexico City.

As a result of diplomatic initiatives undertaken by DEA and the Department of State, foreign countries continue to make significant advances toward curbing the diversion of legally-produced drug substances. For example, all known methaqualone source countries have either ceased production or severely limited its exportation.

Current DEA planning for this program calls for continued expansion of DEA's presence overseas. With the use of existing resources in 1986, and the additional resources provided as part of the 1987 supplemental, DEA will be able to open new country and resident offices according to the following planned schedule:

1986  
Australia and Nigeria Country Offices

1987  
Paraguay, Trinidad/Tobago, Haiti and Belize Country Offices; Maracaibo, Barcelona, and Naples Resident Offices

1988  
Kenya, Portugal and United Arab Emirates Country Offices; Sao Paulo and Toronto Resident Offices

1989  
Ivory Coast, Morocco and Sri Lanka Country Offices; Calcutta Resident Office

#### Heroin

Since virtually all heroin consumed in the United States is of foreign origin, DEA has active heroin programs in 58 foreign locations. The primary source regions for production of heroin are the following: the Southwest Asian countries of Pakistan, Afghanistan and Iran; the Southeast Asian countries of Burma, Thailand, and Laos; and Mexico. DEA's focus in combatting heroin in these areas is to provide expert advice and/or investigative assistance, authorized investigative intelligence, and training in the areas deemed most critical to eliminating heroin production and smuggling. As a result of U.S. Government encouragement and support, the Pakistani Government has agreed to an aerial poppy spraying program for 1987-1988.

DEA efforts in Egypt and Nigeria have resulted in increased heroin seizures and intelligence for these countries and the continent as a whole.

#### Cocaine

Virtually all cocaine abused in the United States comes from the South American countries of Colombia, Peru and Bolivia. Additionally, Mexico is a major transshipment country. Traditionally, the cocaine traffickers have been extremely powerful in these countries with strong influence at the upper echelons of government and judicial systems. That situation is beginning to change as the governments in these countries are starting to assert their legal authorities and pursue the cocaine traffickers. DEA will continue to support these governments in their quest to control cocaine trafficking.

Specifically, DEA focuses its efforts in three major areas of emphasis to help South American governments fight cocaine traffic. The first area is the eradication of the coca plant and crop substitution efforts to provide a viable economic alternative to citizens growing the plant. Second, DEA continues its efforts to control the essential chemicals necessary to convert the raw materials into cocaine hydrochloride. These precursors are ethyl ether, acetone and potassium permanganate. Finally, DEA, with the assistance and permission of the host government, runs international Title III operations and requests extradition of traffickers to this country for trial.

#### Cannabis

The traditional source countries for marijuana are Colombia, Jamaica, Mexico and Thailand. Hashish and hashish oil are predominantly imported from the Middle Eastern countries of Lebanon, Pakistan and Afghanistan, with Jamaica becoming a major source country for hashish oil. These products tend to be smuggled into this country in ton quantities using all land, sea and air routes.

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In combatting the flow of cannabis products to this country, DEA uses all the same methods as in heroin and cocaine. Extensive use is made of the Special Field Intelligence Program and Special Enforcement Operations.

#### Dangerous Drugs

This program is aimed at combatting the flow of dangerous drugs and their precursor materials into this country and between countries. In this case, since most of the drugs of abuse in this category are manufactured here at home, the main target of DEA overseas efforts is the control of the flow of precursor chemicals into this country. It has become absolutely clear that there is an ongoing and growing need for increased liaison with foreign governments where these precursors are manufactured. Of special interest in this area is the training of foreign officials in the enforcement of the laws governing the international trade of the precursor materials.

#### Training Foreign Officials

DEA requires the cooperation and assistance of competent law enforcement officials in and near the source countries of illicit drug production and smuggling to ensure success in DEA foreign cooperative investigations and assistance. To achieve this goal, DEA carries out a variety of training classes, both in the United States and in host countries with funding from the Department of State.

Accomplishments and Workload:

<u>Item</u>	<u>1985</u>	<u>1986</u>	<u>Estimates</u>	
			<u>1987</u>	<u>1988</u>
<b>Workhours:</b>				
Investigative.....	116,409	131,844	116,300	189,800
General file.....	36,711	95,713	106,200	137,700
Intelligence.....	9,124	7,251	7,500	8,250
Liaison.....	25,242	24,505	25,800	29,500
<b>Cooperative arrests by drug type:</b>				
Heroin.....	721	571	620	810
Cocaine.....	375	410	450	590
Cannabis.....	103	107	120	150
Dangerous drugs.....	15	24	30	50
Total.....	1,214	1,112	1,220	1,600
<b>Cooperative drug removals:</b>				
Heroin (kilo).....	3,644	1,448	1,600	2,100
Cocaine (Kilo).....	3,151	1,460	1,600	2,100
Cannabis (Kilo).....	9,318,400	20,448	22,900	28,700
Dangerous drugs (000 D.U.).....	172	14,825	18,500	30,900
<b>Special field intelligence program:</b>				
Requested.....	45	45	45	45
Conducted.....	23	30	30	30
<b>Intelligence reports:</b>				
Requested.....	120	120	120	120
Prepared.....	105	105	105	105
<b>Foreign officials trained:</b>				
Trained.....	1,552	1,341	1,300	1,300

1987 Appropriation Anticipated			1988 Base			1988 Estimate			Increase/Decrease		
Perm. Pos.	WY	Amount	Perm. Pos.	WY	Amount	Perm. Pos.	WY	Amount	Perm. Pos.	WY	Amount
Diversion control .....	580	520	\$30,299	580	562	\$33,271	580	562	\$33,271	...	...

Long Range Goal: To prevent legitimately produced controlled substances from being diverted into illicit channels.

Major Objectives:

To conduct high quality and timely criminal investigations of G-DEF I and II violators responsible for large scale drug diversion and participate in joint investigations with other agencies.

To conduct administrative revocation investigations which may result in the immediate revocation, denial, surrender or suspension of a DEA registration.

To conduct periodic, unannounced investigations of drug manufacturers, distributors and wholesalers on a minimum three-year cycle.

To conduct pre-registrant investigations on a timely basis prior to the issuance of DEA registration.

To respond on a timely basis to the most critical requests from state governments to assist them in their drug diversion efforts through violator targeting, investigative techniques, drug control actions and in specific problem areas.

To establish on a timely basis, manufacturing and production quotas on all substances with abuse potential to ensure that production does not exceed legitimate medical needs.

To swiftly identify all new substances which are being abused or have abuse potential and determine their placement in the appropriate CSA schedule, and provide a timely response to all requests from the United Nations concerning drug control issues.

To initiate and coordinate diplomatic efforts to eliminate diversion of controlled substances from international commerce and to respond to requests from foreign countries to assist them in improving their operational efforts to prevent international drug diversion.

To issue declarations and permits to pharmaceutical firms authorizing the import/export of controlled substances and provide the United Nations with statistical reports of import/export transactions as required by the Single and Psychotropic conventions.

To register all legal handlers of controlled substances on a timely basis and provide to registrants the order forms necessary for them to purchase schedule I and II substances.

**Basic Program Description:** The Diversion Control program seeks to reduce to the maximum extent possible the diversion of legitimately produced controlled substances into illicit channels at all levels of distribution and to provide leadership and support to ensure that state and local agencies and the pharmaceutical industry establish and maintain programs and policies to control diversion. Drug abuse is one of the more serious problems facing America today. The high cost of drug abuse can be seen in our homes, schools, and factories. What is not well known is the role legally produced drugs play in the abuse problem. The President's Strategy Council on Drug Abuse reports that over seven million people use prescription drugs (barbiturates, amphetamines, tranquilizers) for non-medical purposes. Additionally, GAO has cited the report that legal drugs are involved in as much as 70 percent of all drug-related injuries or deaths. It is estimated that over 700 million dosage units are diverted annually from the legitimate channels in which they are manufactured, distributed and dispensed. Of this amount, 90 percent are diverted at the lower level or dispensing level of the distribution chain.

As part of its responsibility to protect the health and general welfare of the American people, the Federal government must respond to this problem. DEA is responsible for enforcing the provisions of the Controlled Substances Act, the Controlled Substances Import/Export Act, 21 U.S.C. 801-966 et., seq., and the Comprehensive Crime Control Act of 1984 as they pertain to legitimately produced controlled substances.

#### Criminal Diversion Investigations

It is estimated that approximately 12,000 practitioners are involved in violative acts. Under the Targetted Registrant Investigations Program, DEA identifies the highest level violators responsible for large scale diversion and conducts high quality and timely criminal investigations of their diversion activities. These investigations are made more complex because they involve legally registered practitioners as well as financiers backed by organized criminal elements. The aforementioned groups hire physicians who prepare a constant stream of illegally controlled drug prescriptions which result in millions of dosage units being diverted into the illicit market.

#### Public Interest Revocation Investigations

The Comprehensive Crime Control Act of 1984 created the Administrative Revocation Program through which DEA may deny an application for registration or immediately revoke or suspend a registration if it is determined that the issuance of such registration would be inconsistent with the public interest. This new authority allows DEA to impact on the violative registrant population which could not be effectively attacked through former existing authorities. As previously stated, approximately 90 percent of all diversion occurs at the practitioner level. This new investigative program will be directed entirely at that level and should result in significant reductions in drug abuse injuries and deaths.

#### CSA Mandated Cyclic Investigations

To ensure that diversion does not occur at the manufacturer, distributor or wholesale levels of the distribution chain, DEA periodically conducts unannounced investigations of these pharmaceutical firms. By regulation, DEA is required to conduct cyclic investigations of these firms at least once every three years.

#### Pre-registrant Investigations

Pre-registrant investigations are conducted on individuals and firms applying for DEA registration which ensures that only qualified individuals or companies are authorized to acquire or dispense controlled substances. The prescreening is the first line of defense against the obtaining of a valid DEA registration by a potential diverter.

#### State and Local Assistance

The Comprehensive Crime Control Act of 1984 included a state assessment provision which requires DEA to assess state programs aimed at suppressing the diversion of controlled substances from scientific, medical, research and legitimate distribution channels. DEA is now responsible for identifying areas of need and areas where assistance, advice and counsel should be provided to state and local government officials in order to make existing state diversion prevention programs more effective.

#### Drug Scheduling

DEA is responsible for determining the appropriate placement of controlled substances in the CSA schedule. There are five established schedules, each of which imposes varying degrees of control over prescribing, distribution, production, physical security and record-keeping. Domestic scheduling actions are initiated in response to new drug applications referred from the Food and Drug Administration and changes in trafficking patterns and abuse trends. In addition to domestic scheduling actions, DEA is heavily involved in international drug control issues. DEA is the lead agency in the United States in providing diversion data to the United Nations Secretary General. Approximately 50 percent of DEA's scheduling activities involve international drug control issues which DEA is mandated by treaty to address.

Pursuant to the Drug Diversion Control Amendments of 1984, DEA is authorized to schedule a drug in Schedule I for up to one year on an emergency basis if it is determined that such scheduling is necessary to avoid an imminent hazard to public safety. Generally, there are eight factors to be considered in scheduling a substance. Under this new authority, DEA must consider only three: (1) the history and current pattern of abuse of the drug; (2) the scope, duration and significance of its abuse; and (3) the risk to public health. This amendment reflects the concern caused by the rapid proliferation of controlled substance analogs (the so-called "designer drugs") including narcotics such as "China White," and the hallucinogens PCP or PHP which mimic the effects of PCP. It should be noted, however, that even with the emergency scheduling legislation, new controlled substance analogs continue to be a problem.

Schedules I and II consist of the most highly abused substances. DEA imposes a production quota on each substance listed in these schedules which limits the authorized production to the estimated legitimate medical and industrial requirements. When investigative information documents the substantial diversion and abuse of a schedule I or II drug, the production quota for that substance can be reduced. No individual or firm may dispense controlled substances unless they are registered with DEA. An annual registration requirement is currently imposed by DEA. The provision for three-year registration has been included in the Drug Diversion Control Amendments and regulations implementing this will be issued soon. The three-year registration period applies to practitioners and pharmacies. The annual registration requirement for distributors and manufacturers will not change. In order for a registrant to order Schedule I or II substances, a DEA order form must be utilized. It is critical that DEA be prompt in providing these order forms to registrants because failure to do so precludes their being able to conduct business as usual.

**Accomplishments and Workload:** During 1986, 353 criminal diversion investigations were conducted resulting in the arrest of 118 individuals. Asset removals and criminal fines or civil penalties in excess of \$4.3 million were invoked. Also, during 1986, DEA conducted 740 cyclic investigations, 307 public interest revocation investigations and 1,326 pre-registrant investigations. Letters of admonition were sent to 266 firms, 45 administrative hearings were held, and 181 orders to show cause were referred for administrative action.

#### Special Operations

Special operations initiated against drug diversion have produced significant results. The Michigan Diversion Impact Program, for instance, has resulted in licensing action against eight pharmacies and ten registered pharmacists, with pending action against an additional six pharmacies, nine registered pharmacists and one wholesaler. The Michigan State Attorney General has filed civil complaints in all cases under investigation with proposed fines ranging from \$52,000 to \$12,000,000. Approximately 800,000 dosage units of schedule II drugs were seized. Operation WHITECOAT, which took place in Nashville, is another example of these special operations. To date, there have been nineteen arrests including four doctors, two pharmacists and thirteen street traffickers, financiers, and organizers. Approximately 200,000 dosage units of Schedule I and II controlled substances and \$100,000 have been seized.

Operation SET BUSTERS was initiated in 1986 in Buffalo, New York, in response to fifteen reported deaths in the past three years in Erie, Pennsylvania, which were due to overdoses of the deadly combination of Doriden and codeine compounds called "sets." The source of these drugs were pharmacies in Buffalo, New York. Two pharmacists were indicted in May 1986, and at least six additional indictments against pharmacists and three against physicians are pending.

Operation QUAKER STATE has been proposed to deal with the significant amphetamine, methamphetamine and phenmetrazine problem in Pennsylvania. Based on the per capita consumption in relation to all other states, Pennsylvania ranked #1 in amphetamine, #1 in phenmetrazine and #2 in methamphetamine during the period 1982 through 1985. DEA personnel initiated investigations on twenty pharmacies. In addition to the pharmacies, nineteen doctors have been targeted for investigation. The operation is continuing with the assistance of the Pennsylvania Bureau of Narcotics Investigations.

#### International Diversion Activities

DEA has achieved great strides in curbing international diversion. Through our diplomatic initiatives and operational efforts, major advances have been made throughout the world to prevent the international diversion of controlled substances. A striking example is the virtual elimination of most known foreign sources of diverted methaqualone in the United States.

In July 1986, a Sino/United States policy level conference on the issues of drug abuse and illicit traffic was held in Beijing, Peoples Republic of China. This visit afforded the first opportunity for a comprehensive discussion of major drug policy issues on a bilateral basis and established an environment of cooperation between the United States and the Peoples Republic of China.

Two seminars relating to the diversion of drugs and chemicals were conducted with foreign officials. One was held in Argentina and the other in Chile. These seminars provided the forum to bring together for the first time forty host country officials from the Ministries of Health and Justice, Customs officials, etc., to discuss the diversion of legitimate pharmaceuticals, precursors and essential chemicals and

techniques for detection. Similar seminars have been held in Panama, Brazil, Venezuela, Ecuador, Buenos Aires and Chile. Another seminar held in San Juan, Puerto Rico, was specifically aimed at training Dominican Republic officials in regulatory control procedures. Seminars are planned for Peru and the Caribbean countries in 1987. DEA was also instrumental in initiating the first Diversion Investigations Training Seminar given by Interpol in France. Instruction was provided by DEA and others, and there were representatives from 15 countries present. Due to the favorable response of the first seminar in France, two others were held in 1986, one in Thailand and the other in Kenya.

A follow-up to the 1984 European Source Country Conference was held in Weisbaden, West Germany in December 1986. The conference, which was organized by Interpol and DEA, chaired by DEA and hosted by West Germany, was attended by seventeen countries. DEA is planning an Asian Conference on Diversion in Kuala Lumpur to be held in April 1987, which will be similar to the European conference and will include law enforcement, regulatory and Customs officials from seven nations. The seminars have been extremely well received in each country in which they have been presented, and both the seminars and multi-nation conferences provide an excellent forum to develop solutions to international diversion matters affecting the United States.

DEA, working with the State Department, has taken an active role in developing a new international convention for the suppression of trafficking of drugs of abuse. Representatives of DEA have been working with other governments on issues throughout the year. This new proposal is now in a draft form and will be presented to the United Nations Commission of Narcotic Drugs in February 1987. This new treaty addresses problems of international trafficking that are not being covered under existing treaties. During 1986, DEA processed 2,194 import/export declarations and permits.

#### Drug Scheduling

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Since 1985, DEA has used its new emergency scheduling authority five times to control thirteen of the most dangerous and prevalent of the controlled substance analogs (designer drugs) under the CSA. The substances scheduled were: 3 methylfentanyl, a narcotic substance one thousand times more potent than morphine; MDMA, a neurotoxic hallucinogenic amphetamine; MPPP, a narcotic analgesic whose by-product, MPTP, has been responsible for a Parkinsonian syndrome in a number of individuals; PEPAP, a meperidine analog similar to MPPP; and nine fentanyl analogs, extremely potent analgesics.

A major effort is now underway to place these emergency scheduled substances under permanent scheduling. Emergency scheduling is effective for only one year. Since many of the analogs have never been produced commercially or studied in laboratories, the data required for permanent scheduling must be developed. The criteria for scheduling under the CSA requires that the pharmacology and chemistry be known before a scheduling action can be taken. Once the chemicals are acquired, we then obtain the pharmacological data necessary to meet the legal requirements for the scheduling of these most dangerous analogs. DEA has had the compounds synthesized so that the necessary data can be collected and the required standards can be prepared for analytical laboratory purposes.

In June 1986, DEA held a national conference on the problems of controlled substance analogs. The attendees, who were experts in the fields of medicine, science, law, law enforcement and education, exchanged information and formulated recommendations and guidelines to deal with the problem. Additionally, DEA, in conjunction with the Departments of Justice and Health and Human Services, drafted legislation which prohibits the manufacture, distribution and possession with intent to distribute controlled substance analogs for human consumption unless done in conformance with provisions of the Federal Food, Drug and Cosmetic Act. This legislation was incorporated in the Anti-Drug Abuse Act of 1986.

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In addition to the thirteen substances which underwent emergency scheduling actions in 1986, DEA proposed the scheduling of three pharmaceutical drugs coincident with their anticipated approval for marketing, finalized the scheduling of three other pharmaceutical drugs, and removed one drug from the CSA. To satisfy international treaty obligations, DEA established more than 900 procurement and manufacturing quotas and provided technical expertise in a lengthy administrative hearing related to the scheduling of MDMA and quota hearings. DEA is frequently called upon to provide technical assistance in congressional hearings on controlled substance analogs and precursor chemicals. In response to requests from the U.N., the World Health Organization and Interpol, DEA prepared reports on the abuse, diversion and illicit trafficking of 33 sedative-hypnotics.

Seminars/Briefings/Training

In March 1986, DEA conducted the second Domestic Drug Policy Conference on the control and diversion of controlled substances which was attended by officials from 44 states and U.S. territories who have the authority to influence and establish controlled drug policy. Altogether, there were 72 state officials selected by the governors of the states to represent law enforcement and regulatory efforts at the state level concerning the control of legitimately manufactured controlled substances. The conference provided a forum to share and exchange current information regarding legitimately marketed controlled drugs, explore the issues of drug control and diversion and provide guidance to both Federal and state officials responsible for making policy as it relates to controlled substances. As a follow-up to the national conference, DEA sponsored and held three subcommittees on Model State Programs, legislative initiatives and multiple copy prescription systems.

In 1986, DEA participated in 24 national, state and local meetings using DEA officials in the field and 29 portable exhibits in furtherance of the program. The revisions of the PHYSICIANS MANUAL and PHARMACISTS MANUAL were conducted to include provisions of the Comprehensive Crime Control Act of 1984 and the Controlled Substances Registrant Protection Act of 1984. Eight DEA working committee meetings with industry, pharmacies, practitioners and drug wholesalers were held and continue to provide the agency with a forum for discussing matters of mutual concern. These meetings provide an opportunity to update the pharmaceutical industry on DEA requirements and supplies DEA with information concerning problems these groups may have in meeting the requirements of the CSA. DEA also conducted three seminars for state board and drug control investigators. The three-day sessions were attended by a total of 208 participants representing 43 states.

A second Advanced Diversion Training Institute was conducted for state regulatory officials. Topics discussed include CSA amendment changes and state programs initiated as a follow-up to the Second Domestic Drug Policy Conference.

Under the State Assistance Program, DEA conducted an assessment of each of the fifty states to determine their current capabilities and to identify those states which have the greatest need for investigative assistance, diversion control training, information collection and drug control legislation.

Other 1986 accomplishments include the processing of 788,000 registration applications and the issuance of 365,000 order form books.

Item	1985	1986	<u>Estimates</u>	
			1987	1988
Cyclic investigations conducted.....	579	740	820	875
Criminal diversion investigations.....	328	353	400	400
Pre-registrant investigations conducted.....	1,275	1,326	1,276	1,300
Public interest revocation investigations.....	72	307	700	750

1987 Appropriation Anticipated			1988 Base			1988 Estimate			Increase/Decrease			
Perm. Pos.	WY	Amount	Perm. Pos.	WY	Amount	Perm. Pos.	WY	Amount	Perm. Pos.	WY	Amount	
State and local task forces .....	259	225	\$30,632	259	254	\$31,149	259	254	\$31,149	...	...	...

Long Range Goal: To reduce drug availability and immobilize or eliminate significant drug trafficking organizations within the specific geographic/political boundaries under the jurisdiction of state and local law enforcement agencies involved in the task forces.

Major Objectives:

To conduct, in cooperation with the appropriate state and local agencies, high quality investigations leading to the arrest, prosecution and conviction of drug offenders significant to the specified area.

To seize as much drug evidence and drug related assets as possible from offenders arrested and prosecuted.

To establish and maintain an effective intelligence exchange with participating state and local police officers and agencies.

To conduct high quality on-the-job drug law enforcement training for participating state and local police officers.

Base Program Description: This program addresses the problem of reducing the drug availability and trafficking in specific geographic/political areas under the jurisdiction of state and local law enforcement agencies. Under this program, DEA special agents and state and local police officers are united into cohesive units that:

- Enhance inter-department/interagency cooperation during drug investigations and the ensuing prosecution;
- Facilitate the exchange of information and intelligence, and
- Permit State and local officers to receive first hand experience and on the job training in the conduct of Federal level drug investigations.

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This program is not a unilateral assistance program. The state and local officers provide as much or more assistance to DEA as they receive. This is based on the following factors:

- By their sheer numbers, state and local police officers contribute significant amounts of manpower to the national drug law enforcement effort;
- By virtue of their presence in every city and state, these police officers cover areas DEA, with its fewer numbers, could never consider;
- State and local officers apply pressure to local drug dealers, thereby disrupting the area drug market and raising the costs of doing drug business;
- State and local officers develop investigative leads, informants and intelligence. Mutual exchange of this data with DEA agents assists both levels of drug law enforcement agencies in accomplishing their missions.

The Task Force program has proven itself an effective complement to the Federal drug enforcement effort by increasing the effectiveness of state and local drug enforcement activities aimed toward disruption of all levels of illicit drug trafficking. As part of a comprehensive national and international drug effort by Federal elements and their state, local and foreign counterparts, the Task Force program plays a critical role by attacking the mid-level violator, the link between the supplier and consumer. With disruption or removal of this link, the cycle of drug production and consumption--supply and demand—is significantly impeded. Moreover, the Task Force program provides DEA access to the lower levels of the trafficking spectrum, where investigations of new or previously unknown trafficking organizations are generally initiated, without a major investment of Federal resources.

At the end of 1986, there were 35 State and Local Task Forces operating out of the following metropolitan areas:

Baltimore, MD	Honolulu, HI	Phoenix, AZ	St. Louis, MO
Buffalo, NY	Long Island, NY	Portland, ME	Tucson, AZ
Burlington, VT	Louisville, KY	Reno, NV	Washington, DC
Charleston, WV	Lubbock, TX	Sacramento, CA	Wichita, KS
Chicago, IL	Minneapolis, MN	San Antonio, TX	Wilmington, NC
Cincinnati, OH	Newark, NJ	San Diego, CA	
Cleveland, OH	New Orleans, LA	San Jose, CA	
Denver, CO	New York, NY	San Juan, PR	
Detroit, MI	Orlando, FL	Savannah, GA	
Fort Worth, TX	Philadelphia, PA	Seattle, WA	

Accomplishments and Workload: DEA produced the following state and local task force results for 1986: 275,014 investigative workhours, a 28 percent increase from the 1985 level; 4,026 cooperative arrests, a 27 percent increase over the 1985 level; 2,261 convictions; 42 kilograms of heroin removed, 1,348 kilograms of cocaine removed; 137,629 kilograms of cannabis removed, and 15.9 million dosage units of dangerous drugs removed.

As a result of the additional resources provided in 1987, DEA expects the following results: 29,501 additional investigative workhours in 1987 and 76,874 more in 1988; 430 additional arrests in 1987 and 1,119 more in 1988; and 224 additional convictions in 1987 and 624 more in 1988.

<u>Item</u>	<u>1985</u>	<u>1986</u>	<u>Estimates</u>	
			<u>1987</u>	<u>1988</u>
Number of supported task forces.....	34	35	42	42
State and local officers assigned.....	430	430	528	528
DEA investigative workhours by class of case:				
Class I.....	125,167	148,451	164,306	205,563
Class II.....	25,206	45,951	50,862	63,633
Class III.....	41,012	49,218	54,475	68,153
Class IV.....	8,208	10,859	12,019	15,037
Subtotal.....	199,993	254,782	281,662	352,386
General file.....	15,066	21,532	23,853	30,003
Total.....	214,959	276,014	305,515	382,389
State and local task force arrests by class of case:				
Class I.....	823	1,557	1,723	2,156
Class II.....	423	697	771	965
Class III.....	997	1,205	1,334	1,669
Class IV.....	929	567	628	785
Total.....	3,172	4,026	4,456	5,575
Convictions:				
Federal courts.....	886	1,026	1,136	1,421
State courts.....	1,139	1,235	1,349	1,688
Drugs removed:				
Heroin (Kilo.).....	24	42	46	58
Cocaine (Kilo.).....	249	1,348	1,492	1,867
Cannabis (Kilo.).....	11,577	137,629	152,329	190,577
Dangerous drugs (000 D.U.).....	3,802	15,947	17,650	22,082

Drug Enforcement Administration

Salaries and expenses

Justification of Program and Performance

Activity Resource Summary

(Dollars in thousands)

Activity: Investigative Support	1987 Appropriation Anticipated			1988 Base			1988 Estimate			Increase/Decrease		
	Perm. Pos.	WY	Amount	Perm. Pos.	WY	Amount	Perm. Pos.	WY	Amount	Perm. Pos.	WY	Amount
Intelligence.....	362	371	\$28,807	362	352	\$24,129	362	352	\$24,129	...	...	...
DEA laboratory services.....	223	202	12,740	223	218	12,809	223	218	12,809	...	...	...
DEA training.....	42	40	4,816	39	37	5,277	39	37	5,277	...	...	...
Research, engineering and technical operations.....	253	233	50,803	253	213	37,097	281	265	41,093	28	22	\$3,996
ADP and telecommunications.....	131	118	37,929	106	99	39,191	121	110	51,608	15	11	12,417
Records management.....	88	83	3,866	85	80	4,353	85	80	4,353	...	...	...
Total.....	1,099	1,017	139,991	1,068	1,029	122,866	1,111	1,062	139,279	43	33	16,413

This activity provides for the necessary collection and dissemination of strategic, tactical/operational, and financial intelligence information, laboratory services, training programs, technical engineering development, ADP, and investigative record keeping support required for DEA enforcement efforts to meet their goals. Included in the technical operations portion of the Research, Engineering and Technical Operations program are: radio communications and support; technical equipment and support; the air program; and the motor vehicle program.

Form. Pos.	1987 Appropriation Anticipated			1988 Base			1988 Estimate			Increase/Decrease		
	Perin. WY	Amount	Perin. Pos.	WY	Amount	Perin. Pos.	WY	Amount	Perin. Pos.	WY	Amount	
	362	341	\$28,807	362	352	\$24,129	362	352	\$24,129	...	...	...
Intelligence.....												

Long Range Goal: To provide all information necessary to achieve drug law enforcement objectives.

Major Objectives:

To provide accurate, comprehensive and timely strategic intelligence on drug trafficking patterns.

To provide timely tactical and operational intelligence which supports active investigations and operations and maximizes drug law enforcement efforts worldwide.

To collect, process, analyze and disseminate drug-related intelligence to meet the needs and requirements of all agencies with drug law enforcement or drug intelligence responsibilities.

Base Program Description:

Strategic Intelligence

Strategic intelligence develops a comprehensive and current picture of (1) drug trafficking and availability, (2) the scope and severity of present and projected abuse patterns, and (3) the long-range prospects of reducing the supply of illicit drugs. The fact that drug trafficking patterns are constantly changing compounds the difficulty of developing definitive estimates.

One major tool used for collection of vital narcotic intelligence is the Special Field Intelligence Program (SFIP). These probes are used to gather information which cannot be determined through normal collection methods. In addition to strategic information, SFIP's also provide valuable tactical/operational and financial intelligence to field investigations.

Strategic intelligence indicators have been developed, information reporting systems established, and statistical methods used to produce estimates and projections of drug cultivation, production, smuggling patterns and abuse.

To broaden the information base, appropriate liaison is conducted with other law enforcement and intelligence agencies to enhance the exchange of strategic intelligence information. This coordination function ensures that significant gaps and deficiencies in intelligence collection efforts are identified and that the resolution requirements are generated.

Among the publications of the Strategic Intelligence Program are the annual Narcotics Intelligence Estimate, the Quarterly Intelligence Trends, and the Monthly Digest of Drug Intelligence, as well as special reports and country profiles. Taken collectively, these publications form the most comprehensive and authoritative assessments available to the Federal Government of the major trends which impact on the worldwide illicit drug situation. They provide senior managers with essential information required to make realistic threat assessments and critical resource allocation decisions.

#### Tactical/Operational Intelligence

The tactical/operational intelligence program addresses the need to achieve the greatest impact from investigative resources by fully exploiting information available to DEA.

This activity is particularly challenging because of the vast amount of information which must be collected, collated, analyzed and disseminated in a timely manner. This information is sometimes conflicting and links between events and individuals involved in the drug traffic are not readily apparent. To develop meaningful actionable drug intelligence, the data is selectively and carefully analyzed. Analysts develop intelligence file reviews (which consist of all available data on a particular violator), identify co-conspirators and their roles in an organization, identify modus operandi, analyze seized documents and telephone tolls, debrief cooperating individuals (CI's), develop investigative leads, and recommend the initiation of SITPs to fill operational intelligence gaps. The extensive use of ADP systems to manage and analyze information is critical to this program.

Analysts provide assistance to case agents and Assistant U.S. Attorneys through the management, organization and graphic portrayal of analyzed information for grand jury hearings. Following indictment, analysts continue to refine their analysis of new information, prepare association charts and often provide expert testimony in court.

#### Financial Intelligence

The financial intelligence program focuses domestic and foreign resources on the fiduciary aspects of narcotics traffic. The financial ramifications from international illicit drug sales are enormous. They include (1) the likelihood of significant capital flight from countries such as the United States, (2) drug financed corruption in source or producing countries, and (3) the creation of offshore havens through which significant amounts of the world's drug proceeds either pass or are permanently held. Many countries do not yet fully recognize these problems, which makes it sometimes difficult to collect financial intelligence.

Domestically, the DEA financial intelligence program encourages law enforcement personnel to increase the use of existing laws to obtain documentary evidence and intelligence on the flow of drug-related currency, to identify major money laundering methods, and seize all assets derived from the profits of drug trafficking.

Using provisions of the Comprehensive Crime Control Act of 1984 and data provided by the Bank Secrecy Act, financial intelligence analysts track drug currency to assess the economic impact on consumer, transit, source and "haven" countries. Foreign governments and "haven" countries, in particular, are being encouraged to enter into mutual legal assistance treaties and agreements and to enact asset forfeiture legislation similar to U.S. laws.

These activities complement efforts to deprive narcotics traffickers of their drug-related assets, immobilize major trafficking organizations and disrupt drug trafficking.

#### The El Paso Intelligence Center

The El Paso Intelligence Center (EPIC) is a multi-agency facility staffed by nine Federal agencies. It was established in 1974 to facilitate the exchange of drug intelligence among law enforcement agencies and to provide law enforcement agents with immediate responses 24 hours a day, seven days a week to inquiries dealing primarily with drug, alien and weapon trafficking.

EPIC accomplishes its mission through the Watch and Analysis Sections. These sections are staffed by experienced investigative and analytical personnel drawn from the nine Federal agencies. The Watch concentrates primarily on two areas: (1) responding to inquiries regarding individuals suspected of committing crimes; and (2) placing lookouts with appropriate agencies on suspect individuals, vehicles, vessels and aircraft.

The Analysis Section integrates Watch activity with all investigative reporting from participating Federal, state and local agencies and provides law enforcement officials with current intelligence assessments. In addition, the section uses the Watch intelligence and investigative reporting to produce Special Reports concerning criminal organizations, concealment techniques, smuggling routes and other drug-related topics.

EPIC serves as the sole repository and analytical exploitation center for inter-agency, high-frequency radio interception. This activity provides valuable tactical data including real-time, geo-locational data on air and maritime smuggling vehicles and high-validity leads in long-term investigations. The EPIC Watch provides tactical and operational intelligence, and the EPIC Analysis staff provides the long-term research and analysis.

During 1987, DEA is planning to utilize \$7,500,000, provided as part of the 1987 appropriation, to construct a new facility. The new facility will be built at Ft. Bliss, Texas.

#### Accomplishments and Workload:

##### Strategic Intelligence

The Strategic Intelligence program provided geographic expertise, assessments, estimates, and alerts on drug cultivation, production, smuggling, and availability trends to foreign, Federal, state, and local authorities.

- Published recurring reports: The Monthly Digest of Drug Intelligence and the Quarterly Intelligence Trends. These are global in scope, with incisive analysis and reporting of the most significant developments in international narcotics trafficking. The Office of Intelligence also published the annual Narcotics Intelligence Estimate, the National Narcotics Intelligence Consumers Committee compendium of world-wide illicit drug cultivation, production, and smuggling trends and projections.
- Published the Worldwide Drug Assessment: Threat to the United States, which was used to formulate the national strategy for prevention of Drug Abuse and Drug Trafficking.
- Published special reports and country profiles regarding drug trafficking in countries of Latin America, Southeast Asia, Southwest Asia, and the Middle East and Africa.

- Initiated a new bi-weekly report, the Hat Trick Intelligence Summary, in support of the National Narcotics Border Interdiction System (NNBIS) operations underway in the Caribbean. With the shift of enforcement focus on trafficking westward, this publication series became the Mexico/U.S. Trafficking Assessment.

#### Tactical/Operational Intelligence

The Tactical/Operational and Financial/Special Intelligence programs provided support to investigations directed against high-level traffickers, their organizations and financial assets, and prepared briefing papers, congressional testimony and position papers for use by DEA management. Support was also provided to the Organized Crime Drug Enforcement Task Forces (OCDETF) and the National Narcotics Border Interdiction System. Other accomplishments include the following:

- Intelligence support to Operation STOP PHOP/BLAST FURNACE, the bilateral anti-drug effort in Bolivia, included: a list of 400 airstrips and photographic information believed to be associated with cocaine trafficking; Headquarters and field division TDY analysts who assisted in violator and operational targeting; and direction to joint agency intelligence collection, analysis and dissemination.
- Researched and prepared in-depth analysis of DEA investigations from 1981 to 1985 detailing the extensive amount of diazepam (valium) diverted from licit channels in Canada, processed in clandestine labs into quaaludes and smuggled in the United States. This study provides the basis for an impending request from the United States Government to the Canadian Government to impose stringent controls on diazepam importation, production and distribution.

#### Financial Intelligence

- Encouraged and provided oversight for the development of the field asset removal teams program.
- Provided guidance and assistance to numerous foreign countries in the development of asset seizure and anti-money laundering legislation and encouraged arrangements whereby DEA will have access to offshore financial records.

#### El Paso Intelligence Center

The El Paso Intelligence Center continued to provide an intelligence clearinghouse for drug law enforcement information and comprises a unique form of continuous intelligence support to officials at the Federal, state and local levels:

- During 1986, there were 363,580 intelligence transactions. In 1986, EPIC lookouts were instrumental in seizures of 175 kilograms of heroin, 5,980 kilograms of cocaine, 1,607,912 pounds of marijuana, 62 aircraft, 100 vessels and \$525,000 in currency.
- EPIC continues to provide 24-hour-a-day support and coverage to several prominent enforcement activities, particularly the Caribbean-based interdiction operations as well as the Organized Crime Drug Enforcement Task Forces and the National Narcotics Border Interdiction System.

Item	1985	1986	Estimates	
			1987	1988
Intelligence reports.....	800	855	900	900
Special field intelligence programs.....	10	21	21	21
Information responses.....	17,000	17,000	17,000	17,000
El Paso Intelligence Center transactions.....	354,577	363,580	375,000	385,000

1987 Appropriation Anticipated			1988 Base			1988 Estimate			Increase/Decrease			
Perm. Pos.	WY	Amount	Perm. Pos.	WY	Amount	Perm. Pos.	WY	Amount	Perm. Pos.	WY	Amount	
DEA laboratory services.....	223	202	\$12,740	223	218	\$12,809	223	218	\$12,809	...	...	...

Long-Range Goal: To provide required laboratory support to ensure maximum achievement of enforcement, intelligence and diversion control activities.

Major Objectives:

To provide timely analysis of DEA and FBI drug evidence.

To provide expert testimony in court.

To provide field assistance (clandestine laboratory investigations and seizures and crime scene searches for trace drug evidence) to DEA and FBI special agents.

To assist DEA and the FBI in the development of conspiracy cases, the monitoring of foreign drug distribution patterns, and the determination of origin of controlled substances in illicit channels by conducting in-depth and signature analyses.

To provide information on the retail level price and availability and the domestic distribution patterns of heroin through signature analysis of Domestic Monitor Program evidence. In 1987, the Domestic Monitor Program will be partially replaced by the SENTRY program which will provide information on the availability and domestic distribution patterns of substances other than heroin, e.g., controlled substance analogs.

To conduct ballistics examinations on DEA and FBI evidence (tablets, capsules, and papers).

To improve forensic capabilities of law enforcement agencies worldwide.

To assist other Federal agencies in forensic drug examination.

To conduct research on new and improved methods of analytical techniques and to monitor the emergence of new drugs of abuse.

**Basic Program Description:** This program addresses support for the enforcement, intelligence, and diversion control activities of DEA. Enforcement activities are supported through: the timely analysis of drug evidence by forensic chemists and presentation of expert testimony in court; providing field assistance to agents on clandestine laboratory investigations and crime scene searches for trace drug evidence; and conducting ballistics, in-depth and signature analyses for the development of conspiracy cases. Intelligence activities are supported through the heroin signature analyses to determine the origin of controlled substances and foreign drug distribution patterns and through signature analyses of Domestic Monitor Program evidence to monitor domestic drug distribution and price/purity data at the retail level. Diversion control activities are supported through ballistics examinations (comparison of microscopic tool markings with those of authentic/reference material) of tablets, capsules and papers which provide information on illegal distribution of licitly produced drugs to identify possible illegal activity by CSA registrants, and through field assistance in conducting inspections of CSA registered firms.

This program also provides forensic drug laboratory support to the FBI, which has concurrent jurisdiction for the enforcement of Federal drug laws, and provides support to other Federal law enforcement agencies that do not have their own forensic drug examination capability or which require the special expertise of DEA forensic scientists. Additionally, other Federal and foreign drug law enforcement officials will receive the training and assistance required to complement and enhance the mission of DEA.

The expeditious analysis of drug evidence submitted by DEA and FBI special agents and the presentation of expert testimony in court is essential to the successful investigation and prosecution of drug law violators and is therefore the primary purpose of the DEA laboratory system. The timely analysis of drug evidence is an integral aspect of DEA's compliance with the Speedy Trial Act of 1974 and Comprehensive Crime Control Act of 1984.

Additionally, the DEA laboratory system, which is comprised of seven field laboratories and the Special Testing and Research Laboratory, assists other Federal agencies such as the Coast Guard, Naval Investigative Service, Army Criminal Investigative Division, Marine Corps, National Park Service, Immigration and Naturalization Service, and General Services Administration through the analysis of drug evidence, provision of court testimony, and training.

DEA forensic chemists also provide field assistance (clandestine laboratory investigations and seizures and crime scene searches for trace drug evidence) to DEA and FBI special agents and field support to DEA diversion control investigators.

The DEA Laboratory Services program utilizes the System to Retrieve Information from Drug Evidence (STRIDE). This is a series of inter-related computer systems designed to support enforcement and intelligence operations through the processing of data generated at the DEA laboratories. STRIDE provides data regarding evidence examined at the DEA laboratories to produce information which is used to determine trends in drug abuse and trafficking of narcotics, to warn of new drugs of abuse, and to identify common sources of illegal drugs. This System is also used to

provide information on illegal distribution of licitly produced drugs, data on the availability of drugs on the street, statistics on drug removal, and a system for monitoring the location of evidence. Information from the System is provided to local, state, Federal, and foreign law enforcement agencies. STRIDE is also a management tool to assist in measuring laboratory effectiveness and allocating resources as well as a mechanism of internal controls to monitor evidence inventory. The subsystems of STRIDE are: laboratory analysis program, ballistics program, laboratory manpower utilization program, and evidence inventory program.

DEA's laboratories are called upon, with increasing frequency, to provide information on the retail level availability of illicit drugs and trends of the United States illicit market. The Domestic Monitor Program requires subjecting street level heroin samples to source analysis, as well as qualitative and quantitative analysis to obtain price/purity data. This approximately triples the time of analysis for each exhibit. However, strategic intelligence is provided on area of origin determinations in addition to retail level availability data.

The DEA and FBI laboratory systems each have separate functions and unique expertise in the field of forensic sciences. When used together for the scientific analysis of evidence in drug investigations, they provide an expanded capability to the enforcement activities of both agencies' analysts. The DEA laboratories conduct qualitative and quantitative chemical analyses on drug evidence and the FBI laboratory provides numerous criminalistic examinations which are performed on the non-drug evidence resulting from these investigations. The individual expertise of the two laboratory systems complement one another and result in improved efficiency for the overall drug law enforcement effort.

**Accomplishments and Workload:** During 1986, DEA laboratories analyzed 31,689 exhibits of evidence (of which 2,979 exhibits were for the FBI and 3,513 for combined FBI/DEA OCDETF efforts), testified in 776 trials, conducted 712 ballistics examinations, and identified 24 new illegal prototypes of tablets and 15 of LSD blotter paper that have entered the illicit drug traffic. Additionally, 78 logos have been added to the new packaging logo file which was recently added to the ballistics data base to identify common distribution patterns of illegal drugs through characteristic packaging markings.

During 1986, DEA laboratories also provided field assistance on 246 occasions, conducted 707 Heroin Signature analyses and 175 Domestic Monitor analyses and developed and published or presented 7 new methods for the identification and/or analysis of drugs for the international forensic community. Work is continuing on the identification of new controlled substance analogs.

Item	1985	1986	Estimates	
			1987	1988
Laboratory exhibits analyzed.....	29,502	31,689	33,300	34,500
Ballistics examinations .....	720	712	1,107	1,107
Heroin signature analyses.....	929	707	1,093	1,143
Court appearances.....	662	776	825	875
Field assistance on clandestine laboratory raids.....	208	246	240	255
Average evidence turn-around time (days).....	13	13	13	13
Domestic monitor program exhibit analyses.....	225	175	200	200
Issues of Microgram.....	12	12	12	12

1987 Appropriation Anticipated				1988 Base				1988 Estimate				Increase/Decrease			
Perm. Pos.	WY	Amount	Perm. Pos.	WY	Amount	Perm. Pos.	WY	Amount	Perm. Pos.	WY	Amount	Perm. Pos.	WY	Amount	
DEA training.....	112	40	\$4,816	39	37	\$5,277	39	37	\$5,277	...	...	...	...	...	...

Long-Range Goal: To establish and improve the capabilities of DEA personnel to carry out their responsibilities through specialized training.

Major Objectives:

To provide high quality entry-level training for special agents, diversion investigators and intelligence analysts.

To provide high quality advanced, in-service and specialized training to investigative and other personnel in response to all identified needs.

To provide high quality executive, mid-level management and supervisory training for appropriate agency officials.

To provide high quality foreign language training for all DEA personnel assigned to overseas and border offices in need of such training.

Base Program Description: During 1985, DEA's training center and programs were relocated from the Federal Law Enforcement Training Center (FLETC) in Glynnco, Georgia, to the FBI's Training Academy in Quantico, Virginia. This collocation of training is a continuation of the interaction between the two agencies and results in a more effective Federal drug enforcement capability.

The skills and knowledge required to implement the DEM mission must be developed through specialized training. DEA meets these requirements through the following training programs:

Recruit Training

Specialized entry-level training for DEA core staff ensures the availability of well-trained personnel to perform the functions mandated to DEA by the Controlled Substances Act of 1970 and the Comprehensive Crime Control Act of 1984. The training consists of the most innovative techniques known to counteract sophisticated drug trafficking. Drug identification, interrogation, informant handling, undercover techniques, firearms, and many other essential subjects are mastered at this basic level:

- The entry-level agent curriculum was increased in 1985 to 13 weeks, due to the introduction of new subjects such as computer and financial training, and the need to adequately prepare new agents for the increasing threat of violence, terrorism, and the additional complexity of narcotic investigations.
- Because of the broadening of authority and responsibility under the Comprehensive Crime Control Act of 1984, Diversion Investigator training was increased to 8 weeks in 1985.

- The growth in DEA use of intelligence analysts has resulted in a two-phase, 4-week entry level intelligence training program to better accommodate integrating analyst trainees into their work. Phase I training familiarizes new analysts with drug enforcement responsibilities and methods. Phase II provides the more specialized operational skills.

#### Advanced and In-Service Speciality Training

Operational personnel need to receive training at all levels of career progression to perform the specialized tasks commensurate with that particular phase of their development:

- A variety of refresher and advanced programs are offered to special agents, diversion investigators, intelligence analysts and chemists through government and non-government sources. For instance, asset removal training requires instruction from representatives of banking, real estate, U.S. Attorneys, and the FBI, as well as DEA's most experienced investigators in this field. Use of a variety of instruction sources is essential to provide a full understanding of financial transaction and money laundering activity such as collections, letters of credit, wire transfers, and associated fiduciary matters. This powerful investigative approach is proving effective against the highest-level violators.
- Marine Law Enforcement Training, which requires both FLETC and DEA instructors, provides the capability to more effectively and safely impact the smuggling of drugs by boat through coastal waterways. This training will continue at FLETC for the foreseeable future due to equipment and water proximity requirements.
- Clandestine laboratory training enhances DEA's effectiveness in eliminating the illegal manufacture of dangerous drugs. "Hands-on" instruction is provided by DEA specialized chemists and is reinforced by the synthesis of controlled substances in a clandestine laboratory.
- The Office of Training instructors/supervisory staff receive two weeks of training, to include Methods of Instruction and EEO counselor training, which certifies them as qualified agency instructors. Instructor training is also provided to the divisional training coordinators who conduct DEA in-service training in the field as well as state and local police training.
- The Individual Terrorist Awareness program is designed to enable DEA personnel to recognize and counteract narco-terrorists and terrorist oriented organizations. The instruction is presented by specially qualified DEA instructors with the assistance of recognized experts from outside the agency.
- To ensure that DEA's workforce possesses specialized skills, training is also provided in many technical skills, investigative aids, polygraph examining, covert transponder installation, firearms instructor training, advanced law enforcement photography, and intelligence collection and analysis.
- In-service training has also been developed to provide continuous exposure to modern techniques concerned with agent safety and survival.

#### Management and Supervisory Training

The level of performance required of DEA program managers and supervisors to achieve effective and efficient operations calls for a high degree of expertise and knowledge in management science.

- DEA requires that all newly assigned DEA supervisors receive appropriate management training. The supervisory training as well as the management training at both the mid-level and executive level is provided in Washington, D.C.

- The Office of Training also oversees and controls all professional, administrative, technical and clerical training (PATCO) provided to employees throughout DEA. This training consists of many diversified subject areas and comes from a variety of sources as the employees functions and responsibilities require.

#### Foreign Language Training

DEA personnel need to be fluent in the language of the countries in which they operate in order to effectively communicate and coordinate the employees' liaison duties. To meet this objective, DEA requires language training prior to the employees being assigned to a foreign post-of-duty, or working in a post-of-duty proximate to a foreign language country.

#### Accomplishments and Workload:

- In 1986, DEA completed the transfer of training operations from Glynnco, Georgia to Quantico, Virginia, and commenced eight basic agent classes, graduating 331.
- DEA trained three classes of new diversion investigators, graduating 80.
- DEA trained one intelligence analyst class of 37 students during 1986.
- Effective with the second quarter 1986, all new special agents received training in asset removal techniques in their basic entry level training program.
- Core in-service training programs were held for 5,217 participants in 1986. This figure included 42 participants in executive management and supervisor schools and 111 in foreign language training. Non-core employees provided in-service training included 62 in foreign languages and 37 in secretarial schooling.
- General and specialized in-service training was given to 708 professional/administrative and technical/clerical employees in 1986.
- DEA trained 815 employees in DEA information systems in 1986.
- During 1986, DEA's audiovisual training staff produced 9 training video tapes for issuance to the field.

Item	<u>Estimates</u>			
	<u>1985</u>	<u>1986</u>	<u>1987</u>	<u>1988</u>
Total entry-level core students .....	319	456	450	450
Foreign language training students .....	104	151	200	220
Management and supervisory training .....	138	148	150	150
Employee development--PATCO students .....	1,430	708	750	800
In-service core training .....	4,438	5,217	5,300	5,300
Automated information system training .....	430	815	1,000	1,000
Students trained .....	6,859	7,495	7,850	7,920

	1987 Appropriation Anticipated			1988 Base			1988 Estim.			Increase/Decrease		
	Perm. Pos.	WY	Amount	Perm. Pos.	WY	Amount	Perm. Pos.	WY	Amount	Perm. Pos.	WY	Amount
Research, engineering and technical operations .....	253	233	\$50,803	253	243	\$37,097	281	265	\$41,093	28	22	\$3,996

Long-Range Goal: To support DEA enforcement and intelligence programs through research, development, procurement, maintenance and management of technical investigative equipment, and provision of direct technical assistance to ensure maximum achievement of the agency's mission.

Major Objectives:

To increase the productivity of staff by providing quick-reaction support to current field operations to meet increasing demands for timely and high quality technical evidence and investigative support.

To increase the efficiency of agency field operations by the development of new or improved devices, systems plans and procedures that require applied scientific research and engineering development.

To provide scientific and technological information, training, coordination and liaison services for DEA and the national and international drug law enforcement and intelligence communities.

To increase the productivity and efficiency of scientific and technical personnel by providing advanced scientific instrumentation, electronic laboratories, testing equipment and data processing equipment.

To provide high quality and timely radio communications capabilities responsive to all operational and administrative requirements.

To provide high quality and timely technical and investigative assistance and support to all operational and administrative requirements.

To acquire, maintain and operate an aircraft fleet with sufficient capabilities to meet all operational requirements.

To acquire a fleet of high quality motor vehicles which is responsive to all operational and administrative requirements.

Base Program Description: The Research and Engineering program element addresses the problem of providing new technology and scientific support to the operational elements of DEA. As law enforcement has become more effective, there has been an ongoing response on the part of criminals to employ advanced technology and sophisticated countermeasures to protect their criminal enterprises. Various improvements in documenting telephone utilization and electronic surveillance and tracking aids have greatly increased agent productivity and have become essential to assure high conviction rates for drug prosecutions.

The base program described in this package provides the studies, analyses, development, testing and evaluation of communications, surveillance and agent protective systems and processes to provide direct field investigative support for special investigative support applications. Some of the areas included are: tracking and locating devices for vehicles; surveillance equipment; communication systems planning; and agent protective equipment. The clients served by the Research and Engineering program element are primarily DEA's special agents, Planning and Inspection Division, Operations Division, and the Office of Intelligence as well as other Federal, state, local and foreign law enforcement agencies.

The DEA and the FBI have established a joint technology review group to ensure that critical law enforcement research and development activities are being pursued and that both agencies are not duplicating their efforts. In addition, all DEA research and engineering activities are coordinated with all other law enforcement, intelligence and defense community technical activities to maximize the benefits of previous research and engineering, to negate any potential for duplicative efforts and to identify areas for joint or cooperative ventures.

As a result of the joint DEA/FBI technology review process, the following areas of agency responsibility have been assigned:

<u>Technology Area</u>	<u>Lead Agency</u>
• Fingerprint Scanning for ADP Security	DEA
• Remote Sensor Monitoring	DEA
• Satellite Communication	DEA
• Tape Processing	FBI
• Video Technology	DEA
• Remote Switches	Joint
• Audio Radio Frequency	Joint
• Dialed Digit Recorder Technology	Joint
• Microprocessors	Joint
• Telephone Technology	FBI
• Recording Devices	FBI
• Pager Communication	Joint
• Power Sources	FBI
• Antennas	Joint

The Technical Operations program element is designed to make optimal use of DEA's limited technical equipment, aircraft and personnel resources in a manner that allows DEA investigative personnel to maximize their efforts, enhance their personal safety, and accomplish the agency's mission. DEA technical personnel and their counterparts with the FBI are working closely through the Organized Crime Drug Enforcement Task Forces, meetings, study groups and other means to ensure that technical resources of each agency are being used to provide maximum support to the Federal drug law enforcement effort. As one example, FBI and DEA technical operations programs have and will continue to issue joint procurement documents to ensure maximum benefits and cost savings to the Federal Government.

The radio communication/investigative equipment support is accomplished by a group of special agents and technical personnel assigned to headquarters and domestic and foreign field offices. The special agents and technical personnel assigned to the field program fall under the direction of a Technical Operations Officer. The technical officer ensures that available equipment and personnel are strategically and rapidly deployed to best support law enforcement activities. Because of the limited quantities of equipment and personnel resources, special agents and technical personnel must travel extensively and equipment must be rapidly shipped from office to office to support DEA investigations.

#### Radio Communications

Tactical radio communications are provided by a nationwide ultra-high frequency (UHF) law enforcement radio system of mobile, portable and fixed station radios. The DEA UHF radio system provides support for surveillance, license plate queries, suspect information queries and emergency or potentially dangerous situations. At present, only seven DEA divisions and the Quantico, VA training facility are operating in a voice privacy mode. DEA will be converting all of its domestic radio communications to voice privacy as part of a combined radio initiative, which includes DEA, the FBI, and the U.S. Marshals Service. Long-range communications support is being accomplished by a combination of DEA-owned voice privacy equipped mobile and base station high frequency single side band (HFSSB) radios and the contracted services of Rockwell Collins in Cedar Rapids, Iowa. The Collins control center in Cedar Rapids provides support 24-hours a day for DEA's long-range communications. DEA also provides long-range communications to designated overseas offices, EPIC and Headquarters through the use of a satellite communications network known as SATCOM. The SATCOM system provides both improved communications and security for our agents assigned to often volatile posts of duty in Central and South America.

#### Investigative Equipment

A wide range of technical investigative equipment is available to support and enhance investigations, including video surveillance systems, audio transmitting devices, audio recorders, Title III (wiretap) devices, long-range tracking devices and others. These investigative aids are used to improve DEA's investigative capabilities to provide greater evidence for Federal prosecutors and to provide greater safety for DEA personnel.

#### Air Program

The aviation program is structured to support five operational areas, the western, southwestern, northern, southeastern regions of the U.S. and overseas areas, with each supervised by an area supervisor. It is the responsibility of each area supervisor to direct the activities of all special agent/pilots physically assigned to his geographic area. This includes reserve pilots during their involvement in flight operations. The supervisors in turn report to and receive supervision from the Deputy Chief Pilot. The overall responsibility for the management of the air program rests with the Chief, Aviation Unit, DEA Headquarters, Washington, D.C.

DEA's aviation program consists of 64 operational aircraft, including five twin-engine turbo prop fixed wing aircraft and one twin-engine helicopter to support long range over-water intelligence gathering missions. Two of the twin engine turbo props are stationed in Addison, Texas, to support DEA's worldwide mission; two turbo props are permanently stationed in Panama City, Panama, to support Central and South American operations; and, one turbo prop is stationed in Miami, Florida, to support undercover and intelligence gathering missions in that region. The twin engine helicopter is now stationed in Nassau to support Operation BAT. Additionally, procurement action is now underway for the purchase of a helicopter for assignment to Hawaii to support marijuana eradication operations.

The DEA air program provides support by the following means: air-to-surface surveillance of drug investigations, undercover aircraft and pilots; air-to-air surveillance of aircraft suspected of being used in illegal drug activities; as a communications command and control relay station for remote areas or widely dispersed investigations; transportation of investigative teams, equipment or evidence for time critical operations; transportation of personnel and equipment to areas not regularly serviced by commercial carriers; ferrying of aircraft and flights to develop or modify drug enforcement methods. Other functions for which DEA aircraft are utilized include recurring training; evaluation of safety procedures including cockpit workload and coordination, initial pilot qualification checks, and aircraft performance evaluation following maintenance or repair.

With the resources provided as part of the 1987 supplemental, DEA is authorized to purchase 3 replacement helicopters, 4 replacement single engine fixed wing aircraft, 2 new twin engine turbo prop fixed wing aircraft, and a new medium lift helicopter. The new medium lift helicopter is specifically authorized for use in Hawaii. Current plans call for delivery of this helicopter in February 1987.

#### Motor Vehicles

DEA has been following a six-year/60,000 mile motor vehicle replacement standard for agency automotive requirements. Vehicle resource needs are based upon accepted ratios of vehicles to DEA staff ceilings as follow: One vehicle for each field Special Agent, one vehicle for every two Diversion Investigators and variable ratios for Task Force staff (approximately 2:3 for state and local staff), EPIC, FLETC and Headquarters. Based upon the program criteria, the required fleet should approximate 3,000 vehicles. DEA would normally replace 489 vehicles of the currently projected motor vehicle fleet. An additional 36 vehicles are also required to support new agent positions for 1988.

DEA places approximately 250 seized vehicles per year into service. The basic criteria for placing a vehicle into service is its relative operating condition. Of the 250 vehicles, approximately 30 percent are other-than-standard sedans associated with undercover use. The remainder of the vehicles are basically a cross section of the general civilian vehicle population.

#### Achievements and Workload:

#### Research and Engineering

##### Research and Analyses

This work element attempts to improve the collection of scientific data by DEA, and to provide analyses of DEA plans, programs, and systems by conducting system analyses, operations research, prototype development and operational evaluations. Further, other analytical methodologies and scientific and technical information are applied where appropriate. Training and liaison services are also provided.

- a. The earth orbiting satellite radio communication system (SATCOM) was formally turned over to DEA field operational personnel in 1984 for use and control. The system consists of a base station at the El Paso Intelligence Center (EPIC), eight portable radios deployed in the field, and five telephone remote terminals to be used by various headquarters elements. Developments are continuing on SATCOM II, an improved, second generation system.
- b. Continuing engineering support has been provided to the Office of Information Systems on the Text Analysis System.
- c. The development of the automated currency reader by the U.S. Customs Service has been closely followed by DEA. It is our intention to enter into contractual arrangements by means of a single requirement document after all design problems have been solved by both U.S. Customs and the FBI.

- d. High altitude photography of the State of Florida was obtained from USDA and was evaluated for application to DEA's investigative requirements. It was found that clandestine airfields could be detected and located from the photographs.
- e. An evaluation of medium gain, covert, UHF mobile radio antennas was completed. This effort identified potential candidates for DEA operational use and defined the technical limitations of this concept.
- f. A research program was completed which resulted in a more accurate and valid method for estimating heroin user prevalence. These estimates will be used in future research efforts as well as for congressional and OMB queries.
- g. Technical support was provided to the Office of Information Systems for the procurement of a system for Office Automation. This support included contractual procedures, and software and hardware evaluation and selection.
- h. New initiatives include: examination of the means by which a video disc storage system can be used to augment the development of the Office Automation effort; coordination with the Defense Intelligence Agency in the product evaluation of a second generation finger-print scanner; an experimental program with the USAF to establish an aircraft interdiction program of activities to evaluate and recommend voice privacy devices for selected components of DEA's radio system; an evaluation of various methods of disposal and destruction of hazardous materials seized from clandestine cocaine laboratories; an evaluation of the investigative file system in DEA and the application of automation to file maintenance; and the application of new techniques in photo enhancement to define areas of interest to DEA.

#### Technology Development

Technology development involves the application of new and improved technology and procedures to increase the efficiency of agency field operations by conducting applied scientific research and engineering development necessary to meet long-term operational requirements. Major projects underway are discussed below:

- a. Satellite Tracking. The purpose of the satellite tracking project is to develop systems capable of worldwide tracking of vessels, vehicles, aircraft and containers. The initial system which includes Local User Terminals capable of providing position location was operational in 1981. New transmitters were delivered during 1982. During 1984, the Local User Terminals were upgraded for better position location, transmitters were modified for a new satellite, acoustic-coupled data terminals were installed at EPIC and Washington, D. C. and a transmitter test set was procured and tested. During 1985, new, smaller transmitters were delivered. In 1986, new, remotely operable Local User Terminals will be installed in the Western Hemisphere; additional transmitters will be delivered, and development efforts will be initiated for improved transmitters.
- b. Search and Rescue. In 1986, a search and rescue program was initiated which will provide transmitters to DEA pilots and other special agents operating in remote areas. The Search and Rescue Satellite (SARSAT) system will be used to determine transmitter location and initiate appropriate action.
- c. Automatic Phone-number Recording System (APRS). The manual processing of DEA dialed digit recorder tolls is inordinately expensive in terms of manpower. The purpose of this project is to automate the data collection from up to three (3) dialed digit recorders, producing the data on cassette tape and storing in electronic memory for MODEM transfer to the M-204 Data Base Management System (DBMS). Engineering and operational testing was completed during 1983. A specification for production systems and production contract was awarded in 1984. Delivery of 22 production systems is scheduled for first quarter 1987.

- d. Direct Automatic Phone-number Recording System (DAPRS). The DAPRS significantly reduces the manual processing of dialed digit recorder tolls by processing data from up to 16 dialed digit recorders, transmitting this data over telephone lines into the DEA M-204 DBMS. Engineering and operational tests of the prototype DAPRS began in 1984 and are continuing.
- e. Enhanced Dialed Digit Recorder. An operational requirement which combines the features of a dialed digit recorder and computerized data collection, storage, and analysis system has been identified. When developed, this system will reduce the need for dialed digit recorders, including APRS/DAPRS systems. A contract award is anticipated in 1987.
- f. Toll Report Analysis System (TRAS) Study. The objective of this study is to investigate the feasibility of developing a low cost, user friendly, computer system to be used by special agents and intelligence analysts as a regionally distributed data base system. This system, if realized, could complement the Enhanced Dialed Digit Recorder system. A contract was awarded in early 1986 for a feasibility study which will be completed in late 1986.

#### Technical Services

The objective of this work effort is to increase the quantity and quality of investigative evidence by providing quick-reaction technical support for application on current investigations, and to support ad hoc requests for short-term technical development and special engineering services. The output of this program is directed towards more efficient utilization of enforcement resources by minimizing the staffing required to conduct investigative operations, and improving the quality and quantity of evidence and protection of agent personnel.

Requests for Quick Reaction Support (QRS) are normally originated by a case officer and require a response time from several hours to several days to complete. These efforts are usually conducted in-house and take priority over other longer term research and engineering projects or tasks. In direct support of field operations, QRS includes the design and fabrication of special devices and transmitters such as the concealment of transmitters in assorted packages, and audio tape recording enhancement which significantly enhances the studio intelligibility of evidence tapes. Off-the-shelf hardware or pre-existing techniques and materials are used exclusively for these efforts.

The direct application of technology to specific short-term tasks is also accomplished under the technical services objective. These efforts consist of applying state of the art techniques to the development of surveillance equipment and systems. Tasks are accomplished using a combination of in-house and contract personnel and require from one to eight months to complete. Examples of this effort include the design, fabrication, test and evaluation of: special timers and motion sensors; audio systems secreted in common packages such as cigarette packs; and video systems packaged and camouflaged in such a manner as to make their presence difficult, if not impossible to detect.

#### Technical Operations

The Technical Operations program element continues to play a vital role within DEA. Technical/investigative, radio communications, air support and polygraph support are actively sought to support DEA's most complex investigations and are now routinely used in all phases of enforcement operations to enhance investigations and provide a safer environment for DEA's law enforcement personnel.

In 1986, Technical Operations program element personnel and equipment continued to participate in the South Florida Task Force, the OCDETF, Operations TRAMPA, BAT, STOP PROP, Marijuana Eradication Program, and others providing:

- air support for the identification and location of suspect vessels and aircraft;
- tactical and long range communications;
- polygraph examinations;
- video, Title III and other investigative aids; and
- boats to support the marine requirements of these operations.

All the activities have been coordinated with the other Federal participants, including the U.S. Customs Services, the U.S. Coast Guard, the FBI and U.S. military elements.

Satellite tracking devices (SATTRAC) have become an important investigative aid in the location of illicit drugs being shipped to the United States and of precursor chemicals being shipped to drug source countries. The use of SATTRAC devices in relation to the shipment of precursor chemicals has resulted in the location, seizure and destruction of major cocaine conversion laboratories in South America. Much of the success of DEA's CHEMCOM operation is directly attributable to the use of SATTRAC.

The continued installation of satellite communications equipment in the Caribbean area and Central and South America has provided DEA personnel in those areas of the world with a reliable and effective means of communication with EPIC and DEA Headquarters.

In early 1986, voice privacy equipped radio systems were installed in DEA field divisions located in Seattle, San Francisco, Los Angeles, San Diego, Miami, Atlanta, and Washington D.C. and at DEA's Quantico, Virginia, training facility. DEA is now participating in a "test-bed" radio program in Boston which combines the radio communications requirements of the FBI and DEA. With the resources provided as part of the President's 1987 budget request (\$6,500,000), DEA will proceed with the conversion to voice privacy of the DEA offices in the northeast corridor. This will include predominantly the Boston and New York field divisions.

The number of air missions flown by DEA totalled 5,379 in 1986 involving 14,255 flight hours for our special agent/pilots. As a direct result of air operations, the following accomplishments were realized:

- 25 clandestine laboratories were seized. In many instances, aircraft were the only effective means of detection and surveillance of these laboratories because of their location in remote almost inaccessible areas.
- 30 aircraft, 23 vessels, 409 vehicles and \$57.7 million were seized in 1986.

In 1986, 243 polygraph examination/authorizations were granted and over 550 examinations were performed to support DEA investigations (80 percent of the examinations were performed in support of enforcement operations). The polygraph continues to be an important tool for supporting major drug enforcement operations.

Program Changes: DEA requests 28 positions; 22 FTE workyears; and \$3,996,000 for expansion of the technical and investigative equipment support program. The request includes \$2,000,000 for the purchase of technical/investigative equipment which is simply not available now. This initiative fulfills an integral part of DEA's 1988 Strategic Plan, that of substantially increasing the special agent and non-agent personnel who are technically trained and possess the skills that are required to operate and maintain much of DEA's technical investigative equipment.

This request is made up of two distinct areas: personnel and technical/investigative equipment. The personnel segment of this request includes 10 special agents, 14 investigative assistants who serve as radio/electronic technicians, and 4 support personnel. As drug violators continue to become more sophisticated in the use of counter surveillance techniques and the use of communications and electronic devices, DEA must continue to provide specially trained agents to support and participate in investigations. Requested special agents and technicians will be trained in drug law enforcement application, adaptation and installation of technical devices intended to enhance DEA investigations and provide greater safety for DEA agents.

Agent Staffing Increase

The 10 agents will perform court authorized covert entries of businesses, residences, vehicles, vessels and aircraft. They will perform covert installations of intelligence gathering devices, e.g., room bugs, video systems, specialized microphones, tape recorders, etc., in conjunction with Title III and major conspiratorial investigations. They will work in an undercover capacity. They will advise other agents on the practicality of using certain types of technical equipment to support an investigation and recommend different approaches to improve the investigation based on their unique expertise as both Federal law enforcement officers and technical specialists. They will also individually adapt technical equipment to meet the specific needs of an investigation.

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Technical Staffing Increase

The 14 investigative assistants (technicians) will be assigned to DEA's domestic and overseas offices. DEA currently has a total of only 27 investigative assistants to support the communications and investigative equipment needs of the entire agency. The technical personnel will be trained in the installation, operation and maintenance of both radio communications and investigative equipment. These duties will include the installation, repair and operation of all types of radio equipment utilized by DEA including UHF, VHF, HF/SSB and satellite communications and the voice privacy devices that operate with these systems. They will also have expertise in the operation, installation and repair of DEA's investigative devices such as Title III equipment, video surveillance devices, covert transmitters, and tracking devices. They will work closely with DEA's technical agents in providing sophisticated technical support for the agency's major conspiratorial investigations.

The agents and technicians are needed to ensure that all technical equipment and devices are installed, used and maintained in a manner that is supportive of DEA's objectives.

#### Technical Investigative Equipment

DEA requests \$2,000,000 in 1988 for the procurement of new and replacement investigative equipment to support and enhance DEA operations. Technical investigative equipment serves a two-fold purpose within DEA. The first being the enhancement of this Administration's law enforcement capabilities and the second being the improvement of security and safety for our law enforcement personnel.

In order to initiate and complete complex conspiratorial investigations, DEA utilizes investigative equipment in every phase of an investigation including the prosecutorial stage. Audio and video tapes and other electronically gathered evidence documenting illegal activities often provide the conclusive evidence needed by Federal prosecutors to gain convictions of drug violators.

Of equal importance, technical investigative equipment serves to improve the safety and security of agent personnel. For example, an agent wearing a body-worn transmitter can alert back-up personnel when a dangerous or potentially life-threatening situation develops. The personnel monitoring these transmissions can then respond in an appropriate and expeditious manner to protect the DEA undercover officer.

The requested technical investigative equipment will enable DEA to purchase approximately 20 percent of the investigative devices needed to meet DEA's operational requirements through 1988, to meet the levels of equipment listed in DEA's Table of Authorized Equipment and, to replace obsolete, damaged or inoperable equipment. Without increased funding, investigations will continue to be impaired due to the lack of equipment and agents lives could be unnecessarily endangered. Based on operational needs, technological advances and normal wear and tear on equipment, it is anticipated that the \$2,000,000 will be a recurring annual requirement for the purchase of technical/investigative equipment.

The following is a breakdown by type of equipment to be purchased at this increased funding level:

##### Video Equipment, e.g.

- Cameras (color, medium light, low light)
- Monitors (color, black and white)
- Recorders (tabletop, portable, time-lapse, editors)
- Special Application (video transformer cans, video lamps)

##### Transmitters and Receivers, e.g.

- Covertly Worn Transmitters
- Remote Tracking Devices

##### Intelligence Kits

- Relay Kits
- Satellite Transmitters

##### Audio Recorders, e.g.

- Cassette Recorders
- Covertly Worn Recorders
- Court-Room Systems
- Tape Duplicators

##### Title III Devices, e.g.

- Pen Registers
- Covert Microphones

##### Optical Equipment

- 35mm Still Cameras
- Photocopy Kits
- Binoculars
- Night Scopes and Goggles
- "Mug Shot" Cameras

Federal Bureau of Investigation Reimbursement

An increase of \$211,000 in funding has been included to reimburse the FBI for direct staffing provided in support and coordination of the Integrated Voice Privacy System under the FBI's leadership.

If the FBI, DEA and U. S. Marshals Service are to work closely in developing this system, then the utmost cooperation is required.

This initiative, while primarily in support of DEA's operational personnel, will impact to some degree on all Federal, state and local law enforcement agencies involved in drug enforcement.

The additional agents and technical personnel will ensure that all DEA technical devices are installed, used and maintained in a manner that is thoroughly supportive of DEA and administration objectives in the War on Drugs. The technical/investigative equipment will be used in support of DEA operations and this contributes to arrests or seizures resulting from such operations.

1987 Appropriation Anticipated			1988 Base			1988 Estimate			Increase/Decrease			
Perm. Pos.	Wy	Amount	Perm. Pos.	Wy	Amount	Perm. Pos.	Wy	Amount	Perm. Pos.	Wy	Amount	
ADP and telecommunications.....	131	118	\$37,929	106	99	\$39,191	121	110	\$51,608	15	11	\$12,417

Long-Range Goal: To provide high quality and timely automated data processing and telecommunications support sufficient to enable maximum achievement of the DEA mission.

Major Objectives:

To support, where applicable, statutory requirements of the Controlled Substance Act of 1970 (Public Law 91-513) and the President's Reorganization Plan Number 2 of 1973.

To increase the value of DEA's enforcement, intelligence and management information through systems integration.

To increase the information systems and technological flexibility needed to respond to DEA's changing environment.

To eliminate technological obsolescence which hampers the delivery of information services.

To increase the productivity in the delivery of information services and the effectiveness of ADP services.

- To reduce the costs associated with DEA's ADP and Telecommunication support.
- To improve the quality of information within the DEA ADP systems.
- To provide for greater exploitation of information in support of DEA's mission.
- To provide and ensure security and integrity of DEA's automated information.
- To assure ADP availability to meet DEA's mission needs.

**Base Program Description:** This program provides all ADP and Telecommunication services to DEA on a nationwide and worldwide basis. The Office of Information Systems ensures DEA's information processing needs are implemented in accordance with DEA's long-range plan. The ADP and Telecommunication program provides for the implementation of modern Data Base Management Systems (DBMS), which provide for retrieval capability that can establish relationships between various DEA data bases while also significantly improving the ability to query any file within these data bases. The increased retrieval capability is being made available to a larger number of DEA offices, both domestic and foreign, through expansion and increased sophistication of the DEA ADP, Telecommunication, and Records Communications Systems. The highly flexible nature of DBMS, ease of programming and "user friendly" characteristics provide an increased capability to support routine and new DEA investigative, mission and operational requirements.

The following are brief descriptions of the DEA's major ADP/Telecommunication Systems:

Narcotics and Dangerous Drugs Information System (NADDIS)

NADDIS is the major enforcement support system for DEA. This data base, which consists of about 1,800,000 records on persons, businesses, ships, aircraft and certain airfields, is the centralized index of all DEA investigative reports. NADDIS enables an authorized user to determine the subject's past criminal activity or associations which have been documented by DEA agents, and provides references to the location of further information on the subject of the query. Due to the worldwide, transient nature of illicit drug operations, it is not unusual for a single individual to be documented by DEA criminal investigators in various parts of the world. NADDIS, therefore, provides not only background information on individual subjects of interest to DEA, but also supports conspiracy investigations by showing linkages between individuals and separate DEA investigations.

NADDIS is accessed via the DEA Automated Telecommunications System (DATS) by over 300 terminals located nationwide and in Mexico, England, Italy, Germany, Thailand, South America, the Netherlands, France, Canada, Austin, Belgium, the Philippines, Korea, Egypt, and Pakistan. Current plans call for additional overseas terminals to be located in other European, South America, Middle East and Asian countries via a Secure Telecommunications System operated by the State Department. NADDIS operates at the Justice Data Management Center (JDMC).

NADDIS is interfaced with the FBI National Crime Information Center (NCIC) Wanted Persons File, Stolen Gun File and Criminal History Summary File. It is indirectly interfaced with the Stolen License Plates File and Stolen Vehicle File using the Justice Telecommunications System (JUST) network.

#### Enforcement Management Information System (EMIS)

EMIS provides a method of tracking specific DEA investigations to determine management information. It includes the capability to evaluate case activity, status, agent manpower use, and confidential source utilization by the Operations Division. EMIS is being developed in two phases. EMIS I primarily involves the purchase of evidence, which enables DEA to determine whether money seized as evidence includes currency previously expended by DEA for the purchase of evidence. This system also provides a summarization of case and drug violator class statistics. EMIS II will provide information on the utilization of intelligence analysts and compliance and criminal investigator resources under the Manpower Utilization application. Information will also be provided on the current status of DEA use of confidential sources of information. EMIS I and II will automate and widely disseminate information which was previously prepared manually and had only limited use due to the lack of accessibility by other DEA personnel.

#### PATHFINDER II

PATHFINDER is a component of the National Intelligence System, mandated by the President's Reorganization Plan Number 2 of 1973. This system provides DEA with centralized automated storage, retrieval and analysis of law enforcement intelligence information relevant to illicit drug activities. Intelligence and enforcement personnel access the system via on-line terminals. The data bases include information on individuals, activities, events, aircraft, vessels, movement reports of individuals and associated drug distribution networks. It includes a graphics output capability.

PATHFINDER information is made available to other Federal, state and local law enforcement officials who have a proper need-to-know and are signatory members of EPIC.

#### Controlled Substances Act System (CSA)

The Office of Diversion Control is supported by the Controlled Substances Act System. CSA is used to control the registration and annual re-registration of more than one half million legitimate sources of Federally controlled drugs. The volume of data this statutory requirement imposes precludes manual processing. The system was established to implement the provisions of the Controlled Substances Act of 1970 (P.L. 91-513), requiring that all legal handlers of controlled substances annually register with the Department of Justice. The system processes new and renewal applications for registration, applies changes to previously established master records, issues order forms for the purchase, sale, or transfer of Schedule I and II controlled substances, and produces various fiscal accounting, control, and statistical records. The master records contain information on legal handlers of controlled substances, including name, address, DEA registration number, business activity, initial issue date of registration, expiration date of registration and drug schedules authorized. The CSA data base is used by suppliers for verifying physician and hospital order forms prior to delivery of controlled substances. The verification consists of an on-line inquiry by a DEA diversion investigator into the CSA data base via the DATS network.

#### System to Retrieve Information from Drug Evidence (STRIDE)

STRIDE supports DEA by processing information derived from drug evidence. This system supports DEA agents, intelligence, enforcement, administrative and laboratory personnel, primarily through monthly and quarterly reports of drug trends. STRIDE provides data resulting from forensic examination of drug evidence for tactical and strategic intelligence as well as planning and management purposes. The system is used to detect unusual occurrences and other matters related to drug intelligence. STRIDE consists of three subsystems: (1) Manpower Utilization, (2) Laboratory Analysis, and (3) the Ballistics program. The Manpower Utilization Program is used by the Forensic Sciences Division as a management information system to produce a monthly report of hours spent by chemists and laboratory technicians on various tasks, such as drug analysis, court appearances, training, assistance to agents and research. The Laboratory Analysis Program is based on data developed by DEA forensic chemists, such as the control and substances chemical comparison of tablets and capsules. Data derived by the forensic analysis of drug evidence throughout the DEA laboratory system are input via computer terminals located in each laboratory by scientific intelligence technicians. The system is available for on-line queries to determine characteristics of drugs obtained during an investigation. STRIDE and Ballistics derived information is used to link investigations based on the similarity of exhibits and provides strategic intelligence on worldwide illicit drug trends.

#### DEA Accounting System (DEAAS)

This system was developed to automate highly labor intensive accounting and clerical functions. These include DEA funds obligations, expenditures, costs, and revenues for which program managers are responsible, generation of financial reports to meet internal needs and external requirements and to provide a basis for developing and reporting costs in accordance with programs, budget activities, special projects and organizational cost centers. The system is DEA-wide, incorporating budget and financial data of domestic offices, foreign offices, laboratories, intelligence centers, aircraft section, and Headquarters activities. DEAAS does not interface directly with the Department of Justice Accounting System. It does, however, use an abbreviated version of the DEA payroll file from the DOJ Payroll System as input on a bi-weekly basis. Detailed accounting transactions are transmitted via the DATS network to the JDMC and are collected for a batch processing update. Information is derived from basic documents such as allotment advices, operating plans, payroll data files, obligation documents, receipts documents, accrual documents, reimbursement agreements, manpower activity reports, and expenditures/disbursement documents.

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#### Telecommunications

DEA has a requirement to support investigations of illicit drug operations worldwide. The highly transient nature of subjects under investigation requires the support of a worldwide, rapid and Secure Record Communication System. DEA's requirements, both for domestic and for certain foreign offices, for secure voice, secure teletypewriter, facsimile and general communications, are satisfied by the following:

- \* **Secure Voice.** Nine STU-II secure voice devices are now operational. They are located at DEA Headquarters, EPIC and Miami, San Diego, Dallas, Houston and San Juan. This equipment meets national cryptographic requirements, and provides DEA intelligence and enforcement personnel with the capability to rapidly and securely exchange information with all elements of the United States Intelligence Community. Many of DEA's offices overseas are accessible through the Department of State secure voice network. The secure voice equipment program is scheduled for expansion as STU-II's and STU-III's are delivered to DEA.

- Facsimile. The DEA Facsimile System consists of 143 terminals, including all divisional and resident offices, laboratories, some airport details, Mexico City, Montreal, San Juan and Honolulu. Offices equipped with facsimile equipment can communicate with each other or with any other government agency or commercial firm that has compatible equipment (e.g., Xerox, Magnafax, Steward Warner, Graphic Sciences). Upgrading of the system has included placing unattended machines in several larger offices and by replacing six-minute per page models with a faster capability. Fingerprint facsimile machines are operational in 13 major field locations. This system is used to send prints to the FBI and receive a prompt response.
- Secure Teletypewriter Communications. Domestic - The DEA Secure Domestic Teletypewriter System presently consists of a Headquarters Telecommunications Center and 119 terminals in field offices, including Honolulu and San Juan. The short-range objective is for 130 operational locations. This is a private system within DEA; however, communications with other government agencies are available through the Headquarters Telecommunications Center. The DEA Teletypewriter System employs circuit switching as opposed to the previous data-phone operation. This allows any station in the network to send a message to all other stations in the network with any one transmission. KW-7 cryptographic hardware is being replaced by KG-84s. Foreign - Access to foreign offices is provided through the Department of Defense Automatic Digital Network and/or the State Department Diplomatic Telecommunications System, both of which are electrically connected to the Headquarters Telecommunications Center.
- Communications Security (COMSEC) Accounts. DEA has one of the largest COMSEC accounts within the U.S. Government. COMSEC accounts are administered by the Headquarters Center Office of Record (COR), by the DEA COMSEC Officer and COMSEC Custodians at each of DEA's 119 offices receiving cryptographic material. Custodians operate under policy promulgated by the National Security Agency for the positive and continuous recording and reporting of accountable COMSEC material from the time of receipt within DEA through destruction or final disposition. Regularly scheduled inspections of cryptographic facilities are the most effective means of ensuring that the required security standards are maintained at all times. The National Security Agency requires that all COMSEC accounts be inspected and audited at 18-month intervals. The purpose is to ensure that COMSEC material is used, stored, distributed, or accounted for, and that COMSEC equipment is employed and maintained in accordance with current standards. This material supports the DEA Secure Teletypewriter System.
- Law Enforcement Information Access Systems. Headquarters, EPIC, and 55 field offices have access to the U.S. Customs TECS and/or their State Police computers.
- Paging System. DEA Headquarters utilizes the NEC Paging System for 120 senior officials and duty agents. The Paging System is used by the Air Program to alert the DEA pilots in 23 field locations.
- Office Automation (OA). DEA is engaged in the installation, testing and implementation of an office automation system. A contract was awarded during April 1986. Phase I, the Pilot program, is being conducted during the first half of 1987. Phase II, full implementation, is scheduled for completion during the 1988. Phase I equipment will not be TEMPEST rated, Phase II equipment will be TEMPEST rated.

#### Accomplishments and Workload:

##### Overall Mission of DEA:

- DEA has begun the installation, testing, and implementation of an office automation system. Phase I, the pilot program, will be conducted during the first half of 1987.
- Exxon Information Systems was awarded the contract to supply DEA domestic offices with word processing equipment. Thus far, 600 machines have been installed.

- Microprocessors have been introduced to support various missions. Among these were: an investigative/judicial information system in support of a conspiracy investigation and trial called "Operation Bushmaster"; a document tracking system was developed to support the Washington, D.C. Division Offices; several management systems were developed on a microprocessor for use by the Administrator; a budget appropriation and audit system were developed for the Office of Training in support of domestic, state, local and international accounts; a microprocessor was used to develop an application in support of OMB Circular A-123, Waste, Fraud, and Abuse; and to support store front operations, automated mail order, inventory and accounting activities programs were designed, written and installed to support daily operations.
- A capability was provided for the Office of Personnel to identify agents and chemists that are due for an annual physical. The laboratory system (STRIDE), is being rewritten to operate under Model 204 DBMS. This rewrite will enable STRIDE to share data with other DEA systems.
- The Property Management System has been rewritten to operate under M-204.
- A system was developed for the FEO office to support the Segar vs. Smith lawsuit.
- An EMIS II Manpower Utilization program was developed. This program captures and provides access to manpower utilization of special agents, intelligence analysts, compliance investigators and confidential informants.
- A Personnel Locator System was written under M204. It will provide, in an interactive mode, the capability to query by employee name, telephone number and current office location.
- Encryption equipment have been installed on the DATS network. This equipment will be used until the network encryption can be accomplished using NSA provided K6-BII devices.
- Six additional overseas locations have become operational on the DATS network (Santo Domingo; Panama City, Panama; Kingston, Jamaica; Lima, Peru; Bogota, Columbia and Islamabad, Pakistan).
- In an effort to improve ease of operation, reduce downtime, and improve system responses of DEA Secure Teletypewriter System, 21 existing model TI-732's are being replaced.

#### Enforcement Activities

- Microcomputers have been acquired to support Title III investigations. The equipment will be used throughout DEA field offices.
- An agent Application System was developed which provides a full range of reports concerned with tracking the status of DEA agent applicants.
- An agent Career File was developed for use by the Career Board in performing their functions. The information contained in the file allows decisions to be made and plans developed which normally require extensive manual labor.
- The Offender Base Transaction System/Defendant system is being rewritten to operate under M204.
- The Controlled Substances Information System which will allow, interactively, queries of chemical data bases indicating hazardous and toxicity chemical content, became operational under M-204.

#### Diversion Control Activities

- The capability for the CSA Registration office to query new applicant information in an interactive mode was developed, thus reducing the registration users' response time.
- CSA is now operational under Model 204 DBMS.
- The Prescription Information and Survey System (SCRIPT) is being rewritten to operate under M204.

- The Precursor system has been rewritten to operate under Model 204 DBMS. This system will now provide access to information pertaining to sales and other transactions concerning precursor chemicals. This includes the identification of cooperating companies, both public and private, engaged in the manufacture, wholesale and retail distribution of such chemicals as well as the identification and address of the individuals and companies purchasing or inquiring about precursor chemicals.
- The SCRIPT system was developed to support field investigations which require the collection and analysis of prescription information. SCRIPT support has been provided in Philadelphia, St. Louis, Atlanta and Detroit.

#### Intelligence Activities

- The PATHFINDER system has been rewritten to operate under control of the Model 204 DBMS. This conversion, enables the PATHFINDER system to share data with other DEA systems.
- A Text Analysis System (TEXAS) was implemented at EPIC which automates the communication traffic.

**Program Changes:** Threats to information systems incorporating data from the Intelligence Community sources have not diminished. In fact, recent national and international events have highlighted the consequences of neglecting the protection of information systems. For this priority initiative, DEA is requesting increases of 15 positions; 11 FTE workyears; and \$12,417,000.

The resources requested will both modernize and protect DEA's investigative and administrative information systems, which are critical to effectively support drug law enforcement operations in the fight against drug trafficking. The ADP and Telecommunications program provides data on a world-wide basis in accordance with DEA's long-range plan. The ADP and Telecommunications program provides for the implementation of modern DBMS, which provide for retrieval capability that can establish relationships between various DEA data bases while also significantly improving the ability to query any file within these data bases. The increased retrieval capability is being made available to a larger number of DEA offices, both domestic and foreign, through expansion and increased sophistication of the ADP, Telecommunication, and Records Communications Systems. The highly flexible nature of DBMS, ease of programming, and "user friendly" characteristics provide an increased capability to support routine and new DEA investigative, mission and operational requirements.

In order for DEA to receive, process and transmit national security information, it is necessary to have total encryption and TEMPEST security of its ADP, office automation, teleprocessing and telecommunications activities. This type of secure system will allow DEA to have direct interchange of classified data with other agencies, as required, for drug investigations.

#### TEMPEST

Program funds of \$10,571,000 are required for the TEMPEST program. A contract for office equipment has been awarded to Federal Data Corporation which includes the option to TEMPEST that equipment. The DEA Office Automation System will provide a multi-functional standardized workstation that will perform as a 3270 DATS terminal, stand-alone word and data processor, and a message and document transmission terminal over an encrypted telecommunications network throughout the domestic United States. Phase I, the pilot program, is being conducted in the first half of 1987. In the 1987 appropriation, there is an enhancement package of \$8,173,000 for the first stage of the DEA TEMPEST program. This funding lays the foundation for the TEMPEST system. Funding requirements in 1988 to complete the TEMPEST program are as follows (hardware, software, and vendor support costs are based on the awarded contract):

Cost Element		1987	1988	1989	1990	1991	1992	1993
Hardware								
Purchase Lease 1/	OT R	\$1,582,513	\$8,900,000	\$165,000 4,900,000	\$165,000 530,000	\$180,000	180,000	\$180,000
Software								
Purchase Lease	OT R	200,000		280,000	280,000	280,000	280,000	280,000
Vendor Support								
Technical	R	205,008	670,000	737,000	810,000	890,000	980,000	900,000
Maintenance	R	222,021	2,000,000	2,200,000	2,420,000	2,660,000	2,926,000	3,219,000
Installation	OT	190,428	75,000	25,000	25,000	25,000	25,000	25,000
KG 84 Purchase	OT	1,685,000	1,688,000					
KG 84 Safes	OT	900,000						
KG 84 MAINT.	R		500,000	500,000	500,000	500,000	500,000	500,000
Site Survey	OT	350,000						
TEMPEST TTY	OT	1,238,000						
Computer 1	R	4,000,000	4,000,000	4,000,000	4,000,000	4,000,000	4,000,000	4,000,000
Computer Other 2/	R		4,000,000	4,000,000	4,000,000	4,000,000	4,000,000	4,000,000
Total Costs		\$10,573,000	\$21,833,000	\$16,807,000	\$12,730,000	\$12,535,000	\$12,891,000	\$13,104,000
Available								
FY 1987		8,173,000	8,173,000	8,173,000	8,173,000	8,173,000	8,173,000	8,173,000
Wordprocessing		936,000	1,625,000	1,625,000	1,625,000	1,625,000	1,625,000	1,625,000
DATS		854,000	854,000	854,000	854,000	854,000	854,000	854,000
OA		610,000	610,000	610,000	610,000	610,000	610,000	610,000
Total Static Base		\$2,400,000	11,262,000	11,262,000	11,262,000	11,262,000	11,262,000	11,262,000
Funding Requirements 3/	\$8,173,000	\$10,571,000	\$5,545,000	\$1,468,000	\$1,273,000	\$1,629,000	\$1,842,000	

1/ DEA is leasing the office automation equipment with the option to purchase (LWOP). The lease costs are the LWOP costs.

2/ Based on experience with the DBMS, an additional computer will be required to support DEA's information systems.

3/ Funding requirements 1988-93, represent total costs per year above a static base of \$11,262,000. In 1989-91, there is a substantial decrease in funding requirements.

Continuation of the TEMPEST/Office Automation project will ensure that DEA has a secure system that allows for direct interchange of drug enforcement classified data with other agencies. The implementation of the office automation system will provide the capability to enter data directly into the workstations at the field locations and up-load the files to a host computer at a later time. The field will no longer have to mail input into the data base.

ADP Technical Staff Support

DEA requests 15 positions (13 computer specialists, 2 technical/clerical); 11 FTE workyears; and \$3,016,000 to support both the increase in demand for ADP products and the increase in the number of staff positions within DEA.

The DEA core positions have increased over the past years with no increase in the ADP support positions. If the core positions are to receive the support that is required in order for them to perform effectively, then there is a need to increase the support positions. The personnel resources will be used in an Information Center environment, and will include COMSEC, technical control, DATS, system software, communications, communications operators and application specialists.

Perm. Pos.	1987 Appropriation Anticipated			1988 Base			1988 Estimate			Increase/Decrease		
	WY	Amount		WY	Amount		WY	Amount		WY	Amount	
Records management.....	88	\$3,866		85	80		85	80		85	80	

Long-Range Goal: To provide effective and efficient records management, Freedom of Information/Privacy Act and library support to ensure the optimum success of DEA's mission requirements.

Major Objectives:

To upgrade the maintenance, retrievability, and disposition of DEA files through the application of records management practices and technology.

To provide responsive directives management services for prompt dissemination of policy and procedures.

To maintain and upgrade NADDIS.

To maintain EMIS II.

To maintain files of all drug investigations initiated by DEA field offices and to provide a records retrieval service for Headquarters enforcement and intelligence personnel.

To provide training in NADDIS operations to agents, intelligence analysts and selected administrative personnel.

To maintain a central record of all DEA disclosures of information to individuals and agencies outside the Department of Justice, as required by the Privacy Act.

To provide an initial acknowledgement within 10 days for all FOI/PA requests.

To continue to improve and update the FOI/PA processing systems.

To provide efficient and responsive library services for all DEA elements.

To provide information from on-line retrieval systems to meet the needs of DEA in pursuit of its mission.

Base Program Description:

Records Management

The Records Management program element provides development and implementation of policy and procedures for DEA records management programs and systems, including reports management, forms analysis and design, files maintenance, records disposition, directives disposition, correspondence management, and systems and procedures studies.

Investigative Records

The Investigative Records program element maintains a large volume of hard copy files on drug investigations conducted by DEA worldwide field offices, and of drug intelligence reports received from the FBI and other agencies. Reports in these files are source documents from NADDIS, a computerized data base, and are used extensively by the Headquarters staff. The Investigative Records Unit is responsible for extracting pertinent information from these reports and entering this information into NADDIS. The Investigative Records Unit also maintains a central file of all disclosures of information to individuals and agencies outside DOJ as required by the Privacy Act of 1974. Names in these hard copy records are extracted and recorded on microfiche to provide an audit trail.

The program also maintains the following: the Case Status subsystem of EMIS, an on-line information system that has been designed to store, organize, and provide information about DEA case and general files; a central file on all DEA confidential informants, and enters information from these files into highly secure, computerized data base (EMIS II); and a central file of all disclosures of information to individuals and agencies outside DOJ as required by the Privacy Act of 1974. Names in these hard copy records are extracted and recorded on microfiche to provide an audit trail.

Freedom of Information

The Freedom of Information Operations program element prepares and provides responses to requests made pursuant to FOI/PA through use of specialists. The Litigation Unit assists in defending DEA against FOI/PA lawsuits.

### Library

The DEA library serves as a single source for historical and current information concerning the DEA mission. The library staff, and collection of 15,000 volumes of legal, scientific and general references provide support for the DEA staff in planning and executing the strategies for control of those substances under Federal jurisdiction.

The library's on-line computer information services, Dialog and Nexis, contain over 300 different data bases with approximately 80 million records. These services provide information on a variety of subjects ranging from citations on corporations and individuals to bibliographic citations.

### Accomplishments and Workload:

#### Records Management

- Provided briefings on records maintenance and disposition requirements to DEA administrative officers, to promote reduction of the volume of files with subsequent cost savings in procurement of file equipment and acquisition of floor space.
- Conducted surveys of Headquarters offices in developing file plans to improve filing efficiency, reduce lost time for retrieving files, and dispose of valueless records.
- Provided detailed review and analysis of files operations that increased the number of accession requests made by DEA offices to Federal Records Centers.
- Visited two foreign DEA offices to reduce the volume of records and to facilitate the retirement of records.

#### Investigative Records

The Investigative Records program element processed 403,917 investigative reports in 1986 and opened 23,917 new investigative files. It created or updated 786,602 NADDIS records in 1986, increasing the data base to 1,951,917 records. The unit processed and reduced to microfiche 11,473 records. Installation of 70 ADP "POD" furniture work stations and carpeting without loss of production, will increase the efficiency and security involved in the highly detailed duties of this automated work environment.

Filing backlogs were reduced from approximately 50,000 to 3,000 through the efforts of summer help, clerical pool and program personnel in 1986.

NADDIS data base became operational under M-204 DBMS on January 21, 1986.

#### Freedom of Information

During 1986, the Freedom of Information Section received 2,046 requests for FOI data and completed processing of 2,185 FOI requests.

Library

The Library has maintained an active program of replacing bound volumes of journals and law books with microforms. At the end of 1986, the library had 2,500 rolls of microfilm and approximately 3,500 microfiche. The substitution of microforms for bound volumes enables the library to better utilize available space.

The Library has acquired three on-line computer systems. Dialog and Nexis are systems which together contain over 300 different data bases with approximately 80 million records. The information provided from these systems will enable DEA staff to do a more complete job in investigations and research. The third system, On-line Computer Library Center (OCLC), is a library system geared to cataloging and inter-library loans. OCLC will enable the DEA library collection to become better known to outside users as the library enters more material into the system. The library maintains 130 special studies and reports for staff reference.

Drug Enforcement Administration

Salaries and expenses

Justification of Program and Performance

Activity Resource Summary  
(Dollars in thousands)

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Activity: State and Local Assistance	1987 Appropriation Anticipated			1988 Base			1988 Estimate			Increase/Decrease		
	Perm. Pos.	HY	Amount	Perm. Pos.	HY	Amount	Perm. Pos.	HY	Amount	Perm. Pos.	HY	Amount
State and local training .....	30	29	\$2,690	30	29	\$2,998	30	29	\$2,998	...	...	...
State and local laboratory service ...	25	25	1,603	25	25	1,800	25	25	1,800	...	...	...
Total.....	55	54	4,293	55	54	4,798	55	54	4,798	...	...	...

This budget activity encompasses training for state, local, military and other Federal professionals; laboratory analysis of drug evidence; and resources targeted for prevention of drug abuse.

	1987 Appropriation Anticipated			1988 Base			1988 Estimate			Increase/Decrease		
	Perm. Pos.	HY	Amount	Perm. Pos.	HY	Amount	Perm. Pos.	HY	Amount	Perm. Pos.	HY	Amount
State and local training .....	30	29	\$2,690	30	29	\$2,998	30	29	\$2,998	...	...	...

Long-Range Goal: To increase the competency of personnel from other organizations involved in controlling drug abuse and drug trafficking.

Major Objectives:

To provide training in basic, advanced, and specialized drug law investigation techniques and methodologies to state, local, military, and other Federal officers and forensic chemists.

To provide training in management and supervision of drug investigative units for state, local, military and other Federal professionals.

To develop agency-wide resources for prevention of drug abuse.

**Base Program Description:** DEA's training programs were relocated from FLETC in Glynco, Georgia, to the FBI Academy in Quantico, Virginia. This transfer results in more effective drug enforcement training for state and local recipients.

#### Advanced and Specialized Drug Law Enforcement Training

- The National Drug Enforcement Officers Academy is an eight-week course of basic instruction taught at Quantico. The Academy provides the investigator trainee with skills required to effectively conduct a criminal drug investigation. It develops expertise in the following: surveillance, undercover operations, search and seizure laws, drug identification and pharmacology, financial asset investigations, physical fitness, and firearms proficiency. The academy employs a unique "methods-of-instruction" training which enable graduates to share their academy instruction knowledge with fellow officers upon returning to their units.
- DEA conducts a variety of training throughout the country under the auspices of its nineteen division training units. This field training is in response to the needs of investigators who cannot attend the Academy. The courses vary from the two-week Basic Investigators School through one-to-three-day seminars on specialized topics, e.g., Clandestine Lab Operations, and Conspiracy Seminars.
- Cannabis Detection and Eradication Training is coordinated by the Office of Training and presented throughout the United States. Training emphasizes utilizing aerial observation technology as a primary tool in identifying and locating illegal cultivation sites.

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#### Management and Supervisory Drug Law Enforcement Training

- Supervisory Drug Enforcement Officer Seminars provide management officials with the skills required to direct a comprehensive drug enforcement program within their area of responsibility. The curriculum focuses on management techniques, priorities, inter-departmental cooperation and available Federal support.

#### Drug Demand Reduction and Prevention Program Training

- DEA is continuing the Sports Drug Awareness Program (SDAP). The program is a joint undertaking of 40 organizations, including the FBI, International Association of Chiefs of Police, National Football League (NFL) and its Players Association (NFP), National High School Athletic Coaches Association, National Hockey League, and National Association of Broadcasters. In SDAP, DEA provides prevention and education material and programs about drug abuse in order to reach the 57 million school age-youth, including out of school juveniles, primarily through clinics for sport coaches, teachers, and student-athletes. The SDAP program also includes providing prevention publications which: emphasize the special rapport between the coach and athlete; present information on the signs of drug abuse; and provide guidance on how to establish prevention programs.
- DEA develops and provides technical assistance in drug prevention training to other law enforcement agencies. This encourages their participation in community prevention programs.

Accomplishments and Workload:

- Due to the relocating of DEA's domestic training operations to the FBI Academy during 1985 and 1986, and to the academy's priority workload of commencing DEA Basic Agent Classes in the first quarter of 1986, no state and local officers were trained in the academy's basic instruction classes or in supervisory officer's school.
- State and local training classes conducted in field locations have trained 8,576 state and local officers during 1986.
- Fifty military personnel have been provided narcotics training during 1986.
- The 1986 Cannabis Detection and Eradication Training program gave field classes for 873 state and local officers.
- Due to priority for the DEA Basic Agent demands, only one Narcotic Specialization Training class was held during 1986, which provided in-service training for 17 FBI special agents at Quantico. DEA provided narcotic orientation training to 280 FBI new agents during 1986.
- DEA provided narcotic orientation training to 2,600 Border Patrol Officers and 210 Army Criminal Investigation Officers at field sites.
- During 1986, DEA sponsored and participated in prevention clinics and seminars involving more than 3,500 coaches and teachers and provided packets of material to participants. DEA will conduct seminars for an additional 3,500 participants in 1987 and provide agent speakers for related training and prevention events. Over the past two years, DEA has distributed approximately 200,000 publications including "For Coaches Only" and "Team Up For Drug Prevention".

Item	1985	1986	1987	1988
State and local officials trained at DEA training center.....	350	350	350	350
State and local officials trained at DEA field locations.....	9,105	8,576	9,105	9,105
FBI special agents trained.....	650	280	650	650
Participants in sports drug awareness clinics.....	3,500	3,500	3,500	4,000

1987 Appropriation Anticipated			1988 Base			1988 Estimate			Increase/Decrease			
Perm. Pos.	WY	Amount	Perm. Pos.	WY	Amount	Perm. Pos.	WY	Amount	Perm. Pos.	WY	Amount	
State and local laboratory services....	25	25	\$1,603	25	25	\$1,800	25	25	\$1,800	...	...	...

Long-Range Goal: To provide support to state and local law enforcement agencies through supplemental laboratory analysis of drug evidence, meeting applicable State Speedy Trial Act provisions and to aid and encourage state and local agencies in achieving forensic analytical self-sufficiency through provision of technical assistance.

Major Objectives:

To assist state and local laboratories to achieve self-sufficiency through the following:

- Publish technical information and participation in national and local forensic sciences meetings;
- Provide training to forensic chemists on drug analytical techniques; and
- Support to programs that assist in enhancing state and local laboratory capabilities (participation in American Society of Crime Laboratory Directors, American Academy of Forensic Sciences and regional professional associations).

To provide quantitative and qualitative analysis of drug evidence for those agencies that do not have laboratories, primarily the Metropolitan Police Department, Washington, D.C. (MPDC), and on difficult and complex exhibits requiring highly-specialized examinations for those agencies that do not have the necessary expertise or instrumentation.

To provide expert testimony in court relative to analytical findings for prosecution purposes.

To provide analytical drug reference standards where there is no commercial source.

To conduct ballistics examinations of tablets and capsules to identify common origins of clandestinely-produced dosage units and to identify illicitly-manufactured dosage units diverted to the illicit market.

Base Program Description: The State and Local Laboratory Services program is responsible for providing state and local agencies with technical assistance, which is beyond the expertise of the forensic laboratory servicing the agency and for helping state and local forensic laboratories achieve self-sufficiency in the analysis of drug evidence for criminal investigations and prosecutions.

This program seeks means to upgrade the analytical capabilities of state and local laboratories. When state and local agencies cannot provide laboratory services or need technical assistance in the development of prosecutorial presentations and cross-examination of expert defense witnesses, DEA provides assistance. The major component is the analysis of drug evidence for duly constituted state, county, and municipal law enforcement agencies, assuring that cases developed will not be dismissed for lack of competent laboratory support. This program, in conjunction with other assistance programs, will help focus state and local law enforcement attention on the appropriate response to the drug problem.

DEA assists other agencies through the following: achieving forensic analytical self-sufficiency by conducting training in drug analytical techniques; publishing and distributing the scientific newsletter Microgram; providing intelligence and technical information to the forensic community; publishing technical information in scientific journals; participating in national and local forensic meetings; and providing analytical drug reference standards. The program mission, under DEA Reorganization Plan No. 2 of 1973 and 21 U.S.C. 872 and 873, is to conduct training programs for state and local forensic chemists and to provide laboratory support for state and local law enforcement agencies including analysis of drug evidence and expert testimony in state prosecutive cases.

This program analyzes drug exhibits in a timely manner in support of prosecutions, provides expert testimony, and conducts highly-specialized ballistics analysis of tablets and capsules to identify common origins of licitly and illicitly-produced dosage units diverted to the illicit market. Expertise in the ballistics examination of drug dosage units rests solely with DEA.

DEA provides forensic analytical support to the Metropolitan Police Department, Washington, D.C. (MPDC), which is completely dependent on DEA for forensic drug analysis. Related to this analytical commitment is the resultant need to offer expert witness testimony in the D.C. Superior Court.

In general, other evidence analyzed within the state and local program which is of an unusual or difficult nature is analyzed by the DEA laboratory system as an aid to state and local forensic laboratories incapable of performing such analyses.

Accomplishments and Workload: In support of other agency drug investigations during 1986, DEA laboratories analyzed 7,963 exhibits of drug evidence, testified in 98 trials, conducted 112 ballistics examinations, published 12 issues of Microgram, published a new forensic chemist training manual, and conducted 4 state and local chemist seminars to train 55 forensic chemists. Additionally, DEA forensic chemists continued to participate in regional, national and international forensic science organizations by holding officer positions, participating on committees and presenting scientific papers. Representatives of the laboratory system held several meetings with officials of foreign law enforcement agencies to coordinate activities.

The success of this program in assisting self-sufficiency of state and local agencies can be significantly measured in terms of the reduction of evidence analyses from almost 16,000 exhibits in 1975 and 1976 to just 9,000 exhibits in 1984. However, in 1985, there was an increase to almost 11,000 exhibits analyzed (accomplished through the use of large amounts of overtime) due to escalated workload generated by the MPDC, Washington, D.C., which relies totally on DEA for analysis of its drug evidence. Since tabulation of MPDC evidence submissions began in 1978, the percentage of exhibits analyzed for MPDC has increased from 53 percent of state and local exhibits analyzed to 89 percent in 1985. In 1986, 7,174 MPDC exhibits were analyzed accounting for 90 percent of the total state and local analyses.

Program measures include the following:

Item	1985	1986	Estimates	
			1987	1988
Drug exhibit analyses .....	10,766	7,963	8,543	8,543
Ballistics examinations .....	82	112	100	100
Issues of <u>Microgram</u> .....	12	12	12	12
Training conducted "seminars" .....	4	4	4	4
Court appearance .....	64	98	90	90
Evidence backlog.....	1,153	961	2,468	3,975

Drug Enforcement Administration

Salaries and expenses

Justification of Program and Performance

Activity Resource Summary  
(Dollars in thousands)

Activity: Program Direction	1987 Appropriation Anticipated			1988 Base			1988 Estimate			Increase/Decrease		
	Perm. Pos.	WY	Amount	Perm. Pos.	WY	Amount	Perm. Pos.	WY	Amount	Perm. Pos.	WY	Amount
Executive direction and control .....	264	249	\$15,440	219	234	\$16,672	258	241	\$17,602	9	7	\$930
Administrative services .....	152	143	9,108	151	142	10,097	151	142	10,097	...	...	...
Total.....	416	392	24,548	400	376	26,769	409	383	27,699	9	7	930

This budget activity provides all management and administrative services in such areas as fiscal/budget, personnel, supply/facilities, internal security and inspection, transportation and congressional/public affairs.

	1987 Appropriation Anticipated			1988 Base			1988 Estimate			Increase/Decrease		
	Perm. Pos.	WY	Amount	Perm. Pos.	WY	Amount	Perm. Pos.	WY	Amount	Perm. Pos.	WY	Amount
Executive direction and control.....	264	249	\$15,440	219	234	\$16,672	258	241	\$17,602	9	7	\$930

Long-Range Goal: To develop, maintain and provide effective and efficient management, executive direction and control functions.

Major Objectives:

To provide quality management direction and control through policy development.

To provide accurate and timely information to congressional requests, to specific interest groups and to the public regarding DEA's mission and activities.

To provide a full range of legal services to the agency.

To provide effective budget planning, formulation and execution.

To provide an efficient DEA financial accounting and reporting system in compliance with OMB/GAO directives.

To strengthen management procedures and internal controls through OMB Circulars A-123 and A-76.

To investigate instances of integrity misconduct within DEA.

To maintain financial accuracy and timeliness through internal audits.

To effectively monitor and evaluate all programs within DEA through inspections for mission accomplishment and operational performance.

To provide physical, facility and information security to DEA.

To continue an effective strategic planning process for DEA.

To establish statistical systems for government-wide and DEA drug seizures, drug arrests, and asset seizures and serve as a clearinghouse for all DEA operational statistics.

To provide centralized program coordination and reporting of assets seized during agency criminal investigations.

Base Program Description: This program is responsible for setting policy, and providing solutions to problems in program formulation, management functions and internal control as well as ensuring the effective development and utilization of resources so that strategic goals and objectives continue to be met.

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Office of Congressional and Public Affairs

- The Congressional Affairs Section responds to congressional requests, provides DEA officials with reports on congressional activities, provides assistance in preparing for testimony and serves as congressional liaison.
- The Public Affairs Section responds to media, public and government inquiries, and issues press releases to inform constituents about drug-related issues.
- The Communications Services Staff prepares texts of speeches, outlines, talking points, and congressional testimony. They prepare recurring reports for the White House, Department of Justice and key DEA officials, and they produce DEA's major internal and external publications.
- The Demand Reduction Section develops and implements drug awareness and prevention programs and curriculum to impact nation-wide.

Office of Chief Counsel

This program's functions include: preparing legal briefs, opinions, presentations and providing technical legal training in regulatory and criminal matters, civil litigation, seizures, forfeiture of assets, personnel, EEO, procurement, and international matters. Most of this work is directly contingent upon the amount and complexity of agency enforcement and regulatory activity.

#### Office of the Controller

This program consists of the Budget Operations, Management Analysis, Accounting and Budget Execution, and Voucher Review and Analysis. This Office's primary responsibilities include: formulation and presentation of DEA's budget, which is integrated with the DEA's Strategic Planning process, to DOJ, OMB and the Congress; developing and maintaining resource allocation plans; and the design, operation and supervision of DEA's accounting systems. In accordance with OMB Circulars A-123 and A-76, this office maintains a system of internal control and accountability for programmatic and operational functions in all areas. Detailed studies are conducted to determine the effectiveness of DEA's organizational structure and its work methods and procedures. The Accounting Section was reorganized in 1986 into two sections by, in part, merging the staff and former functions from the Budget Execution Unit and establishing additional units to correspond to the increased accountability mandated by recent laws, regulations and policy. This will enable the Controller's Office to align those functions that are similar and interrelated as well as provide staff to functions requiring increased effort and attention. It will produce a more direct relationship within and outside the office to support mission objectives and improve productivity and program improvement. The new Accounting and Budget Execution Section consists of a Financial Systems and General Accounting Unit, Financial Policy and Assessment Unit, and Budget Execution Unit. The Voucher Review and Analysis Section consists of the Payroll and Cash Management Unit, and the Voucher Processing and Analysis Unit.

#### Board of Professional Conduct

Responsibilities include enhancing the DEA disciplinary system by bringing a balanced perspective of fairness, consistency and timeliness to its deliberations. Board activity involves close analysis and inquiry into integrity and accident investigations. Mitigation and aggravating factors are considered in determining the appropriateness of Board proposals for clearances and disciplinary actions.

#### Planning and Inspection Division

This program is the principal advisor to management on all matters pertaining to planning, evaluation, organization control, statistical systems, policy analysis, personnel, document and plant security and integrity/misconduct matters. These functions are coordinated and conducted through the Office of Inspections, Security Programs, Planning and Evaluation, Professional Responsibility and Security Programs. Their responsibilities are delineated as follows:

- The Office of Inspections is responsible for conducting inspections and audits. Inspections determine if investigative, administrative and financial operations are efficient, effective and in compliance with applicable laws and regulations. The Office conducts investigations in connection with undercover operations. Equal Employment Opportunity matters as well as surveys and inquiries ordered by the Administrator. All field divisional entities will be inspected every two years, DEA Laboratories at the rate of two to four per year, and selected Headquarters offices at the rate of 5 to 7 per year. Inspections also conduct approximately 16 EEO investigations each year.
- The Office of Professional Responsibility investigates integrity misconduct allegations directed at employees. The investigations are scheduled to be completed within 60 days.
- The Office of Security Programs ensures the enhancement of all DEA-wide security programs and plans for the protection of personnel, property, facilities, and information, including the promulgation of DOJ/DEA policy and procedures and auditing for compliance. The Office of Security Programs as mandated by Order DOJ 2600.2A will ensure the security of DEA and the follow-up necessary to implement security of ADP/telecommunications, documents, personnel, and contingency planning.

- The Office of Planning and Evaluation consists of the Planning and Program Evaluation Section and the Statistical Services Section. This office is also responsible for the following specific duties: conduct special studies of DEA operations and evaluate programs within DEA world-wide; coordinate all outside agency audits and evaluations within DEA; and coordinate and implement pilot programs and special projects developed as a result of evaluation findings. Specific responsibilities are:

- The Planning and Program Evaluation Section is responsible for providing management direction and control through policy and program analysis and strategic planning. The Strategic Plan identifies agency policy and the action required to implement agency action over a three-year period. Various studies and evaluations of operations and programs successfully identify problem areas within DEA. This enables management officials to efficiently redirect resources, if necessary, and take corrective actions.
- The Statistical Services Section implements and maintains statistical systems to meet DEA's needs. All DEA statistical functions were consolidated into this section in January 1983, in order to eliminate the previous fragmentation of statistical programs and to standardize the methodology used in the management of the various systems.

Accomplishments and Workload:

Achievements in the Office of Congressional and Public Affairs covering 1986 include:

- Coordinated the preparation and appearance of DEA officials in 25 Congressional hearings and 62 formal Congressional briefings, and prepared responses for 800 letter inquiries from Congress and responded to 897 Congressional telephone inquiries. Prepared and distributed 43 legislative summaries.
- Processed responses to 30,000 media inquiries and distributed three and one-half million publications.
- Represented the agency and participated in 60 drug-related conferences throughout the country.
- Prepared approximately 50 major speeches for the Administrator and the Deputy Administrator during 1986.
- Wrote three articles for Administrator's byline which appeared in criminal justice journals.

Office of Chief Counsel

The Office of Chief Counsel represented DEA management in administrative hearings involving regulatory, personnel and EEO matters. As a result of the expanded jurisdiction provided by the Comprehensive Crime Control Act of 1984, administrative litigation, forfeiture and criminal matters increased greatly. For example, the compliance and regulatory caseload increased from 64 in 1985 to approximately 100 in 1986, with corresponding increases expected in 1987 and 1988. Forfeiture cases totalled approximately 5,500 in 1986 and should increase to over 12,500 in 1988.

Office of the Controller

- A more intensive analysis and coordinated review of the budget has been implemented with the FBI.
- Integration of the DEA Strategic Planning process with the formal budget process was also accomplished.
- The Accounting Section was realigned to: increase effectiveness and efficiency in support of the agency's mission; establish a monitoring program on travel advances to minimize outstanding travel advances and timely collection of outstanding funds; and improve cash management practices in DEA to maximize the usage of government funds.

- The Budget Section evaluated agency base program resources and reallocated them to more accurately reflect operations and secured approval of a revised program structure to better reflect DEA's utilization of resources.
- The Management Analysis Section satisfied DOJ, OMB, and GAO requirements for implementation of OMB Circular A-123 through the direction and coordination of vulnerability assessments of DEA's programs, administrative functions, and ADP systems. Further analysis in the form of quality assurance reviews was conducted on eight of the 65 assessments. One material weakness and three areas of significant concern were reported to the Attorney General as exceptions to DEA's reasonable assurance for 1986. Three of the four functions designated by OMB for Circular A-76 commercial activity reviews were exempted by DOJ after the initial stages of analysis. Due to OMB Circular A-127, review for contracting in the accounting function has been deferred until DOJ completes development of Financial and Administrative Management Information System (FAMIS) and DEA converts to an automated system that is compatible with FAMIS or the FBI's accounting system.

Board of Professional Conduct

- Completed decisions on 72 Integrity and Misconduct cases referred by the Office of Professional Responsibility and 529 accident cases, submitted by field offices, involving Official Government Vehicles during 1986.

Planning and Inspection Division

- During 1986, the Office of Inspections inspected twelve domestic divisions, seventeen foreign offices, two laboratories, one follow-up inspection, one specialty program, and two Headquarters divisions. Twelve audits were conducted concurrently with inspections, four Special Enforcement Operations (SEO's) and four special audit studies. These inspections and audits resulted in the issuance of 481 Schedules of Findings (totaling 862 recommendations) that, when fully implemented, will result in increased efficiency, economy and effectiveness of operations, assure management that compliance with applicable laws, regulations and rules is achieved, and assure adequacy of internal control over agency assets and expenditures.

Office of Professional Responsibility

- Between 1985 and 1986, the number of integrity/misconduct investigations exceeded the planned output by 59.5 percent. This increase is considered significant, not only in the percentage increase, but by the complexity of investigations. These investigations continued to be conducted on a collateral duty basis by operational field DEA agents under the direction of DEA Inspectors.
- Standardized investigative and reporting procedures were established in 1984 to ensure uniformity in procedures and timely completion. Continued use of these procedures into the future will ensure sufficiency of the investigations and agency needs. Additionally, steps have been taken to automate the indices which will allow for on-the-spot analysis of investigative activity.

Office of Planning and Evaluation

- Coordinated the integration and completion of all aspects of the DEA 1988 Strategic Plan and its production and dissemination.
- Provided major leadership in the development of the 1986-87 National Strategy for Prevention of Drug Abuse and Drug Trafficking by participating in three out of five subcommittees.
- Conducted a review of policies and procedures regarding conditions adversely affecting the accountability or utilization of Federally owned property and developed an Executive Summary of findings and Recommendations.
- Initiated a Review of DEA's Special Agent Recruitment Program.
- Developed DEA's submission for the 1985 Attorney General's Annual Report and completed a draft of DEA's submission for the 1986 Report.

- Initiated a review of Sick Leave and Related Issues.
- Initiated a review of DEA's Fugitive Program.
- Coordinated on-site activities and/or requests for information or responses to reports on over twenty-five GAO and DOJ Audits of DEA.
- Coordinated OMB Circular A-123 reviews and provided recommendations to resolve issues identified in them.

Statistical Services Section

- Commenced the development of the Federal-wide Drug Seizure System, which will be fully implemented in early 1987.
- Initiated and completed 90 percent of the work required to redesign DEA's Defendant Statistical System in order to streamline the processing of arrest and conviction data.
- Produced six issues of the Quarterly Statistical Report and two issues of the Annual Statistical Report, a comprehensive statistical reporting series for use by DEA management.
- Participated in the Design and Implementation of the new Computerized Asset Processing System.
- Provided statistical information in response to more than five hundred requests for information annually from other DEA offices and sources outside DEA.
- Initiated a study regarding the statistical quality of DEA's drug seizure data.

Physical Fitness Program

- Selected and trained 60 Physical Fitness Coordinators and 35 Senior Executive Managers.
- Defined the screening and testing mechanism for all special agent recruits.
- Completed two cyclic health and medical screenings and field assessment testings for special agents.
- Initiated health and physical fitness screening and testing, and provided exercise prescriptions for non-agent participants, and developed a computer program to store and analyze health and medical screening and field assessment testing results.
- Established and published a bi-monthly Health and Fitness Newsletter for the entire DEA workforce.
- Provided exercise training equipment to major field division offices. Provided corporate DEA memberships for special agents in resident offices.

Office of Security Programs

- Between May and December 1986, the Office of Security Programs conducted the following: 75 Comprehensive Physical Security Surveys of domestic DEA offices and laboratories; 8 Comprehensive Physical Security Surveys of DEA foreign offices; conducted physical security assessments of more than 30 foreign DEA residences; and 2 extensive Technical Surveillance Countermeasures Surveys.
- As a joint effort of the ADP and Physical Security Units, a computer program has been formulated for the rapid extraction of synopsized security data pertaining to DEA facilities by division, country office, individual office, survey date, criticality of security posture and servicing security specialist.
- The Executive Protection Detail, received in excess of 1,000 hours of specialized training in protection and anti-terrorist courses. This unit provided around-the-clock protection for seven days to the Italian Minister of Interior and his delegation at the request of the Attorney General's Office.
- A new computer program was implemented to monitor, synopsize, and report world-wide terrorist information that could impact on DEA operations and personnel.

**Program Increase:** Nine positions (6 agents, 1 intelligence specialist, 1 professional/administrative, 1 technical/clerical); 7 FTE workyears; and \$930,000 (including contract funds of \$80,000 for the Physical Fitness program) are requested for the Office of Planning and Inspection.

These resources are needed in the subject service areas to keep pace with the growth in agency size and to handle several new or expanded functions. Specific enhancements are required for the following services:

<u>Function</u>	<u>Positions</u>	<u>Services Enhanced</u>
Office of Professional Responsibility	3	Handle an increase in the more serious and complex employee misconduct and integrity investigations due to higher-level caseload in agency criminal drug investigations and its commensurate greater potential for staff impropriety.
Office of Security	5	Respond to recent trend of increased threats to staff and facilities, and to provide for more timely completion of background investigations.
Physical Fitness Program	1	Formalize the establishment of an agency-wide physical fitness conditioning and nutrition counseling for all staff to be coordinated at Headquarters. Two non-agent administrative support positions will be contracted out in lieu of establishing full-time permanent employees.

Expected benefits follow:

- The enhanced staffing for the Office of Professional Responsibility will assure that the integrity of DEA operations and staff remain at an unassailable level.
- The staff increase in the Office of Security will help to preclude costly damage to both DEA physical facilities and staff from terrorists and other hostile drug trafficking organizations.
- The new physical fitness program will ensure a more healthy, durable, and productive workforce by minimizing injury, sickness and stress-related disabilities, through nutrition, exercise conditioning, counseling and incentives. The program is particularly designed for the hazardous special agent work.

1987 Appropriation Anticipated			1988 Base			1988 Estimate			Increase/Decrease			
Perm. Pos.	WY	Amount	Perm. Pos.	WY	Amount	Perm. Pos.	WY	Amount	Perm. Pos.	WY	Amount	
Administrative Services .....	152	143	\$9,108	151	142	\$10,097	151	142	\$10,097	...	...	...

Long-Range Goal. To provide effective and efficient administrative support to enable the optimum achievement of the DEA mission.

Major Objectives:

To provide effective position management and appropriate compensation of employees, including merit pay, benefits, awards and retirement services.

To provide guidance and assistance and to process all disciplinary actions, and grievances and to establish policy and advice on performance appraisals.

To validate personnel procedures and practices, which will withstand legal challenges in areas of employee performance appraisal, selection, promotion, and discipline.

To provide health services, including employee assistance on personal and behavioral problems affecting performance and well being.

To recruit, staff and manage DEA staff according to Federal Equal Employment Opportunity regulations and procedures.

To provide and manage office and special purpose space to meet various DEA requirements.

To provide permanent change of station orders processing and the necessary support services to employees who are being transferred.

To provide an efficient and responsive contracting and procurement program with full and open competition and to increase the level of participation of small, minority-owned businesses and firms that hire the handicapped.

To provide furniture, office equipment, and motor vehicles in support of all DEA operational and administrative activities.

To process and distribute office supplies and mail and to provide graphic arts services for DEA headquarters and field elements.

Base Program Description:

Personnel Operations

An efficient personnel program is required to recruit and bring on-board a variety of dedicated and proficient staff in order to carry out the difficult and diversified functions inherent in DEA mission responsibilities. The need for a highly mobile force for locations in every state and over forty countries throughout the world, adds to personnel operation problems and workload.

All personnel work, other than limited clerical functions are centralized in Washington, D. C.

- DEA requires comprehensive personnel management which includes the following: classification; pay and position management, employee relations, assistance, and benefits; recruitment and placement; health and safety; personnel systems automation development; and validation and analysis of personnel procedures.
- The Office of Personnel advises and assists managers and employees on personnel matters, develops policy and provides guidance for the effective management of the workforce. Processing actions involved include those associated with discipline, adverse action, grievances, appeals, performance appraisal, job description, retirement, awards, benefits, compensation, safety, health and employee relations assistance.
- Personnel resources have been expended to assist in fully automating the personnel systems during 1985, 1986 and 1987. This will culminate in a streamlined and more efficient operation, but it has and will continue to increase personnel staffing workload during the planning, designing and implementation stages.
- The Office of Personnel is also involved in validating personnel processes of selection, employment, promotion and appraisal. These efforts, which will also require automation, will continue through 1987.

#### Equal Employment Opportunity

EEO programs are needed to ensure that DEA focuses on the legal and moral responsibilities in acquiring and managing its workforce in order to prevent discrimination and morale problems and to achieve equitable treatment of its employees as follow:

- The EEO staff develops an EEO program report for minorities and women and the Affirmative Action Plan for Handicapped and Disabled Persons. The Office of Personnel develops the Federal Equal Opportunity Recruitment program plan. These plans form the basis for coordination and definitive actions to meet major EEO objectives.
- The EEO staff works closely with the DEA Office of Personnel to plan and implement special employment programs. The EEO staff also presents training programs for managers and supervisors on EEO and Affirmative Action responsibilities. Personnel policies, practices and procedures are reviewed to ensure there is no adverse impact on minorities, women or handicapped persons.
- An EEO specialist has specific responsibility for managing the DEA's complaint system in order to process complaints of discrimination in a timely manner.

#### General Services

The General Services staff responds to all administrative support requirements identified. All worldwide elements and employees of DEA are served by this program as follow:

- The acquisition and utilization of space are centrally managed. Requests for expansion of space and changes in current office dimension configurations as well as space problems are evaluated, with appropriate action taken.
- All permanent change of station orders are processed on a timely basis. This includes processing necessary information concerning relocation benefits and financial details for each employee undergoing transfer.
- Stocks of frequently used office supplies and forms are maintained. Limited art, photographic and audio visual services are provided through in-house capabilities. Contract services are used for the moving of furniture.

- Requests for formal contracts and requisitions for all other types of procurement are processed in accordance with applicable regulations and agency policy guidelines by the DEA Contract and Procurement staff. Representative samplings of field office procurements are also reviewed for accuracy and conformance to these guidelines and regulations.
- Furniture and equipment requisitions are carefully screened for need prior to authorization. Use of rehabilitated items are recommended whenever feasible.
- Motor vehicle resources are controlled and maintained through a central management program to insure that existing and future vehicles are adequate and efficient, properly utilized, economically maintained, and replaced as required by appropriate regulations.

Accomplishments and Workload:

Personnel Operations

During 1986 the following major achievements were realized:

- Essential technical assistance was provided to key individuals in various divisions, resident offices, and laboratories in pay administration (including Time and Attendance (T&A) reporting), classification, etc. Trips were made to various division, resident offices and laboratories to provide essential individual assistance on a variety of critical personnel matters. Presentations on more chronic personnel problem matters were also prepared and given to various groups of employees and management at conference, management meetings and training. Plans call for increases in these personnel field assistance trips.
- The new T&A Desk Top Guide was revised, updated and distributed throughout DEA, and has and will continue to provide valuable reference information on procedures and thereby prevent many errors. Standard Operating Procedures were developed to cover work done throughout the Office of Personnel, and will serve various purposes. Plans call for more and improved guidance to the field.
- Personnel has been providing the program assistance and working closely with the FBI in the initial efforts to establish a joint FBI/DEA Payroll/Personnel Information System. In early 1986, the Requirements Analysis phase was completed. Micro computers were obtained in order to utilize the DOJ Personnel and Payroll System when the Department of Justice Payroll/Personnel System files are accessed. Personnel specialists will have immediate access in 1987 to a variety of personnel and payroll information appropriate to servicing needs.
- Personnel/payroll system development will be an ongoing process for the next several years, to progress to full implementation.
- Continued progress has been made on expansion of health services and programs. Procedures have been implemented to ensure that examinations are completed annually for agents over 40 and every 3 years for agents under 40. An Employee Health Services contract was awarded to provide on-site services to all DEA division offices. DEA post incident/injury trauma teams were established, and implemented agency-wide.
- The second phase of a survey study was completed to analyze injury cause including a cost comparison for DEA and FBI.
- During 1986, identification of elements comprising valid special agent performance appraisal criteria and the various levels of subject job knowledge, skills and experiences was completed for all agent positions. A contracted statistical analysis was then completed which compared the agency's incumbent agent status to the identified valid elements of these positions. Development was processed into an automated DEA Validation Reporting Information System, which will provide ongoing assessments of agency personnel recruitment, placement and promotion practices to ensure equitable treatment of all agents.
- New job elements and work plans were developed for all agents and will be utilized by supervisors for criteria, procedures, and training in 1987.

Equal Employment Opportunity Programs

- In 1986, DEA awarded approximately 59 percent of its prime contracts, which amount to more than \$29,326,000 to small business concerns and approximately 16 percent of its formal contracts over \$10,000, which total \$18,582,000, to minority business concerns under the Small Business Administration's 8(a) program.
- EEO complaints are continuing to be processed in a timely fashion.
- A cooperative education program to recruit women and minorities has been established and the Selective Placement Program for the Handicapped has been transferred from the Office of Personnel to the EEO staff.

Administrative Services

- The Transportation Unit developed an improved voucher submission suspense and follow-up system and recovered a total of \$1,330,000 to be made available for additional transfers that would have otherwise had to be deferred.
- Tighter controls were implemented in the Property Management Unit to limit the number of transfers or donations of Official Government Vehicles to other agencies so that DEA was able to recoup greater sale proceeds for the purchase of replacement vehicles.
- Cost reductions were achieved by the Office Services Unit through rehabilitation of over 340 pieces of office furniture, replacement of 78 copiers worldwide, and through implementation of new controls for outgoing mail in 1986.
- New and improved procedures were implemented in the Contracting and Procurement Unit to aid in scheduling of work, interface with DEA technical staff and clients served, and ensure full and open competition.
- The workload in the Facilities Management Unit was realigned among the space management specialists to foster close working relationships with field clients, and to provide better monitoring and follow-up of ongoing projects, which totaled over 150 separate actions in 1986.

## Drug Enforcement Administration

## Salaries and expenses

## Financial Analysis Program Changes

(Dollars in thousands)

ITEM	Domestic		Research, Engineering and technical operations		Int'l & telecommunications		Executive Direction and Control		Total		
	Pos.	Amount	Pos.	Amount	Pos.	Amount	Pos.	Amount	Pos.	Amount	
	1	2	3	4	5	6	7	8	9	10	
Grades											
65 15.....	1	1	452	1	...	...	1	...	...	1	452
65 14.....	1	3	133	1	...	...	1	...	3	1	133
65 13.....	1	12	451	1	4	4150	1	...	3	1	4113
65 12.....	1	8	254	1	4	126	1	...	2	1	14
65 11.....	1	5	130	1	2	53	1	...	1	1	212
65 9.....	1	2	45	1	1	22	1	...	1	1	3
65 7.....	1	6	108	1	5	87	1	...	1	1	268
65 6.....	1	10	162	1	6	96	1	9	144	1	28
65 5.....	1	9	130	1	6	86	1	2	29	1	245
Total positions and annual rate...	1	56	1,469	1	28	622	1	15	244	1	108
Lapse (-).....	(14)	(367)	(61)	(115)	(14)	(651)	(2)	(621)	(12)	(126)	(649)
Permanent workyears and compensation.....	1	42	1,101	1	22	467	1	11	179	1	82
Other personnel compensation.....	1	3	92	1	2	41	1	...	1	1	6
Total workyears and personnel compensation.....	1	45	1,184	1	24	508	1	11	179	1	88
Personnel benefits.....	1	126	1	69	1	25	1	73	1	294	
Travel.....	1	303	1	124	1	5	1	...	1	1	468
GSA Rent.....	1	221	1	161	1	86	1	52	1	1	628
Utilities and miscellaneous charges.....	1	216	1	110	1	40	1	43	1	1	403
Printing & reproduction.....	1	2	1	1	1	2	1	...	1	1	5
Other services.....	1	4,643	1	492	1	534	1	319	1	1	6,058
Supplies.....	1	261	1	51	1	25	1	30	1	1	132
Equipment.....	1	353	1	2,421	1	11,471	1	168	1	1	14,483
Total workyears and deliberations, 1988	45	7,209	24	3,96	11	12,417	8	939	88	1	24,552

Drug Enforcement Administration

Salaries and expenses

Status of Congressionally Requested  
Studies, Reports, and Evaluations

The Senate Report relating to Department of Justice Appropriation Act, 1987 (Senate Report 99-425) requested that:

1. In the conference report on the 1986 Supplemental Appropriations Act, Public Law 99-349, the conferees directed the Attorney General as Chairman of the National Drug Enforcement Policy Board, to convene the Board to address on an emergency basis the crisis phenomenon that cocaine freebase, "rock" and "crack" have caused in communities throughout the Nation. The Committee wishes to reiterate the importance of this report to State and local law enforcement authorities who are engaged in the battle to suppress "crack" houses and laboratories in areas such as Newark, NJ, New York, NY, and Miami, FL where this form of cocaine abuse is most prevalent.
  - \* This report was sent to Congress on October 1, 1986.
2. The Attorney General, in coordination with Drug Enforcement Administration, is directed to submit a report to the Committee on Appropriations no later than July 1, 1987, outlining the specifics for the use of funds recommended by the Committee for construction of a new all source intelligence center to modify or replace the El Paso Intelligence Center. This report shall include the location for such a center and detailed rationale for such site selection. It is the Committee's intent that this report will identify current usage of EPIC by all participating Federal agencies, as well as proposals for increased participation in a new or modified center.
  - \* This matter is under review at the Department of Justice.

The House Appropriations Committee Report on the Department of Justice Authorization Act, 1987 (House Report 99-669), directed the Drug Enforcement Administration to submit a report to the Committee in writing by January 1, 1987, on efforts to coordinate activities between the National Institute of Drug Abuse, the Centers for Disease Control and the Department of Education and the DEA. This report should include long-term plans at coordinated prevention activities.

- \* This report was sent to Congress on January 27, 1987.

FBI Enforcement Administration		Program Increases	
Program	Rating	Program	Rating
Investigative enforcement	1	R&D and telecommunications	1
Federal cooperative investigations	2	Logistic enforcement	2
Organized crime drug enforcement	3	Executive direction and control	3
State and local task forces	4	Research, engineering, and technical operations	4
Intelligence control	5		
Intelligence	6		
R&D and telecommunications	7		
Research, engineering, and technical operations	8		
FBI laboratory services	9		
ICU training	10		
Executive direction and control	11		
Administrative services	12		
Records management	13		
State and local training	14		
State and local laboratory services	15		

## Salaries and Benefits

## Priority Rankings

## Priority Program

Program	Rating
Investigative enforcement	1
Federal cooperative investigations	2
Organized crime drug enforcement	3
State and local task forces	4
Intelligence control	5
Intelligence	6
R&D and telecommunications	7
Research, engineering, and technical operations	8
FBI laboratory services	9
ICU training	10
Executive direction and control	11
Administrative services	12
Records management	13
State and local training	14
State and local laboratory services	15

Non-Educational Administration

Salaries and expenses

Detail of personnel entities by category

Fiscal years 1986 - 1988

Category	1986 Number of employees	1987 Number of employees	1988 Number of employees	1986		1987		1988		
				Full-time equivalents	Temporary equivalents	Full-time equivalents	Temporary equivalents	Full-time equivalents	Temporary equivalents	
Administrative	22	1	22	1	...	22	1	22	1	
Other legal and legal advice (40)	5	1	5	1	...	5	1	5	1	
Legal Institute & Planning Service (40)	23	1	23	1	...	23	1	23	1	
Special Institutional Services (40)	109	1	109	1	...	109	1	109	1	
Central Infrastructure Service (40)	2,016	4	2,016	4	...	2,015	4	2,015	4	
Maintainance Services (40)	34	4	34	4	...	34	4	34	4	
Other Maintenance Operations (40)	16	1	16	1	...	16	1	16	1	
Intelligence Services (40)	41	1	41	1	...	41	1	41	1	
Personal Support (20) - Civilian	81	1	81	1	...	81	1	81	1	
Federal Administrative, Clerical and Office Services (40)	1,351	1	1,352	1	...	1,350	1	1,350	1	
Biological Sciences (40)	4	1	4	1	...	4	1	4	1	
Geoscience Services (40)	123	1	123	1	...	125	1	125	1	
Medical, Dental and Public Health (40)	3	1	3	1	...	3	1	3	1	
Engineering and Architecture Service (40)	6	1	6	1	...	6	1	6	1	
Information and Data Storage (40)	13	1	13	1	...	13	1	13	1	
Business and Industry Service (100) (12)	9	1	9	1	...	9	1	9	1	
Physical Sciences (other than Geosciences) (120) (12)	10	1	10	1	...	10	1	10	1	
Census Service (120)	15	1	16	1	...	16	1	16	1	
Library and Archives Board (140) (40)	3	1	3	1	...	3	1	3	1	
Mathematics and Statistics Service (150) (50)	7	1	7	1	...	7	1	7	1	
Equipment, Facilities and Service Sector (160) (40)	2	1	2	1	...	2	1	2	1	
Education Service (170) (12)	5	1	5	1	...	5	1	5	1	
Social Services (180) (12)	3	1	4	1	...	3	1	2	1	
Transportation (180) (12)	6	1	6	1	...	6	1	6	1	
Programmed Taxes & Foreign Service Sector	41	1	41	1	...	21	1	21	1	
Total	4,535	1	5,031	1	629	1	5,688	1	5,720	1
Wartime	1,016	1	1,015	1	75	1	1,120	1	1,110	1
U.S. Field	3,439	1	3,436	1	436	1	4,186	1	4,118	1
Foreign Field	90	1	96	1	56	1	402	1	402	1
Total	4,535	1	5,031	1	629	1	5,688	1	5,720	1

## DRAFT BUDGET REQUEST - DRAFTED BY THE

## REFERRALS AND EXPENSES

## SUMMARY OF ADJUSTMENTS TO BASE

(Dollars in thousands)

	Perm. Pos.	Work- years	Amount
1967 as enacted.....	5,680	5,149	\$479,500
1967 Pay and retirement supplement requested.....	...	...	9,917
1967 Foreign supplement requested.....	...	...	776
1968 appropriated and anticipated.....	5,680	5,149	490,193
Adjustments to base.....	-58	-58	-911
Changes resulting from management initiatives.....			
Uncontrollable increases.....			
One additional compensable day.....	...		732
Annualization of 200 additional positions approved in 1967.....	395		11,181
Annualization of Federal Employee Retirement System costs.....	...		18,557
Annualization of 1968 pay increase.....	...		4,606
Within grade increases.....	...		1,835
Retirement contributions - social security (FICA).....	...		36
Medicare costs.....	...		7
Locality based per diem.....	...		2,000
Federal Employee Compensation Act (FECA) - Workers' compensation.....	...		172
Gas Rent.....	...		4,781
Non recurring reimbursable services.....	...		204
Federal Telecommunication System (FTS).....	...		417
Telephone service.....	...		42
GPO printing costs.....	...		12
Employee data and payroll services.....	...		215
Foreign allowances.....	...		324
Distributed Administrative Support.....	...		742
General pricing level adjustment.....	...		2,691
Total, uncontrollable increases.....	395		48,754

## DEA Enforcement Administration

## Salaries and Benefits

## Summary of Additions/Deletions to Base

(Dollars in thousands)

	Perm. Pos.	Work- years	Amount
<b>Decreases:</b>			
Reduction for change in hourly rate.....			(459)
Reduction in Health Benefits costs.....			(269)
Reduction in per page cost of Federal Register and Code of Federal Regulations.....			(7)
Nonrecurring costs- background investigations for 1987 position increases.....			(496)
Nonrecurring costs- vehicles for 1987 position increases.....			(1,413)
Nonrecurring costs- equipment for 1987 position increases.....			(5,164)
Nonrecurring costs- permanent change of station costs for 1988 position increases.....			(636)
Nonrecurring costs- training for 1987 position increases.....			(689)
Nonrecurring costs- vehicles for positions in 1987 Omnibus Drug Supplemental .....			(5,044)
Nonrecurring costs- equipment for positions in 1987 Omnibus Drug Supplemental .....			(1,752)
Nonrecurring costs- training for positions in 1987 Omnibus Drug Supplemental .....			(1,847)
Nonrecurring costs- aircraft program approved in the 1987 Omnibus Drug Supplemental.....			(11,500)
Nonrecurring costs- radio equipment for positions in 1987 Omnibus Drug Supplemental .....			(2,135)
Nonrecurring costs- technical equipment for positions in 1987 Omnibus Drug Supplemental .....			(1,630)
Nonrecurring costs- intelligence center construction.....			(7,500)
Total, decreases.....			(40,541)
1988 Base.....	5,622	5,486	497,495

Drug Enforcement Administration

Salaries and expenses

Justification of Adjustments to Base  
(Dollars In thousands)

<u>Savings Due to Management Initiatives</u> .....	Perm. Pos.	Work- years	<u>Amount</u>
.....	-58	-58	-\$911

Uncontrollable increases:

1. One additional compensable day .....  
The annual salary rate for Federal employees is based on 260 paid days. 1988 has one more compensable day (262) than 1987 (261). (Permanent personnel compensation of \$171,790,000 divided by 260 = \$641,000 plus \$91,000 for benefits.) .....     ...     ...     732
2. Annualization of additional positions approved in 1987 .....  
This provides for the annualization of 785 additional positions approved in 1987. .....     ...     395     11,181

	<u>Approved 1987 Increases</u>	<u>Annualization Required</u>
Annual salary rate of 785 approved positions .....	\$18,976	
Less lapse (50 percent) .....	-9,488	<u>\$9,488,000</u>
Net compensation .....	9,488	
Associated employee benefits .....	1,693	1,693,000
Total costs subject to annualization .....	11,181	11,181,000

This estimate does not include the effect of employees transferring into the Federal Employees Retirement System (FERS).

3. Annualization of Federal Employees' Retirement System Costs .....  
This request provides for the additional costs in 1988 necessary to continue implementation of the Federal Employees' Retirement System Act of 1986, P.L. 99-335. This act established a retirement program for Federal civilian employees and postal workers hired after December 31, 1983, who are covered by social security, and for employees under the Civil Service Retirement System who choose to transfer into the new system. The calculations were determined from an OMB approved formula. Additionally, \$1,683,000 of the 1987 requirement was absorbed. Total annualization required is \$18,557,000.     ...     ...     18,557

	<u>Perm. Pos.</u>	<u>Work- years</u>	<u>Amount</u>
4. Annualization of 1987 pay increase .....	...	...	\$4,806
This request provides for the annualization of the January 4, 1987, pay increase. The calculation of the amount required for annualization is based on 68 paid days (October 1, 1986 through January 3, 1987) which were not included in the pay raise amount of \$2,593,000. Total annualization required is \$4,806,000.			
68/261 x pay raise amount for 1987 .....	\$1,301,000		
1987 absorption of pay .....	3,505,000		
Total annualization .....	4,806,000		
5. Within-grade increases .....	...	...	1,835
This request provides for an expected increase in the cost of within-grade increases. This increase is generally consistent with increases experienced in recent years and is approximately one percent above the base for compensation and related benefits for permanent employment. (Personnel compensation \$1,610,000 and benefits \$225,000 = \$1,835,000).			
6. Retirement contributions - Social Security (FICA) .....	...	...	36
Beginning January 1, 1985, the base on which earnings for Social Security computations are calculated increased from \$37,800 to \$39,600. Additionally, beginning January 1, 1986, the base for computation increased to \$42,000 and the rate changed from 7.0 to 7.15 percent. This increase is computed for 4,786 eligible employees.			
7. Medicare costs .....	...	...	7
Beginning January 1, 1985, the base on which earnings for medicare computations are calculated increased from \$37,800 to \$39,600. Additionally, beginning January 1, 1986, the base for computation increased to \$42,000 and the rate changed from 1.35 to 1.45 percent. This increase is computed for 5,680 eligible employees.			
8. Locality based per diem .....	...	...	2,000
Public Law 99-234 authorized a new locality-based per diem and lifted the \$75.00 ceiling in certain geographic areas. An uncontrollable increase of \$2,000,000 is required to meet the expected 10 percent increase to total travel costs.			

	<u>Perm- Pos.</u>	<u>Work- years</u>	<u>Amount</u>
9. Federal Employees' Compensation Act (FECA) - Workers' Compensation .....	...	...	\$172
This increase reflects the billing provided by the Department of Labor for the actual costs in 1986 of employees' accident compensation. The 1988 amount will be \$4,280,000 or \$172,000 over the 1987 base.			
10. GSA rent .....	...	...	4,781
In 1987, the Rent System replaces the Standard Level User Charges (SLUC) system. GSA will charge rental rates that approximate those charged to commercial tenants for equivalent space and related services. An uncontrollable increase of \$4,781,000 is required to meet our commitment to GSA.			
11. GSA recurring reimbursable services .....	...	...	204
Reimbursable payments are made to GSA for heating, ventilation and air conditioning provided in excess of normal working hours and for guard service. GSA has estimated a 4.2 percent increase of \$204,000 in fees for these services in 1988 over 1987 charges of \$4,854,000.			
12. Federal Telecommunications System (FTS) .....	...	...	417
The General Services Administration has advised of a 16 percent increase in Federal Telecommunications System (FTS) Intercity costs for 1986. This increase is mainly due to unanticipated tariff increases, savings GSA had built into their original budget estimate which will not materialize and 1985 costs which were not billed by GSA last year. An increase of \$417,000 over the 1987 base of \$4,676,000 is requested.			
13. Telephone service .....	...	...	42
On February 25, 1986, the District of Columbia Public Service Commission (PSC) issued its final order in the Chesapeake and Potomac telephone company (C&P) rate case. The PSC, in its order, allowed C&P to increase its rates by \$31 million and set the rates for C&P's intrastate services.			
The PSC order affects the rates the Federal Executive Agencies will pay for basic exchange service, CENTREX services, service connections, direct inward dialing services and channel services. These changes will increase the 1987 cost of operating the Justice Telecommunications Service (JTS) by an estimated \$552,000.			
An increase of \$42,000 over the 1987 base of \$660,000 is requested to pay DEA's portion of these charges.			
14. GPO printing costs .....	...	...	12
The Government Printing Office (GPO) is currently projecting a 3 to 4 percent increase over the 1987 printing cost of \$399,000. An additional \$12,000 will be required in 1988.			93

	<u>Perm. Pos.</u>	<u>Work- years</u>	<u>Amount</u>
15. Employee data and payroll services .....	...	...	\$215
Centralized employee data and payroll services are provided to all Departmental organizations except the Federal Bureau of Investigation. Charges for these services, which include information systems maintenance and payroll accounting are based on the number of records maintained. The rate of \$145.64 per record in 1986 will be raised to \$155.76 per record for 1988. The change is based on anticipated uncontrollable cost increases of 6.9 percent for the operation of the Justice Employee Data Service.			
An increase of \$215,000 has been included to improve the Human Resources Management Information system (HRMIS). This improvement will enhance the productivity of all Department components as well as the support units of accounting, budgeting and procurement. This retooling of support systems will allow the Department to operate an efficient, effective and businesslike administrative operation.			
16. Foreign allowances .....	...	...	324
Allowances for Government employees in foreign areas are determined by the Department of State. The State Department anticipates a 7.9 percent increase in 1988. The requested increase of \$324,000 provides 7.9 percent more than the \$4,105,000 budgeted for 1987.			
17. Distributed administrative support .....	...	...	742
Under the Foreign Affairs Administrative Support agreement, an annual charge is made by the Department of State (DOS) for administrative support items. The amount of this charge is determined by the DOS. The DOS advises that a 5 percent average increase in foreign operation costs is anticipated. The increase of \$742,000 is based on a 1986 base availability of \$3,620,000.			
18. General pricing level adjustment .....	...	...	2,691
This request applies OMB pricing guidance as of December 1986 to selected expense categories. The increased costs identified result from applying a factor of 3.5 percent against those subobject classes where the prices that the Government pays are established through the market system instead of by law or regulation. Generally, the factor is applied to supplies, materials, equipment, contracts with the private sector, transportation costs and utilities. Excluded from the computation are categories of expense where inflation has already been built into the 1988 estimates.			
Total uncontrollable increases .....	...	395	48,754

Nonrecurring Decreases:

		Perm. Pos.	Work- years	Amount
1.	Reduction for change in hourly rate .....	...	...	-\$459
	Public Law 99-272, the Consolidated Omnibus Budget Reconciliation Act of 1985 required that the computation of annual salary rates be based on 2,087 hours rather than 2,080. The same amount that was reduced in 1984 and restored in 1986 is requested for reduction in 1988.			
2.	Reduction in Health Benefits .....	...	...	-269
	The Federal Employees' Health Benefits Act (P.L. 93-246) provided that the Government's share of health insurance would be 60 percent of the total rate commencing in 1975. Effective for the first pay period after January 1, 1986, the Department's actual contribution to health insurance decreased approximately 6 percent due primarily to reduced carrier rates.			
3.	Reduction in per page cost of the Federal Register and the Code of Federal Regulations .....	...	...	-7
	The Legislative Branch Appropriation Act of 1978 (P.L. 95-941) amended the Federal Register Act to require Federal agencies to reimburse the Government Printing Office for costs of printing, binding and distributing the Federal Register (FR) and the Code of Federal Regulations (CFR). The current cost estimates from GPO indicate a per page cost of \$390 for the FR and \$55 for the CFR for 1988. This represents an \$18 per page decrease for the FR and a \$5 per page decrease for the CFR.			
4.	<u>Nonrecurring costs for 156 positions included in the 1987 Continuing Resolution (P.L. 99-500)</u>			
a.	Nonrecurring costs - background investigations .....	...	...	-496
b.	Nonrecurring costs - motor vehicles .....	...	...	-1,413
c.	Nonrecurring costs - equipment .....	...	...	-5,164
d.	Nonrecurring costs - permanent change of station.....	...	...	-636
e.	Nonrecurring costs - training .....	...	...	-689

	Perm. Pos.	Work- years	Amount
<u>5. Nonrecurring costs for 629 positions approved in the 1987 Omnibus Drug Supplemental (P.L. 99-500)</u>			
a. Nonrecurring costs - motor vehicles .....	...	...	-\$5,044
b. Nonrecurring costs - equipment .....	...	...	-1,752
c. Nonrecurring costs - training .....	...	...	-1,847
d. Nonrecurring costs - radio equipment .....	...	...	-2,135
e. Nonrecurring costs - technical investigative equipment .....	...	...	-1,630
<u>6. Nonrecurring costs - aircraft program approved in the 1987 Omnibus Drug Supplemental (P.L. 99-500) ..</u>	...	...	-11,500
<u>7. Nonrecurring of the Intelligence Center construction funding provided in 1987 .....</u>	...	...	-7,500
Total decreases (automatic non-policy) .....	...	...	-40,541
Total adjustments to base .....	<u>-58</u>	<u>337</u>	<u>7,302</u>



bus fluorescent illumination  
salinity and tides  
amounts of nutrients by flow and direct (less  
tides in flow)

Topic #	1973 Estimate		Recent/Success	
	Watkins	Watson	Watkins	Watson
10.1 Full tide estimate.....	5,030 118,720	5,030 118,761	419 16,971	
10.2 other than full tide estimate.....	5% 1,134	5% 1,214	" "	
10.5 other fresh groundwater.....	68 10,821	72 10,618	55 10	
Total, waters and estuarine circulation.....	5,046 131,516	5,046 203,688	414 17,122	
1. Fresh water discharge.....	56,428	71,036	22,049	
2.1 Fresh and saltwater discharge.....	5,420	5,417	1,405	
2.2.1 Fresh.....	5,211	5,169	...	
2.2.2 Saltwater.....	224	324	...	
3.1 Freshwater to other.....	1,013	6,800	5,401	
3.2.1 Freshwater, saline and estuarine discharge.....	1,013	2,835	1,185	
4 Freshwater projection.....	931	1,118	10	
5 Other discharge.....	40,337	61,355	4,229	
6 Freshwater and saltwater discharge.....	12,511	16,320	4,229	
7 Freshwater and saltwater projection.....	12,155	31,912	61,310	
8 Freshwater and saltwater projection.....	12,550	12,550	12,550	
9 Increase change.....	125	125	125	
Total discharge.....	5,816 61,020	6,729 523,807	474 36,793	
Relative of discharge to today:				
Original balance start of year.....	76,805	91,905		
Original balance end of year.....	61,815	101,361		
Difference.....	61,612	51,556		

## Drug Enforcement Administration

## Salaries and expenses

Status of Construction and Summary of New Facilities Requirements  
(In thousands of dollars)

<u>Project</u>	<u>Capacity</u>	<u>Budget Request or Appropriation</u>				<u>Total Current Cost Estimate</u>	<u>Current Status - January 1987</u>		<u>Expected Completion Date</u>	<u>Expected Activation Date</u>
		<u>Planning and Site Acquisition</u>	<u>Construction</u>	<u>Fiscal Year</u>	<u>Amount</u>		<u>Fiscal Year</u>	<u>Amount</u>		
<b>Partially funded:</b>										
El Paso Intelligence Center	...	1987	...	1987	\$7,500	\$7,500	\$7,500	...	April, 1988	April, 1988

Pursuant to P.L. 99-500, funding to be released upon submission of detailed plan to Congress by July 1, 1987.

Mr. HUGHES. Thank you very much, Mr. Lawn.

I would like to ask you, first of all, some questions dealing with the allocation of resources for 1987. How have you allocated the \$60 million appropriated for fiscal year 1987 provided for DEA in the Anti-Drug Abuse Act of 1986?

Mr. LAWN. Of the \$60 million that have been allocated to DEA, \$23.1 million of that money was allocated to domestic enforcement efforts, \$14.7 million was allocated to the Air Wing in support of enforcement efforts, \$8.8 million to foreign investigations, \$8.5 million to our State and Local Program, \$3.2 million to our Diversion Program, and \$1.6 million to our Laboratory Program.

Mr. HUGHES. What was the amount for diversion?

Mr. LAWN. Three point two million dollars.

Mr. HUGHES. As reported by our committee and, in fact, at your recommendation, \$30 million of the additional appropriation was for the Diversion Control Program. As I understand your testimony, only \$3.2 million of that was utilized for diversion.

Mr. LAWN. Yes, sir.

Mr. HUGHES. Can you explain that?

Mr. LAWN. Yes, sir.

There were two processes and functions, Mr. Chairman, the House process and the Senate process, allocating monies to the Drug Enforcement Administration. When the money was allocated, we determined in keeping with the mandate of Congress, that it should be reprogrammed in our enforcement efforts. Based upon the fact that we had still not filled the vacancies for positions that were given to us in the supplemental of 1985, we have reprogrammed that money into the Enforcement Program in order to best address the—

Mr. HUGHES. Well, are you saying that the Senate, in its allocation, had a different allocation than you saw come out of the House?

Mr. LAWN. Yes, sir, that's true.

Mr. HUGHES. And what did you understand the Senate allocation to be?

Mr. LAWN. I'm sorry, Mr. Chairman, I don't have those figures, but there was a substantial difference between the Senate recommendation and the House recommendation.

Mr. HUGHES. That doesn't seem like a fair compromise. Even when we go to conference with the Senate, we end up with about a 50 percent success rate, and, as I figure it, that is about 10 percent.

Mr. LAWN. Yes, sir.

Mr. HUGHES. Only ten percent of the monies we provided in the final version ended up in the Diversion Program, and that troubles me. Is that because we don't have the needs that you indicated you had in the Diversion Program in 1987?

Mr. LAWN. No, sir. Certainly the needs in diversion are real needs, and diversion is a part of the overall Enforcement Program.

As recently as a week ago, in supporting the Diversion Program, I had my headquarters staff contact every domestic office so that they would give me a managerial level assessment of the diversion needs for manpower in each of our offices around the country. Determination as to our manpower needs was based upon my direct

involvement with our field managers in order to make a determination as to how best we could address the enforcement efforts.

Mr. HUGHES. You see my problem? We ask for information as to how you can best spend resources, and this is the first time I have heard an explanation that this is the reason we didn't spend \$30 million or even close to the \$30 million, because the Senate had a different plan. How do we, in fact, develop policy in that fashion? I don't remember any testimony that was furnished to the Senate that would suggest that the allocation should be different than we understood were the needs of DEA for 1987.

Mr. LAWN. I suppose, Mr. Chairman, the responsibility is mine, because when we received the allocation from the Anti-Drug Abuse Act, I had to determine the strategy that I believed to be most necessary to address the major drug problems that we saw in the country, and we reprogrammed the money based upon that strategy.

Mr. HUGHES. On pages 63 to 65 of your submission, you present some of the costs of the TEMPEST Program. Could you explain what TEMPEST means and what it is?

Mr. LAWN. Yes, sir. Of the monies that we are requesting in fiscal year 1988 budget, about \$12.5 million will be hopefully allocated to our ADP Program. In order to receive classified information, our computers must be TEMPEST rated. They must be secure computers. The monies we are allocating are to give us the wherewithal where we can receive classified information and we can be in a position to distribute that classified information domestically and internationally. This is part of a long-range plan, and this is phase two of that plan. Hopefully the TEMPEST rating of all of our equipment will be completed by fiscal year 1990.

Mr. HUGHES. Your submission indicates that the costs for 1988 would be \$21.8 million. Is that correct?

Mr. LAWN. Yes, sir. That is for the positions as well as the actual hardware; \$12.5 million in order to secure a computer in a secure location, the TEMPEST rating, and then an additional \$7 million and 56 positions for the individuals in order to work in the data processing area in direct support of enforcement.

Mr. HUGHES. You have asked for an additional \$12.4 million for TEMPEST in 1988. Is it your plan to spend the \$9.4 million on TEMPEST in 1988 whether or not we approve your request for additional funds?

Mr. LAWN. Yes, sir. We feel that the TEMPEST equipment is critical to our endeavors and that without the TEMPEST rating we are unable to distribute classified information essential to our Enforcement Program.

Mr. HUGHES. I wonder if you can explain to me what your Asset Removal Team does.

Mr. LAWN. Yes, sir. We began asset removal several years ago in San Diego where we allocate manpower to carry further the results of a criminal investigation. Their mandate was to look at the financial worth of a defendant and determine whether the assets that the trafficker had were derived from drug trafficking. It is a part of the criminal investigation but separate from the criminal investigation. We felt it was important not only to take the trafficker from the streets but also to take the wealth that he had engen-

dered as a result of trafficking activity away from him. These assets could be more productively used by sharing them with State and local agencies. The program has been very attractive in its initial years. As I indicated, from 1986 to 1987 we had a 56 percent increase in seized assets; we seized more than our budget.

We feel that it is important to expand this program. By taking action against the trafficker and also taking action against the assets that he has developed, we will cripple the trafficking organization.

Mr. HUGHES. What does the Asset Removal Team do that a DEA enforcement group in conjunction with a U.S. attorney can't do?

Mr. LAWN. What does he do?

Mr. HUGHES. Yes—that an enforcement group along with a U.S. attorney does. What is the difference? I mean don't the DEA enforcement groups, working with the U.S. attorney, do the same thing basically?

Mr. LAWN. They can—no, sir. They can do the same thing, certainly, but because of the enforcement effort we wanted to allocate separate manpower to the asset teams based upon what we had seen as a success rate among the eight asset teams that we currently have in existence.

Mr. HUGHES. Do they do just that?

Mr. LAWN. They are assigned to the asset teams, but certainly they are moved about in other criminal endeavors.

Mr. HUGHES. But when they are assigned to that Asset Removal Team, that is what they do?

Mr. LAWN. Yes, sir.

Mr. HUGHES. And you move them around the country, do you?

Mr. LAWN. No, sir. They can be assigned to an asset team for the length of one investigation, then moved back into an enforcement group. It is part of our enforcement effort, but it is a specialized part of that enforcement effort.

Mr. HUGHES. I have a lot of other questions, but I am going to yield to the gentleman from Florida.

Mr. McCOLLUM. Mr. Chairman, because he has a pressing matter to attend, I would like to yield some time first, if we could, to the gentleman from Texas.

Mr. HUGHES. The gentleman from Texas.

Mr. SMITH of Texas. Thank you, Mr. Chairman.

Before I get to a couple of questions, I would like to say, Mr. Chairman, that I appreciate the points you made in your opening remarks. Your point about Colombia thinking that drugs didn't affect them, and we in America oftentimes thinking that it couldn't happen here, when in fact it can happen here, I thought was just an excellent point, and of course that is one of the reasons we are here and it is one of the reasons Mr. Lawn is here, to make sure that it doesn't happen here, as you pointed out.

Something else you mentioned hit home pretty directly. You mentioned as an example the assassination of a Federal judge in Texas, and you may not know that Judge John Wood was a relative of mine by marriage, and the fact that he was killed by drug traffickers is something that has obviously remained in my mind much since that particular time. So thank you for your comments.

A couple of questions, Mr. Lawn. The first question is, the Administration has proposed that we give the INS agents the power to arrest. Do you agree or disagree, and why?

Mr. LAWN. INS agents, the power to arrest?

Mr. SMITH of Texas. That is what I understand the Administration has proposed.

Mr. LAWN. Yes, sir. We, in fact, are working with Border Patrol agents in Operation Alliance, which is the operation on the southwest border. We have worked out a procedure with INS, specifically with the enforcement arm, the Border Patrol, where we will train Border Patrol agents in title 21 jurisdiction, in the jurisdiction of the Drug Enforcement Administration, and then cross-designate them with the DEA authorities so they can work with us on drug investigations.

Currently, we have 2,800 of the officers in INS who work side by side with us under DEA supervision at the southwest border. We think it has been very, very effective. It eliminates turf battles. The Border Patrol has done an outstanding job in working in the seizures along the southwest border in your home State, and we certainly are supportive of that effort and are hopeful that effort will expand.

Mr. SMITH of Texas. Okay. Thank you.

My next question is sort of a follow-up to that a little bit, and it is more parochial, which is, how are you going to determine how many DEA agents to station along the southwest border, and, more particularly, how many agents do you expect to station in Texas and along the Texas-Mexican border?

Mr. LAWN. I'd like to station myself in Texas, for openers, if I could. You had mentioned Judge Wood. I was the agent in charge of that investigation of Judge John Wood in San Antonio. My family, if they had their druthers, would rather be in San Antonio.

Mr. SMITH of Texas. I appreciate that.

Mr. LAWN. We have assigned, or we will have assigned by the time the transfers are completed, over 160 personnel to the southwest border. We are increasing our efforts along the southwest border in Texas, New Mexico, Arizona, and California in response to Operation Alliance in order to respond to the increasing problem of cocaine transshipping through Mexico, of the increasing cultivation of opium in Mexico, and what we see is increasing cultivation of marijuana in Mexico.

Mr. SMITH of Texas. So there is going to be a net increase this year along the southwest border.

Mr. LAWN. Yes, sir.

Mr. SMITH of Texas. This is really getting provincial, but I have been told that there will be an additional DEA agent stationed in Midland, Texas. Do you happen to know if that is correct?

Mr. LAWN. If memory serves me correctly, sir, I approved that agent assignment to Midland 2 weeks ago.

Mr. SMITH of Texas. Great. Good news.

Mr. LAWN. Yes, sir.

Mr. SMITH of Texas. Thank you very much.

Mr. LAWN. I passed that on to the U.S. attorney as well.

Mr. SMITH of Texas. Thank you. That is all, Mr. Chairman.

Mr. HUGHES. The gentleman from Florida.

Mr. McCOLLUM. Thank you.

I have a question relative to something I read yesterday, and our committees don't always cross pollinate until we see something coming from another one. I understand that the State Department authorization, which we were to have seen on the Floor this week and I guess may next week, contains a provision which requires DEA to have two agents in any country in which it has any agents. Is this something that you requested, or is this something that was just sprung in committee? Are you familiar with it?

Mr. LAWN. No, sir, I am not familiar with it, because in fact there are countries where we have one agent assigned. Certainly I am supportive domestically and internationally of our not having a single agent assigned because of the implications of security, but as for the Department of State mandating that we have two, I am not aware of that.

Mr. McCOLLUM. This is something which is in that legislation, and it is something that you would certainly not oppose, I gather, from what you are saying, though you weren't aware of it.

Mr. LAWN. No, sir.

Mr. McCOLLUM. I just wanted to clarify, because when things come across my desk, I know it was in the bill, it was in the summary I saw, and it just caught my attention because it directly related to us.

I am interested in something that I raised in the opening statement. In much of your statement, you do talk about the domestic activities, and in answering one of Mr. Smith's questions about the border, obviously, you were talking about that, the training that goes on of others, and the clandestine laboratory seizures, and so on. Do you have any feel for why some Congressmen and the public aren't really aware of DEA's activities?

Mr. LAWN. No, sir, I don't, and it is very troubling. When we address groups and they talk about the need for a source country to do more, what too few of our citizens are aware of is that diversion is a major problem. Certainly the chairman has worked very closely on the diversion issue, has spoken to a national seminar that we conducted on the diversion of drugs. More than half of the emergency room admissions in this country are caused by the diversion of licit drugs.

Were we miraculously not to have a cocaine importation problem, a marijuana importation problem, and a heroin importation problem, we would continue to have a substantial drug abuse problem in this country associated with the diversion of licit drugs or clandestine laboratories, and that is the reason why we are also expanding our clandestine lab groups as part of the diversion issue. We are putting special agents in our enforcement efforts specifically to address the clandestine lab problem.

Mr. McCOLLUM. Let's put some focus on this, if I can. Again, these figures you may not have off the top of your head, and approximations will do fine for my purposes. Approximately how many of the DEA agents are operating domestically as opposed to those who are operating in countries abroad?

Mr. LAWN. Of the approximately 2,600 special agents on board, roughly 250 are operating abroad.

Mr. McCOLLUM. And the rest of them are here at home.

Mr. LAWN. Yes, sir.

Mr. MCCOLLUM. So by far and away the largest number of the agents are here in the United States.

Mr. LAWN. Yes, sir, they are.

Mr. MCCOLLUM. And if we had to run through the things that you do domestically, you mentioned in your statement the training of Border Patrol and other folks who are involved; you mentioned the clandestine laboratories that you are out to find here in the United States that are processing and refining the crack and the cocaine, heroin, and so on; and you have mentioned the diversion of illicit drugs, or perfectly legal drugs I guess, from the pharmaceutical concerns or whatever. What else domestically?

Mr. LAWN. The single major drug problem faced in this country is the cocaine problem. We have 57 percent of our special agent resources domestically working on addressing the cocaine problem, I believe 12 percent addressing the heroin problem, 12 percent addressing the dangerous drug problem, and generally 10 or 11 percent addressing the marijuana problem.

Mr. MCCOLLUM. You have got some 41 task forces out there right now, don't you—something like that?

Mr. LAWN. Yes, sir. We have 35 task forces currently. We hope to expand that by 6, and we have an additional 5 task forces working that are not part of the official Task Force Program.

Mr. MCCOLLUM. And your agents make arrests right here in the United States rather regularly, don't they?

Mr. LAWN. Yes, sir. Last year, we made over 19,000 arrests domestically.

Mr. MCCOLLUM. And if they are arrested, are most of them prosecuted in Federal courts, or are all of them prosecuted in Federal courts?

Mr. LAWN. No, sir. Most of the individuals arrested through our State and Local Program either go into State court, if the State system can handle them, or they can enter the Federal system. Last year in the State and Local Program, we had over 4,000 arrests effected by our State and Local Task Forces, and I believe the figure is 2,200 convictions with our State and Local Task Force Program. Fifty-seven percent of the arrests that were made by our State and Local Task Force Program are class one and class two arrests, that is, arrests of major traffickers.

It is an outstanding program; it is one in which the Federal Government gets its bang for the dollar, because we are, in effect, having State and Local Task Force officers work with DEA as fellow DEA agents, if you will, addressing the local drug crime problem which also impacts upon the Federal problem.

Mr. MCCOLLUM. I just had some of my colleagues say to me yesterday that the Federal agents just really aren't at the law enforcement end in the United States in the domestic State side, and that is just not so. I mean you are obviously there, and the FBI is there in some respects, and others are there.

If the chairman will indulge me, I have one follow-up question, and certainly there will be more time here. I am very concerned about the injuries that I understand have occurred to your agents and to other people as a result of some of these raids on clandestine labs. Can you tell me some examples of these and just how

severe the agency considers this problem to be from the safety standpoint as well as from the standpoint of the concerns we have for producing the product?

Mr. LAWN. Yes, sir. The concerns are real, and the dangers are substantial. In our Clandestine Lab Program, which is part of our Diversion Program, we have had instances when the agents who have entered the laboratories have entered booby-trapped property. We have had other instances when, on entering, the chemicals are thrown on them. In many, many instances, there are automatic weapons seized. In a recent lab seizure here in the United States, nine automatic weapons were seized. In another lab case in San Diego, California, there were 23 automatic weapons on the scene.

We are very concerned about the Clandestine Lab Program. This year, we have included in our budget request a safety program where we can buy safety equipment for our personnel. For example, we had a supervisor in our Houston office who was injured by chemicals and sustained a severe burn as a result. We hope, with the funding that we had asked for, that we can purchase this safety equipment to have, for example, portable showers and disposable clothing available to the personnel; and a team which will first enter the clandestine lab and clear it of booby traps, so that the enforcement team can then go in and gather evidence.

It is a growing problem, and it is one that we will see increased successes with, because there are many, many clandestine labs throughout the country. I don't think it is a question of more labs appearing, I think it is a question of law enforcement not being effective enough in looking for these laboratories.

Mr. MCCOLLUM. How have you gotten to the point where you are finding so many more of them now? What tips? Is it local law enforcement? Is it just a better network of informants, or what?

Mr. LAWN. Initially, we have put additional personnel into the Clandestine Lab Program. We do work with State and local authorities. But, in addition to that, we are working very closely with industry in tracking the chemicals that are used in the clandestine labs. As part of the Anti-Drug Abuse Act of 1986, Congress has requested that we put together some legislation on the chemicals. This legislation has been drafted. I asked about the status of the legislation yesterday, because I feel it is critically important that we get it to Congress so that we can use that as another tool in our arsenal to attack these clandestine labs.

Mr. MCCOLLUM. If there is anything at all we can do legislatively to help you, from providing resources and money to shaping new criminal laws, I am sure Mr. Hughes and I and the rest of this committee are ready to listen to you on that subject.

One last question in that area that I am curious about. When clandestine labs are discovered or there is some hint of it being there by local law enforcement folks, they most often call you in; they don't generally go in and try to handle it themselves, do they?

Mr. LAWN. No, sir, they don't. They generally call so that there will be a chemist available, a DEA chemist available on scene, so that the chemist can immediately tell them which are the volatile chemicals, which are the chemicals to avoid. Increasingly, State and local authorities are looking for Federal support, for SWAT teams to go in because of the dangers involved, and because of the

increasing problems associated with weapons. We must work very closely with our State and local counterparts on this.

Mr. MCCOLLUM. Thank you.

Thank you, Mr. Chairman.

Mr. HUGHES. You are proposing to add nine positions and \$1 million for improved security. What is your current cost of security for staff and facilities? How many positions are currently assigned to this particular function?

Mr. LAWN. We have a group in headquarters that works on the security issue. Let me check, sir. I'm sorry, Mr. Chairman, I don't have those figures; I will make them available.

Mr. HUGHES. All right. Please submit them for the record.

Mr. HUGHES. You are asking for 28 positions and \$4 million for personnel and \$2 million in technical equipment for covert installation of technical equipment. Can you tell me what the term "technical equipment" refers to?

Mr. LAWN. Yes, sir. We are looking not only for equipment to assist us in title III's and wiretaps but also for equipment to enable us to monitor the high frequency radios being used by trafficking groups. The traffickers must communicate, and our UHF and VHF radio equipment is currently in very short supply.

Mr. HUGHES. Are you talking about equipment that you would use to communicate among your agents, or are you talking about equipment that would intercept communications?

Mr. LAWN. Both, sir. We are talking about title III equipment to use for court-authorized intercepts, as well as equipment that we would use to monitor high-frequency broadcasts and radio equipment.

Mr. HUGHES. Radio equipment to communicate with other agents?

Mr. LAWN. To communicate, yes, sir.

Mr. HUGHES. What do you mean by the term "covert installation"?

Mr. LAWN. The installation of microphones, court-authorized microphones. Currently, we have our engineering group assigned with the FBI, and we have been very successful in borrowing equipment from the FBI when we need it for these installations. But the time is upon us where, because of the needs that the Bureau has, that this equipment is critical to our enforcement efforts.

Mr. HUGHES. Do you seek court approval for each covert installation?

Mr. LAWN. Yes, sir, we do.

Mr. HUGHES. There are no exceptions to that?

Mr. LAWN. No, sir.

Mr. HUGHES. Didn't we authorize you in a number of years to develop your own engineering capability for developing and fabricating your technical equipment?

Mr. LAWN. Yes, sir, and we have that.

Mr. HUGHES. How much of the equipment do you actually fabricate yourself?

Mr. LAWN. I'm sorry, Mr. Chairman, I don't have that answer, but I will provide it.

Mr. HUGHES. Can you provide that also, not only the type of equipment but the dollar amounts?

Mr. LAWN. Yes, sir, I will.

Mr. HUGHES. I want to take you back, if I could, to diversion. In fact, I want to take you back a couple of times to diversion. I'm looking at what you refer to as your crosswalk of 1987 changes. Do you want to look at that on page 6? It is salaries and expenses, crosswalk of 1987 changes, dollars in thousands. It has five different columns: the 1987 President's request, the congressional appropriation action, reprogramming, and so forth.

It is your testimony, as I understand it, that one of the reasons why \$30 million was not spent as we understood would be spent pursuant to your needs as we assessed them just a few months ago, that in fact it was because the Senate's passage of legislation. I want to call your attention, if I could, to the congressional appropriations action. This is your figure: Diversion Program, \$20,671,000. Do you see that figure, \$20,671,000? It is in the second column under Diversion, under 1.D., Diversion Control.

Mr. LAWN. Yes, sir.

Mr. HUGHES. It would appear as if your agency reprogrammed \$16,764,000.

Mr. LAWN. Yes, sir, that is correct.

Mr. HUGHES. And according to the explanation of changes on the back, it was your own needs assessment that dictated those changes and not anything that was done by the Congress. I don't recall the Senate being specific with regard to the allocation of \$60 million. In fact, the Senate used the \$60 million that we used in our budget priorities.

Mr. LAWN. Mr. Chairman, let me get a clarification of that, because that was the information that was provided to me. If I can perhaps clarify what I said when we had talked about the reprogramming, one of the things we did with the reprogramming was to put additional resources into the clandestine lab problem as a part of the Diversion Program, additional agent personnel that don't show up as part of this reprogramming. But, with your permission, I would prefer to make—

Mr. HUGHES. I wish you would, because it is important to me. You folks come in and ask for resources, and we try to provide them. I don't remember any letters from DEA indicating they were going to reprogram. I thought we had an understanding with agencies that when resources are provided, that if there is to be reprogramming, we are to be notified of the reprogramming. It would appear to have been just an in-house decision to reprogram the money. Now that wouldn't concern me except that I just have a feeling that, as always, the Diversion Program is a stepchild in your agency, and that has been my feeling for a long time.

We sold the \$60 million on the basis that this program needed that, and in fact we laid out some five different areas that we thought should be addressed: To make assessments of the ability of the States to control diversion pursuant to the Diversion Control Act of 1984 by hiring 35 grade 1810 inspectors and 11 support personnel to reestablish Diversion Investigative Units to work closely with the State enforcement and regulatory agencies; hiring 30 grade 1810 inspectors and 7 support personnel to create a targeted geographic impact strike force, based at DEA headquarters, to respond to critical diversion problems in specific areas; creating a

precursor chemical tracking program in conjunction with the American chemical industry to prevent the diversion of essential and precursor drugs—and I know that you are moving on that—and creating a special investigative team to target drugs in schedules 3, 4, and 5, such as tranquilizers, mood enhancers, depressants, narcotic cough suppressants. The total diversion effort is programmed at 363 positions. We didn't pull those figures out of the air.

Mr. LAWN. Certainly, Mr. Chairman, if the perception is that we are treating the Diversion Program as a stepchild, that is not my perception. As I had indicated earlier, when it came to the allocation of new resources for the Diversion Program, I personally took it as a task to contact every field office to get input from every senior manager as to what his or her needs were in the Diversion Program. Thereafter, I sat down with my diversion personnel, reviewed my findings with them to assure that what they had presented to me for signature and what I was ultimately deciding upon were in fact compatible and were in fact the best things to do for the Diversion Program.

Mr. HUGHES. I would be much more impressed by action, by initiatives that were undertaken.

What is the status of the assessment of the ability of the States to control diversion? What is the status of that? The assignment of personnel to carry out that assessment?

Mr. LAWN. The personnel are in place. We are currently working with the Department of Justice in the allocation of an additional \$1.5 million with five States specifically for the Diversion Program. We have had conferences around the world on the diversion issue. We have a conference scheduled in Quito, Ecuador, in July to discuss the precursor issue as a part of the Diversion Program.

Mr. HUGHES. I think that the conferences are very important, because I don't think anybody would dispute the fact that we have to get the international community acting in concert if we are going to have a major impact, but we have major problems in each of the States. We are talking about an assessment of the ability of the States to control diversion. What is the status of the Diversion Investigative Units, those that were reestablished then?

Mr. LAWN. Yes, sir. They, in fact, are reestablished, and based upon the prior testimony before this subcommittee, you had recommended that we have a mobile group. The mobile group is currently in place and travels to various locations around the country and have an extraordinary job.

Mr. HUGHES. How many do we have assigned to that mobile investigative group?

Mr. LAWN. Let me check with my resident expert here.

Mr. Chairman, this is Mr. Haislip in charge of our Diversion Program.

Mr. HUGHES. Mr. Haislip.

Mr. HAISLIP. Mr. Chairman, I will try to respond to that question. What we are now attempting to do is to increase the task force efforts that we have based upon our past experience. The way that we are doing this is by a temporary detail of investigators from various offices to a particular point we have identified that is in need of an exceptional effort.

Our largest effort at this time concerns something that we call Operation Quaker State that is focused on the stimulant problem that we have identified in Pennsylvania. It is a very severe problem there. They lead the country in terms of the diversion of legitimate stimulants into the illicit traffic. We approximately doubled our manpower on a temporary basis to deal with that problem, and I think that was an actual temporary increase of, I believe, 12 or 14 investigators.

At the present time, we have just detailed another group of investigators to a western State that for investigational reasons we would prefer not to identify at the moment.

Mr. HUGHES. Mr. Haislip, let me just interrupt you, if I might. I think what you have done in Pennsylvania with regard to stimulants is excellent. It has been a major problem in parts of Pennsylvania for some time. That is a critical and chronic situation, but these are temporary assignments, and that just reinforces my notion. You know that we have other priorities, and, once again, in this whole area of diversion when something has been viewed as important, we borrow, and we beg, and we steal from other units to try to, in fact, deal with emergency situations. That is not what we envisioned.

We have major diversion problems in this country where we need personnel every day—every day—working on a full-time basis to deal with diversion. We are not going to do it by begging, borrowing, and stealing from other units to try to form squads to deal with situations that get out of hand. That is not what we intended. You would never have persuaded me for \$60 million. I mean I would never have been persuaded for \$60 million if I didn't have some idea that it was going to be used for purposes like that.

You know, you are talking to friends. You are talking to people that get you the money. I'm very disappointed that we haven't seen any progress. I have been to meetings, and I have talked until I'm deaf, dumb, and blind about diversion.

Mr. LAWN. Mr. Chairman, if I could interrupt, when we talk about progress, indeed there is progress. If one were to look at the DAWN statistics over the past few years, where 78 percent of emergency room admissions several years ago were a result of licit drugs being diverted; now we are down to 50 percent. We have had a 28 percent reduction in the emergency room admissions.

I wish that I could say that we had the same successes with the cocaine problem which continues to escalate in this country. It is based upon what I see as successful programs. When it comes to allocating manpower to the crack problem, for example, I had to address the crack problem with personnel currently on hand, as we do with so many of our other programs. I must face as an immediate priority those areas that are most critical. The southwest border was most critical. The resources used were the same resources that come from the same—

Mr. HUGHES. I always thought we did that as kind of a partnership. I thought as a partnership we set priorities. The whole purpose of developing authorization or appropriation bills and spelling out programs, which we in fact secure from our partners, is to try to develop a policy.

Mr. LAWN. Yes, sir.

Mr. HUGHES. I realize that you are spread, even with the additional monies you receive, very thin, and we are acting in the margin often. What we do is labor intensive, and we need much more resources than we are now getting. We would be kidding ourselves if we didn't acknowledge that. We could use much more in this battle against substance abuse than we are now utilizing, and we do have to prioritize.

If the DAWN system mentions of diverted drugs are down to 50 percent, that gives me some comfort, but not much. The fact is that we could make a dramatic impact in reducing diversion-related drug abuse. It is one area where we could make a very significant impact. We have the ability today to identify regions of the country where we have a major diversion problem, and we can move a mobile unit around on a permanent basis to deal with those problems, and we are not doing that. We are doing it when we have a situation that has just gotten very much out of hand; then we move some temporary personnel in to deal with it. That is not what we envisioned; that is not what we were persuaded was important.

I, frankly, believe that all these areas of endeavor are important, and we have not been able to persuade the DEA to date to give it the kind of priority that it really needs. I said earlier that I perceive it as a stepchild, and I believe that. You haven't told me anything else that would refute that because, frankly, I look at what you are doing, and what you are doing doesn't suggest to me that you make it a priority.

I'm very, very disappointed, really, that we haven't moved more aggressively on that particular front, because I think you could make dramatic improvements in our statistics in that area of endeavor, and that is stuff we can do here at home. That is not a problem we can blame on anybody else, because this is our problem. We can't blame Colombia, Bolivia, or other source countries, or other transshipment points. This is something that we are generating, that we have some control over, and we ought to be putting a lot more doctors, and pharmacists, and truckers, and warehousemen behind bars for making this stuff available to our kids, and we are not doing it.

I realize it doesn't have the same sex appeal as trafficking in heroin and cocaine, but all the data shows us that it is every bit as important, and I just don't think your agency is giving it that kind of attention.

Mr. LAWN. Well, really, I apologize, Mr. Chairman, for that perception. It must be in my presentation of the material, but as I mentioned in my opening statement, we have gone from 70 of these investigations to over 500 anticipated this year. That indicates to me that there is commitment.

Mr. HUGHES. I look at your figures. You reprogrammed; we didn't. We provided the funding; you reprogrammed \$23 million into domestic enforcement, \$14 million into the Air Wing, \$8.8 million into Foreign Cooperative Programs, \$8.5 million into State and local, \$3.2 million into diversion, and \$1.6 million into the labs. They are all important areas, but that is not what, in fact, we passed out of this committee and what I thought the Congress was doing.

Mr. LAWN. In our reprogramming, as I indicated, Mr. Chairman, part of that is the clandestine problem, and that doesn't appear in that because these are agents involved in the clandestine labs working with the 1810's, and perhaps in putting a paper together for the committee I will be better able to—

Mr. HUGHES. Well, if you had taken \$5 million and moved it over to clandestine labs and indicated that was because you had a situation occur that you weren't aware of 5 months ago, I could buy that. But what you have done is, you have taken diversion money that we thought was diversion money, and you have moved it to five other areas of enforcement.

The gentleman from Florida.

Mr. MCCOLLUM. Thank you, Mr. Chairman.

I would like to shift the focus, if I could, with Mr. Lawn over to the foreign operations just for a moment.

A couple of years ago, Mr. Hughes and I were very pleased to be able to escort, I guess is the best word, the first DEA agent inside the People's Republic of China. I am curious as to what has happened since that contact was made, because it certainly was a warm reception there that day, but I haven't heard anything about it since then, and I wondered if you could fill us in on that.

Mr. LAWN. Yes, sir. Based upon your providing Special Agent Harris the opportunity to accompany that group into the People's Republic of China, we have seen increased cooperation with the People's Republic. We have initiated training with them and we have worked very closely with them on a chemical program. The People's Republic is responsible for the manufacture of chemicals which are used in processing controlled substances. We have worked very closely with them in that effort. We have invited their senior officials to the United States to participate in executive observation programs so that they can see how enforcement works in the United States.

Mr. MCCOLLUM. They have come here for that purpose?

Mr. LAWN. Yes, sir, they have.

Mr. MCCOLLUM. Good.

Mr. LAWN. And the relationship continues to improve with the People's Republic of China.

Mr. MCCOLLUM. That is good to know, and you believe that it has been beneficial in terms of stopping some of the chemical precursors and this sort of thing as well as in maybe getting them to be a little helpful on information along their border?

Mr. LAWN. Yes, sir.

Mr. MCCOLLUM. In your statements, you did not discuss either Colombia or the Bahamas. I have been told that drug cases are no longer being prosecuted in Colombian courts because of the death threats against judges and prosecutors. Do you have any contrary indicators or anything you can add to that?

Mr. LAWN. We certainly are very concerned about Colombia. While the Colombian National Police continue to go out and attack the refineries, we have seen no change in the position as far as the extradition of traffickers out of Colombia. That is of concern, because the major traffickers in Colombia were extremely concerned about the extraditions. When the threats were the highest against U.S. personnel, it was directly as a result of the extraditions.

The enforcement personnel in Colombia are continuing to hit the refineries, and, as I had mentioned in my statement, I recently traveled to meet with law enforcement officials in South America. One of the countries in South America sat down with the personnel from Colombia in trying to urge them to do something more than just bombing the refineries, and tried to urge them to also land troops in those areas so that they can seize evidence to do what law enforcement does best, to find out where the chemicals came from, to take action against the traffickers that are found there, and to initiate investigations as to what is ongoing in Colombia. Colombia has been slow to respond because of the problems associated with threats.

Mr. McCOLLUM. Now, Jack, a few weeks ago we were all excited because Carlos Lehder was extradited. He was a major drug kingpin. He came to my State of Florida, where hopefully he will be prosecuted very shortly. Is this a real exception and we are not getting the cooperation that we had hoped to, or is this a breakthrough, or how should we interpret that?

Mr. LAWN. Certainly I think we should interpret the arrest of Carlos Lehder and some other things that are ongoing in Colombia that I can't talk about in this forum, as a very positive step forward. The new government of President Barco has announced that he is not going to back off on his enforcement efforts in Colombia. Hopefully in the near future I will be able to meet with President Barco and discuss some of the concerns that we in the United States have about the perception of their not initiating a sustained effort.

Mr. McCOLLUM. But you are hopeful. Should I be hopeful from what you are saying that we are going to see more extraditions, for one thing?

Mr. LAWN. Yes, sir. The extraditions—I am not hopeful of the extraditions, but I am hopeful that we will see stronger enforcement activity.

Mr. McCOLLUM. Including prosecutions?

Mr. LAWN. Prosecutions, I'm really not terribly hopeful about that either. I think we will see greater efforts on attacking the refineries, but—

Mr. McCOLLUM. You know, actually getting at people and prosecuting them, whether it is in country or shipping them to us, that is where we are bogged down. We have got a Carlos Lehder; it is one case; it looks good for PR for Colombia, but it doesn't do a thing for us except in that one case. You are telling us this morning essentially that right now that is all we can see, and that is the way I have to read it.

Mr. LAWN. If that is the perception, I think it is a wrong perception. The Government of Colombia does have an eradication program, is very anxious to find a herbicide to spray on coca. That is very encouraging, because based upon the visits that this subcommittee has had to Colombia, we all know that manual eradication of coca is a dream, it is not a reality. The herbicide eradication is very important in Colombia. They have asked about developing a herbicide to do that. We are working with a chemical company to do that.

Mr. McCOLLUM. I don't want to get us into a bad position with Colombia, because you are improving your relations there, and I know it is a touchy thing, and they have cooperated with Lehder, and they obviously are cooperating with you, and I am pleased to hear you say that with respect to more eradication programs, and out in the field, and a lot of other things, and probably information. But you haven't said anything to me this morning that would lead me to be optimistic at all that we are going to be in the next year at the point where I see some of those drug kingpins in a prosecution mode either here or there. Maybe there will be another Carlos Lehder, but they have the opportunity, I am sure you and I both agree, to arrest a number of those kinds of fellows, and they will do it. If they do arrest them, they don't prosecute them.

I won't expect you to respond to me unless you want to, but my comment is simply, if I can send a message back to them, it is that we want to see them do that; it is not enough. And I know there is a real threat to them, and I know it takes a lot of courage, and we are real proud of what they did with Carlos Lehder, but that is not enough.

Let me change the subject to the Bahamas. They, speaking of public relations, have certainly done a number. I don't know how accurate it is; that is the question. They have given us all kinds of impressions up here on Capitol Hill; they have been more cooperative than ever before; they have hired a major public relations firm. But according to the information that our staff has generated of the activities of numerous smugglers based in my State of Florida, the Bahamian police are frequently the unloaders of cocaine cargos flown in from Colombia or from Central American refueling stops. What is your assessment of the situation in the Bahamas?

Mr. LAWN. Certainly the Bahamas is a focal point for cocaine coming out of South America, but the Bahamian authorities have worked very closely with us on Operation BAT, which has been a very successful program over the years. With the resources provided in the Anti-Drug Abuse Act that Operation BAT activities will increase with additional helicopters. The authorities in the Bahamas have allowed U.S. personnel to fly U.S. helicopters with Bahamian troops on that effort. We see the cooperation as being good in the Bahamas. Certainly there is corruption, as there is in a great many countries.

Mr. McCOLLUM. And that is what I am seeing when I see the reports on police who actually are involved in unloading and involved in the process of smuggling.

Mr. LAWN. Yes, sir. Corruption is a problem for us, but the results that we continue to achieve with the joint operations like Operation BAT, I think, portend that we are going to see better things coming out of the Bahamas.

Mr. McCOLLUM. When I was down in South Florida this last summer, I went out on the plane and did some overview of the Bahamian situation and talked to a lot of people. My basic conclusions from this were that the biggest number of drops and the biggest source of cocaine coming into Florida was from those drops in the Bahamian waters, that we were getting some cooperation, we were getting some interceptions—we were seeing an awful lot of the planes, and we were detecting the planes coming in—but that

there wasn't a whole lot of tracking of those planes going back, and that a lot of times we were getting there too late, even though we had this cooperation.

Now we just passed in this omnibus bill some special monies to hopefully give a program to further assist this area. Is that being implemented satisfactorily, in your view?

Mr. LAWN. Yes, it is. I traveled to the Bahamas recently. I spoke with the Ambassador. We have talked about the problems associated with the radar coverage or lack thereof. We are getting enhanced radar coverage so that we can pick up these aircraft earlier. The Coast Guard and Customs are working very closely in the additional enforcement in the Bahamas, and I think we are going to see a substantial improvement in that enforcement effort in the Bahamas.

The problem, as you saw it when you flew over the Bahamas, was the 700 islands, the dirt roads which are everywhere, which can be used as clandestine strips, but an indication to me that we are having some effect is the fact that there are so many more air drops, that speedboats are being used to pick up the cocaine that is air dropped. Enforcement must be having an effect if we are requiring the traffickers to find other means of delivering the cocaine.

Mr. MCCOLLUM. One last question, a very simple, provincial question. When I was down there, we had a lot of problems with burning marijuana, and I know you had a big burn in Polk County there somewhere, but the people who had contracted with you in the past for incinerators weren't willing to do that any more, and we talked in terms of this during consideration of the big drug bill last year about some monies that might be in there for you to actually purchase or build your own incinerators. Is that proving to be necessary, or are the open field burns going to be the answer, or where are we going with getting rid of these tremendous quantities of marijuana that I assume we still have down there in those big semi-tractors I saw?

Mr. LAWN. The storage of contraband marijuana has been a substantial problem. The destruction of marijuana continues to be a problem. In addition to the marijuana problem, we face a problem with the chemicals we seize. We cannot destroy those chemicals. We can't burn the marijuana because of concerns with NEPA, with the Environmental Protection Act. We are trying to work with the Environmental Protection Agency so that we can make some efforts, so that we can get rid of the marijuana that has been seized.

As for our purchase of destruction facilities, I don't believe that is ongoing. Mr. Westrate, the Assistant Administrator for operations, has indicated that we have just destroyed 155,000 pounds.

Mr. WESTRATE. If I might just elaborate.

Mr. MCCOLLUM. Yes, please do.

Mr. WESTRATE. We tried an experiment a couple of weeks ago where we destroyed I think it was 155,000 pounds of marijuana using a portable incinerator arrangement. This was done at Avon Park Bombing Range in cooperation with the U.S. military. The incinerator was provided by a contractor, and we think it worked quite well. It took us several days to do it, but we are quite happy

with the fact that it is mobile, it is effective, and we are going to consider pursuing this in the future.

Mr. MCCOLLUM. So, in other words, you think that is the answer; at least that seems to be the answer now to this backup problem?

Mr. WESTRATE. Yes, sir, for the moment, and it, of course, was all done in concert with the EPA regulations.

Mr. MCCOLLUM. So there is no need at the present time for you to buy an incinerator, as you see it?

Mr. WESTRATE. As of this latest experience, I would say no. We would prefer to be able to move it, move it to the Texas border, or move it to where we have to use it.

Mr. MCCOLLUM. It is a contract incinerator in this case; it is a mobile contract incinerator—right?

Mr. WESTRATE. Yes, sir.

Mr. MCCOLLUM. You have gotten that at a pretty good price? Do you know what it cost?

Mr. WESTRATE. I can't quote you the price figure, but I do know that it was not only comparable to using commercial incinerators but somewhat cheaper.

Mr. MCCOLLUM. Good. Thank you very much.

Mr. Chairman, you have been very lax with me and let me ask quite a few, and I yield back.

Mr. HUGHES. Thank you very much.

Just to pick up a little bit, how many warehouses do we have now full of contraband?

Mr. WESTRATE. Of course, most of our contraband is stored as evidence in our laboratories, and that is our primary source. We maintain warehouses only in a very few places where we have substantial problems, such as Miami.

So I would say, altogether, probably not more than three or four facilities that would be outside of our lab system.

Mr. HUGHES. And how do we provide security?

Mr. WESTRATE. Usually through contract security guards.

Mr. HUGHES. We don't have DEA personnel?

Mr. LAWN. No, sir.

Mr. WESTRATE. We have in Florida on occasion when we have been in a position where we felt it necessary.

Mr. HUGHES. Why do we hold on to such large quantities of contraband awaiting trial? Is it because of the reluctance on the part of the U.S. attorneys to destroy the evidence before trial?

Mr. LAWN. Yes, sir, in great part that is a problem.

Mr. HUGHES. Why not just sample it and photograph it? Why isn't that adequate?

Mr. LAWN. We certainly maintain that it is adequate.

Mr. HUGHES. Are you making any progress?

Mr. LAWN. Yes, sir, we are. We had the Attorney General address that issue at the U.S. Attorneys Conference recently in Tucson, and we have had a Department of Justice/DEA study team looking at the scope of the problem. A report has been prepared for the Attorney General on the scope of the problem, and the Advisory Committee of U.S. Attorneys has asked to meet with me in the next 30 days when they come to Washington so we can establish such guidelines.

Mr. HUGHES. I am happy to hear that, because I can understand the U.S. attorney wanting to take three or four bags of cocaine into a courtroom. That is something you can physically show a jury, and it is impressive, it is dramatic, and we have all done that. I couldn't see anybody taking 25 bales of marijuana into a courtroom, or more than that, sometimes 150 bales of marijuana into a courtroom. It just seems nonsensical to be storing that for periods of up to a year or a year and a half at times, as I understand, even beyond the trial and conviction, to hold on to it because it was up on appeal. It is costly.

Mr. LAWN. It is, as you know, manpower intensive. When there is a trial, at the end of the day we must return the evidence, which takes personnel off the street.

Mr. HUGHES. Okay. One additional question I had with regard to diversion: What has happened to the \$2.7 million that was provided in last fiscal year's budget?

Mr. LAWN. The \$2.7 million provided in fiscal year 1987—

Mr. HUGHES. Eighty-six, I'm sorry. It was in the 1986 supplemental, I believe.

Mr. LAWN. Yes, sir. That money was used.

Mr. HUGHES. For what?

Mr. LAWN. In the area of diversion, I believe.

Mr. HUGHES. I don't think so. It was \$2.7 million, and it was for the local/State grant program. As a matter of fact, the Justice Department asked that that be zero funded—that that authorization be repealed.

Mr. LAWN. Yes, sir. The \$2.7 million of which you spoke was money that was allocated, and the instructions we received were that the money would not be used for the Diversion Program, that it would be reprogrammed for domestic enforcement.

Mr. HUGHES. Where did those instructions come from?

Mr. LAWN. From the Office of Management and Budget.

Mr. HUGHES. From the Office of Management and Budget?

Mr. LAWN. Yes, sir.

Mr. HUGHES. What do they know about drugs over at OMB? Can you tell me? No, I won't ask you that question.

Mr. LAWN. Thank you, Mr. Chairman.

Mr. HUGHES. I mean I find that incredible. Have we provided any money under that grant program at all since it was constituted? I remember in the 98th Congress talking with Gene Haislip, and others at DEA who thought that that was an important program and who persuaded us to include that in the legislation. None of that money has been spent. Is it because we don't have a need to be sharing those resources with State and local units of government?

Mr. LAWN. Mr. Chairman, you participated in our conference that was held, I believe, in Kansas City involving the State and local authorities. They were anticipating there would be great successes engendered because of that program.

Mr. HUGHES. I noticed in your testimony, in fact on page 13, you said that DEA is working closely with the Bureau of Justice Assistance and the States to focus Federal grant money for diversion control efforts. Just what precisely is being done?

Gene, why don't you come up and sit down.

Mr. WESTRATE. The \$2.7 million, sir, that was rescinded earlier had to do, I think, as I recall, with an issue of getting into grant programs to State and local agencies which was considered to be apparently not a desirable program.

The new legislation that passed put aside quite a bit of money to be utilized in the State and local area. We feel that diversion is a very good area to use it in addition to State and local task forces for other drugs. We are working with those people to try to put together some programs in the diversion area, because we do consider it to be quite important.

One concern I have, however, is that the establishment of these programs for a one-year period is going to be kind of short in terms of getting anything really effective going.

Mr. HUGHES. I share your concern. We are seeing it right now, as a matter of fact, with the \$220 million in the State and Local Anti-Drug Program that has been zero funded for this year.

Mr. WESTRATE. That is not to say, though, that we are not working with the State and local agencies. As you know, for many years we worked side by side, and even though we don't have a formal program at the operational or investigative level, we are sharing intelligence and conducting joint investigations with the State regulatory investigators the same as we do with the Washington, D.C., narcotics unit in a heroin task force. This has been ongoing around the country whether we have a formal program or not, and in fact we do use our funds to support those efforts.

Mr. HUGHES. The Diversion Investigative Units that were in place just a few short years ago were very, very successful programs. We have—what?—five Diversion Investigative Units in place now. Five or seven small operations at this point. But it was one program that showed that we, in fact, could make a difference.

Mr. WESTRATE. The DIU programs in their early days, though, were utilized—the philosophy was to use them as start-up programs.

Mr. HUGHES. What happened after we stopped the funding of most of those programs?

Mr. WESTRATE. Well, of course, the programs were discontinued, but that did not mean that we discontinued our cooperation.

Mr. HUGHES. Yes, but it meant that we didn't have that leveraging of Federal resources with State and local. In many instances, those programs folded, and the States ended up with nothing.

Mr. WESTRATE. But they did maintain, and most States do maintain, an investigative force to concern themselves with regulatory investigations, and I think a lot of those positions were the result of our emphasis, trying to get the States more active and involved in the early days of DIU.

Now I would not say that we would necessarily have made a decision to do away with them. I think it was a budget consideration, frankly, when budgets were shrinking.

Mr. HUGHES. My point is—I don't want to go through it again, but I understood when we appropriated some money and we fought for money last year, that part of that was going to go into Diversion Investigative Units once again.

Look, you could sit there and argue the same thing. If we were to do away with all the task force operations tomorrow, you would

still have cooperation. You wouldn't have the same program. You wouldn't argue for one minute that if we did away with the State and local task force operations or the strike force operations in this country that we would have an effective enforcement strategy in place. So you are not going to make any hay by arguing that you could do as good a job by doing away with that kind of cooperative effort.

We have demonstrated that by working together—and law enforcement doesn't always do that every day—that we can maximize our resources, and that was the beauty of the Diversion Investigative Units once again; we were doing the same thing for diversion that we have done for enforcement generally, and it has proven to be successful.

Let me move on to another area, the area of, in fact, State and local task force programs, which is basically what we are talking about. In the Anti-Drug Abuse Act, this program was allocated \$10 million for 15 additional task force operations. They have been very successful.

On page 15 of your statement, you say only 6 new task forces are to open, but your budget submission indicates no plans for increasing the State and local task forces beyond that. What is the plan?

Mr. WESTRATE. We are studying task force proposals as they are submitted by the field, sir, and we have a system of establishing task forces for a one-year period of time as a provisional task force and then, if they are effective and successful, expanding on them. This year we are going to increase to 41, and we will have to assess at that point what proposals we have, how much manpower we feel we can devote to this, and whether these proposals are really effective. Not every city or metropolitan area desires to have a task force, and we do not desire to have task forces in all these areas necessarily either.

Mr. HUGHES. Well, now, which is it? Is it a resource problem, or is it because we don't see a need? I mean you have told me two different things.

Mr. WESTRATE. The need has to be analyzed both on motivation and on actual need in the area versus other priorities. I think we have a situation here where we have to balance resources for the various aspects. I don't think we can afford to overcommit our agent resources in the State and local configuration. In fact, we are probably saturated in terms of how much energy we can put into that program as opposed to the other concerns we have, cocaine in particular.

Mr. HUGHES. You won \$10 million from the Congress for 15 additional task force operations. Now I can understand that that would be scaled back when you actually get into the formulation of task forces; you might have problems in certain areas; you might find that you have a change in priorities because things occur, sometimes overnight; but I see the same thing happening throughout the \$60 million appropriation that I saw in the diversion area. We appropriated \$10.6 million and you, in fact, allocated \$8.2 million for State and local task force operations. That is going to buy more than six task force operations.

Mr. LAWN. There are, indeed. We have established the 24 task forces to address the crack problem in this country, and that is dif-

ferent from the 35 State and local task forces which are currently being funded.

Mr. HUGHES. What do you envision that you will have in additional task force operations in place by the end of this year?

Mr. LAWN. We have, as Mr. Westrate mentioned, the 35; we anticipate 6 more; and there are 8 provisional task forces; and, as was outlined, if those 8 prove to be effective, indeed, some or all of them will become part of the permanent task force program.

Mr. HUGHES. One of the things that struck me as interesting, the task force operations have been successful from the standpoint of arrests and convictions, but the statistics would seem to indicate that the conviction rate has dropped very significantly. In the statistics presented on page 36 of your budget submission, I note that in 1985 the total of convictions was 2,025 State and Federal court combined, which is only 67 percent of 3,172 arrests made.

Mr. LAWN. The information that I have, Mr. Chairman, is that the State and local task forces enjoyed 2,300 convictions last year, which was a 12 percent increase over the year before.

Mr. HUGHES. I understood that in 1985 the total of 2,025 convictions in State and Federal court were only 67 percent of the 3,172 arrests that were made and that in 1986 the total of 2,261 convictions was only 56 percent of the 4,026 arrests, according to my calculations. So the arrests seem to be up, but the convictions seem to be down 56 percent.

Mr. LAWN. Well, 56 percent, sir, are the percentage of arrests of class one's and two's.

Mr. HUGHES. Of class one's and two's?

Mr. LAWN. Yes, sir; 56 percent of the State and local arrests are the arrests of class one and class two violators.

Mr. HUGHES. In any event, we will recheck the arithmetic. If the number of arrests and convictions is accurate, the figures I have—that is, 1986, there were a total of 2,261 convictions out of a total of 4,026 arrests—that is about 56 percent.

Mr. LAWN. No, sir. Of the arrests made, 56 percent of those 4,000 arrests were the arrests of class one and class two violators.

Mr. HUGHES. OK. That is okay. We will have to check the arithmetic, because that just may be the explanation for it.

Mr. WESTRATE. Mr. Chairman, a note on that, though, is that the arrests and convictions do not correlate to the same defendants because of court process. So if you are talking about 4,000 arrests in a year, in the conviction side you are talking about arrests that were made in the previous year in part. So they don't always track. But we do not have a problem in having fewer convictions.

Mr. HUGHES. Is it your sense that the conviction rates remain relatively stable?

Mr. WESTRATE. Yes, sir, and we have no problem with that at all.

Mr. LAWN. My figures were that the conviction rate had increased by 12 percent. I will check that, Mr. Chairman, and get those figures.

Mr. HUGHES. Do you count the counts of an indictment that might be dismissed in those statistics?

Mr. WESTRATE. No, sir. The conviction just means a conviction for any count.

Mr. HUGHES. It is a conviction on any one charge against that individual, whether it is 15 counts against them or not.

Mr. WESTRATE. Yes, sir.

Mr. HUGHES. The Anti-Drug Abuse Act provided for an additional 65 positions and \$9 million for the Foreign Cooperative Investigation Program. Your budget submission, on page 23, indicates that although you have no plans to increase the program's number of positions you hope to increase the number of work years by 28 at a cost of \$4 million.

According to previous budget submissions for most years, your actual number of work years has been less than the projected number of work years. This leads me to worry that possibly the increase in the Foreign Cooperative Investigation Program is going to be less than you have targeted. Is that possible?

Mr. LAWN. Possible but I don't think probable, Mr. Chairman.

As you are aware from your travels, we do look at a vacancy rate in some of our offices, but in calendar year 1986 we substantially increased our manpower overseas. Right now, we are looking at a vacancy rate of about 7 percent, which we hope will be taken care of by 1988.

Mr. HUGHES. Are you still having problems recruiting Hispanic investigators in some countries?

Mr. LAWN. Yes, sir, that problem does exist. We have just initiated a program, however, where we hope to minimize that problem. We have asked the Border Patrol to work with us in training our personnel who have a background, perhaps a high school background, in the Spanish language, so that we can train about 100 agents to increase the level of proficiency in that language.

Mr. HUGHES. My colleague from Florida just touched upon the situation in Colombia, and I, too, don't want to, in fact, make it any more difficult than it is, but I'm not sure I really understand what the bottom line is. We have agents, obviously, in Colombia at this point. Are there any criminal prosecutions underway in Colombia today against traffickers as a fact?

Mr. LAWN. Yes, sir, there are. I'm not in a position to talk about them.

Mr. HUGHES. No. I am talking about actual prosecutions in the courts.

Mr. WESTRATE. I can describe one that occurred two weeks ago, sir, in Medellin, where there was a prosecution of a violator there that was of some significance. His name escapes me at the moment. We had to have DEA agents as witnesses in that trial and had to lay down some very, very elaborate joint U.S./Colombian security procedures to get the agents into that trial to testify and leave. We had to do this on three different occasions in the trial. We are waiting for a verdict now. So there are some.

We would like to see many more prosecutions than we are seeing, and I think it is clear to everyone that the level of intimidation of the Colombian judiciary is a fact of life and of concern both to us and to them, and we are trying to support them to stabilize that situation.

Mr. HUGHES. Is that the only prosecution you are aware of?

Mr. WESTRATE. No. There are others, but I think it is also valid to say that there are not numerous prosecutions ongoing of major

traffickers at this point. That's why we feel the extradition program and other programs which enable us to extradite to the U.S. are so important. We are seeking indictments in the U.S. on a regular basis.

Mr. HUGHES. It is my understanding that the extradition treaty was struck down by the Colombian courts.

Mr. WESTRATE. Well, it is under review at this point. A couple of things happened. There was a signature in question at one point, but that was rectified by the President's signature on the treaty. There are some other concerns at this point, but it is not clear as to what the exact status is.

Mr. HUGHES. Are there any appellate court determinations found against the extradition treaty, the constitutionality of it?

Mr. WESTRATE. No. We are looking to have extraditions again here, or continuing, so that we can test this. The legal experts are a bit confused, as I understand it, as to what the exact status is.

Mr. HUGHES. The gentleman from Florida.

Mr. MCCOLLUM. I would like to know what the story is with regard to Mexico right now. We have talked about Colombia and the Bahamas and all kinds of other places. We don't seem to be getting much cooperation. Mr. von Raab testified the other day that he thought that the level of cooperation was just about nil right now. Is that your assessment?

Mr. LAWN. No, sir, it is not. Last year, we worked with the Attorney General's Office of Mexico, with the Mexican Federal Judicial Police. The seizures made in Mexico of cocaine have increased substantially. In working together with them last year in four separate cases, more than 2,200 kilograms of cocaine were seized. As recently as two weeks ago, the Mexican Federal Judicial Police arrested Jose Gallardo Para, who is part of the Caro Quintero organization. He, in fact, was an individual we believed to be responsible for the abduction and involved in the murder of "Kiki" Camarena. He has been charged in Mexico with the murder of "Kiki" Camarena as recently as a week ago and with the murder of Captain Zavala, a Mexican pilot, and with implications in the murder of a United States tourist from Texas.

Mr. MCCOLLUM. So you see the relationship improving in the last few months, actually?

Mr. LAWN. Yes, sir. I see the relationship improving. Certainly we do have problems with the Eradication Program, but we are also working in cooperative ventures with our Mexican Federal Judicial Police counterparts in Operation Alliance along the southwest border.

Mr. MCCOLLUM. That is encouraging to hear; it really is.

I want to change the subject just briefly, if I can. Last year, we passed some significant new major authority for you to prosecute manufacturers of designer drugs, which was my colleague Dan Lungren's pet interest, as I recall. Unfortunately, he is not on our subcommittee this year. He would probably be asking you these questions. But I am curious if you have made any arrests under this new authority.

Mr. HAISLIP. There is currently an investigation in which we anticipate that this law will be utilized, but there have been no arrests at the moment.

Mr. McCOLLUM. How many cases are under investigation actively?

Mr. HAISLIP. This is a single case, but it appears to have some significance.

Mr. McCOLLUM. This is a case which could not or would not have been pursued before this new authority?

Mr. HAISLIP. That is correct.

Mr. McCOLLUM. Okay.

Mr. HAISLIP. This involves an uncontrolled analog of a controlled substance.

Mr. McCOLLUM. It is the only case right now that you can point to and say that it would not have been pursued but for this law?

Mr. HAISLIP. It is the only case that I anticipate an arrest in. There has probably been another circumstance, but at the moment there is no reason to believe that is going to result in arrests.

Mr. McCOLLUM. Well, this is new on the books, so I am encouraged that you have got one out there.

Mr. HAISLIP. I think we have got one.

Mr. McCOLLUM. Good.

What is the status of the DEA Air Wing? I would like to follow up on that and Operation Bat a little bit. On page 51 of your testimony, you mentioned, Mr. Lawn, that you are authorized to acquire ten new aircraft, and you state that delivery of one of those aircraft, a helicopter for Hawaii, is scheduled. What are your plans for this year for the remaining nine aircraft?

Mr. LAWN. As we mentioned, sir, last year we were involved in Operation Blast Furnace that, while very effective, had a substantial impact on our Air Wing. We are anticipating the purchase of, I believe, nine Aerocommanders for work in South America comparable to what was accomplished in Operation Blast Furnace.

Mr. McCOLLUM. So you are going to acquire those nine other aircraft, but where are they going to be put, and what kind are you acquiring? Does anybody know that? It hasn't been decided yet?

Mr. WESTRATE. No. We are still working on that, sir. We are not going to go for nine Aerocommanders; they are way too expensive for that. But we do hope to increase the Aerocommanders a little and then fixed-wing aircraft, twins probably, for other activities. The strain that we have on our Air Wing right now is the expanding operations in South America and the expanding sophistication in the aircraft that we are using. They have FLIR-type infrared radar capabilities for determining heat sources underneath foliage—that type of thing—and also sophisticated navigation and communication equipment because we are flying in places that are very remote.

Mr. McCOLLUM. And is that where you anticipate using the craft when you do acquire them, in Central and South America?

Mr. WESTRATE. Yes. We are depleting somewhat our capabilities domestically in order to support these operations, such as Blast Furnace. We have no choice but to do that; we feel that the impact on the cocaine situation is going to come in South America.

We feel our Air Wing should be increased and continue to be strengthened in the next several years when we will be coming through the budget process.

Mr. McCOLLUM. Speaking of the Air Wing, I think of the air battle we fought in that drug bill with regard to who got planes between Customs and Coast Guard and so on, and that reminds me of the fact that we have not always had the best cooperation between all the agencies, though it looked better to me last year.

The Customs Service is continuing to seek to expand its domestic drug investigative activity; that is very apparent to us. What is your understanding of Customs' investigative authority, Mr. Lawn, in the area of drug enforcement in the United States?

Mr. LAWN. Because of the scope of the problem, we feel it is important that there be mutual cooperation, in trying to utilize the resources that the Customs Service can make available for the effort. Since they lack title 21 jurisdiction, we have initiated a program with the United States Customs Service which enables us to train and then cross-designate Customs officers to work with DEA in domestic enforcement. We have done that successfully in San Diego, and in New York. We think this is an important enforcement program.

Mr. McCOLLUM. How would you characterize the current level of cooperation? You have just said there is some, but how would you characterize it? As great, or average, or poor, or what?

Mr. LAWN. I would say that our cooperation now is good and getting better. Commissioner von Raab, in a recent social meeting that I had with him, indicated that cooperation between DEA and the Customs Service is better than he has ever seen it.

Mr. McCOLLUM. That is true, you feel, at the field level as well as at the management level?

Mr. LAWN. Yes, sir. As a matter of fact, I think that cooperation is probably considerably better in the field than it is at the management level.

Mr. McCOLLUM. Is there a problem with definition of the roles here? There seems to be so much opportunity for overlapping. That is why we have some of these task forces and coordinating agencies, and after a while—and I deal with this all the time—I get kind of confused; I know the public does, and it seems like some people in the field probably do, too.

Mr. LAWN. Yes, sir, there is a problem, and the problem is a problem of definition. The United States Customs Service has the responsibility for the borders, we have had situations where, in the border context, contraband would come into the United States, the United States Customs Service would say that in the border context they are going to pursue this investigation from Florida, let's say, into Georgia. That, in my view, was not the border context.

I think that the memorandum of understanding that we enjoy with the Customs Service indicates that when the drugs come into the country the information and the investigation should be turned over to the Drug Enforcement Administration.

There have been several problems associated with this in the past, but they are in the past, and I think that with the understanding on this cross designation we are seeing fewer instances where Customs personnel are conducting investigation in the United States.

Mr. MCCOLLUM. Well, could you explain how the Vice President's Joint Task Force fits into this, what its current status is, and does it help coordinate, or what is going on with it?

Mr. LAWN. The task force established by Vice President Bush in Florida was indeed a joint task force. Customs and DEA worked mostly in an interdiction effort. It was not a domestic enforcement effort. That is different from the operation we currently have on the southwest border. That operation is an enforcement effort, not just an interdiction effort, and that is why it was necessary at the southwest border to cross designate personnel so that Customs personnel and Border Patrol personnel could work in joint domestic—

Mr. MCCOLLUM. Well, now, is the Joint Task Force operating, particularly the Mexican area, as almost a separate DEA enforcement group? I mean is that a proper characterization, it is sort of a functioning Drug Enforcement unit itself now? It seems to me that is the impression I am getting.

Mr. LAWN. Yes, sir. While it is called a special investigation they are responsible, they are in the command structure of DEA; the agent in charge of the operation is our agent in charge of the Houston Division, and the supervisory personnel are a cross between Border Patrol, DEA, and Customs, all of whom report, however, to a DEA supervisor.

Mr. MCCOLLUM. In South Florida, the beginning of the task force, where it all started, is that all under Coast Guard now, or is it under some joint command that goes up that way? Isn't that run differently?

Mr. WESTRATE. Sir, the original task force in Florida under the Vice President still exists as a joint DEA/Customs division under our Miami office, and they are responding basically to Customs seizures and following up on those investigations.

The second iteration of that effort was the creation of NNBIS, the National Border Interdiction System, which also is under the auspices of the Vice President, and that is a different function. In the Florida area it is under the supervision of the Admiral of the Coast Guard, and in the Texas/southwest border area the NNBIS Program is under the supervision of a Customs officer in Houston.

Mr. MCCOLLUM. This is a basic coordination role—information—right?

Mr. WESTRATE. Yes. NNBIS is basically a coordination role, in terms of interdiction, principally bringing military resources to bear.

Mr. MCCOLLUM. How does the Vice President actually get involved? Is it his office directly now, or has it just sort of grown under his auspices and everything is functioning on its own these days?

Mr. WESTRATE. No. He is involved on a regular basis. In fact, I met for two hours with the staff director, Howard Giehring of that office yesterday. There is a meeting next week that the Vice President will personally chair as to the status of some operations that are ongoing, and he is quite involved on a regular basis.

Mr. MCCOLLUM. You know, some of the folks, especially over in the Senate, have been calling this year for a drug Czar—we have heard that every year for gosh knows how long—and yet we have

the Vice President's Task Force, we have all these cooperative efforts out there, and we know that there was created last year, I guess, the new National Drug Enforcement Policy Board. How is that going? How does that fit into this?

Mr. LAWN. The National Drug Enforcement Policy Board is going, and I think it is working with increasing effectiveness. For example, there was a problem associated with the Anti-Drug Abuse Act of 1986 where, in the language of the act, the Customs Service was to initiate a task force, Operation Bat, that was to send helicopters into the Bahamas.

The Coast Guard said that Customs did not have authority outside the 6-mile limit. This was presented to the Drug Enforcement Policy Board. The Policy Board put together a subcommittee chaired by Ann Wroblewski, and we—Admiral Yost, Commissioner von Raab, and myself—sat down to discuss the problem. We came up with recommendations, brought it back to the board, and the issue was resolved, and with one or two meetings.

There is another problem associated with the sharing of intelligence from the intelligence community. If information is received which can't be used in court, it is of little value in the enforcement effort. I chair that committee in trying to determine how best that type of intelligence can be handled.

Mr. MCCOLLUM. With all these layers that are out there, do we need a drug czar, or is that just going to make it all the worse if we have something like that?

Mr. LAWN. I think we have a drug czar in the Attorney General of the United States. I think he can best call those individuals to task who are not working in concert. He, in fact, has done that, and I know with Operation Blast Furnace when we needed immediate action on acquiring military helicopters it took a letter from the Attorney General to Mr. Weinberger. We had the helicopters within 48 hours.

Mr. MCCOLLUM. So that is really what this is when we say the AG is the drug Czar with the policy board.

Mr. LAWN. Yes, sir.

Mr. MCCOLLUM. Coordinating them. I mean that is what, in fact, we already have.

Mr. LAWN. Yes, sir.

Mr. MCCOLLUM. So you don't see us needing any additional legislation in this regard to coordinate things.

Mr. LAWN. No, sir. I am concerned that if we have an additional drug czar we will have several of the levels of administrative problems.

Mr. MCCOLLUM. Now speaking of levels of stuff, we continue to have rumors around here that you are going to get merged into the FBI and that the last thing Judge Webster did was to recommend that. Is that true?

Mr. LAWN. I'm not sure that that recommendation was made by Judge Webster. I have maintained during my 5 years in the Drug Enforcement Administration that the scope of the drug problem is such that a single mission agency is absolutely critical.

As Mr. Trott testified at a recent hearing with me, periodically the coordination effort is brought up before the Attorney General. The Attorney General is now reviewing the successes of DEA and

the coordination that we are currently enjoying with the FBI and is making a determination if further coordination is warranted.

Mr. McCOLLUM. Do you like the current relationship?

Mr. LAWN. Yes, sir, I do. I see it as working very effectively. We have DEA personnel assigned to the FBI. The FBI has management personnel assigned to DEA. We have excellent coordination. We have an excellent sharing of equipment, and the existing structure, I think, is effective.

Mr. McCOLLUM. Last question before I turn this back over to the chairman, because I think it is all in the same area. You mentioned in your discussion of the clandestine laboratories the seizure of a lot of weapons. You told me that, and you have said that in your testimony—I think 1,000 of them or so. What are the weapons seizure statistics for other types of arrest that you make? Are they pretty high? A thousand of them here in this case for 500 clandestine labs.

Mr. LAWN. Yes, sir. The seizure of weapons has increased substantially over the years. We are gathering those statistics. We are seizing, for example, an automatic weapon a day in our domestic arrests.

Mr. McCOLLUM. What role does BATF play in all this with you?

Mr. LAWN. When we are involved in an investigation and a weapon is seized. We work very closely with the ATF. ATF in fact works with us in our task forces around the country because of the growing problem associated with weapons.

Mr. McCOLLUM. In the clandestine lab area, you said that 15 percent of the weapons seized were automatic weapons. Do you know if BATF actually does an investigation on each one of those automatic weapons? You turn it over to them. I assume the weapons go to BATF.

Mr. LAWN. Yes, sir, they do. As a matter of fact, the ATF had a meeting that was conducted in Mexico and had offered that same service to the Government of Mexico which has seen increasing numbers of weapons coming from the United States into Mexico. ATF has offered the service where, if weapons are seized in Mexico from the United States, ATF will initiate investigations to share with the Mexican Government.

Mr. McCOLLUM. Perhaps for the benefit of anybody who might be in the audience who doesn't understand all these shorthand terms that we are using around here, BATF or ATF is the Bureau of Alcohol, Tobacco and Firearms.

Mr. LAWN. Alcohol, Tobacco and Firearms; yes, sir.

Mr. McCOLLUM. Okay. I think I have asked enough for now, Mr. Chairman. I will yield back. Thanks.

Mr. HUGHES. Thank you.

I have some questions about EPIC and the All-Source Intelligence Center, but before I do, let me just back up a little bit and just pick up on the line of questioning that my colleague from Florida was engaged in relative to a proposed merger, FBI/DEA merger. Your testimony was that you weren't sure whether Judge Webster had made, as one of his last recommendations, a recommendation that there be such a merger. There is no question but that that is in your mind that that was, in Judge Webster's opinion, a positive move?

Mr. LAWN. I would say that Judge Webster feels that closer coordination could be—

Mr. HUGHES. Well, didn't he recommend a merger at one point?

Mr. LAWN. Yes, sir. I think the merger issue began with Attorney General Smith.

Mr. HUGHES. What prompted Attorney General Meese to review that issue again? Was there something that prompted that? Do you know?

Mr. LAWN. I'm sorry, Mr. Chairman, I don't know. I do know that Attorney General Meese at the U.S. Attorneys Conference in Tucson advised the U.S. attorneys in the country that he had the closer coordination, the DEA/FBI relationship, under study and that within the next 30 days he would be advising the U.S. attorneys as to results of that study.

Mr. HUGHES. On balance, do you feel that that would be a positive development, to see a full merger of DEA and the FBI?

Mr. LAWN. As I indicated, Mr. Chairman, I think the single mission concept is critically important. I feel that the serious nature of the drug problem in this country warrants an organization with the single mission to address the drug problem, both the regulatory problems as well as the enforcement problems. We need an agency that has the responsibility and the accountability, an agency that would come up and speak before this body about what is going on, what successes we had, and what failures we have also had. I think the single mission concept is the way that should work most effectively.

Mr. HUGHES. Let me ask you what you think would be the impact on our Foreign Cooperative Investigative Program, our program overseas, our program of intelligence gathering, working in source countries, transshipment countries, countries which have a common interest, the training of officials in other countries, as we often do—what would be the impact of a merger between DEA and the FBI on that mission overseas?

Mr. LAWN. Based on my experiences, my dealing with foreign counterparts, DEA enjoys a unique relationship with our foreign counterparts. In some countries, the relationship could only exist because of the fact that the Drug Enforcement Administration is a single mission agency.

The question was asked about our growing relationship with the People's Republic of China. I think that the relationship is growing as confidence is building because our counterparts in the People's Republic know that ours is a single mission and the mission involves drug law enforcement. For that reason, I think it is imperative that the outstanding reputation that DEA has built over the years with our foreign counterparts is best served by having DEA.

Mr. HUGHES. Let me be a little more specific. When I have traveled to source and transshipment countries in Asia in particular, the Far East, I have had officials in those countries, police officials and other officials in those countries, tell me when this story circulated a few years ago that there might be a merger of FBI and DEA, that they could forget about cooperation. If, in fact, they have an agency that is interested in intelligence, counterintelligence, and other domestic issues within a foreign country, that we

could not expect any cooperation from them in those areas. Have you had officials tell you the same thing?

Mr. LAWN. Yes, sir, I have.

Mr. HUGHES. In fact, I have had it a number of times in different countries; it wasn't just one country. Has that been your experience, too?

Mr. LAWN. Yes, sir, it has.

Mr. HUGHES. What is the status at the present time of the relocation of EPIC to Fort Bliss, Texas, and what is going to be the impact?

Mr. LAWN. In 1984, we had requested that DEA be authorized to expand the construction of EPIC, and since that expansion could not take place at its current location we initiated a survey by the Corps of Engineers. The Corps of Engineers completed the study. We then requested the authority to move, and that authority has now been granted. According to provisions of the bill, part of the money that was authorized for DEA by the Anti-Drug Abuse Act of 1986 was to enhance EPIC; if it was to be expanded, it was to be expanded in El Paso. The building of the new facility at Fort Bliss in Texas is to begin, I believe, this month.

Mr. HUGHES. Okay. What is actually going to happen to EPIC? Is it just going to be enhanced, enlarged, or is it going to be replaced by the All-Source Center?

Mr. LAWN. No, sir. The current function of EPIC as the tactical center for interdiction, will be enhanced. At the same time under study is the All-Source Intelligence Center concept, and, as I mentioned, I am chairing a committee on the All-Source Intelligence Center, my committee is examining how the All-Source Intelligence Center will interface with EPIC. It my responsibility to report this back to the Drug Enforcement Policy Board.

Mr. HUGHES. Aside from EPIC, what types of intelligence collection and analysis does your Intelligence Section generate?

Mr. LAWN. Operational intelligence—that is, the intelligence peculiar to a given investigation—strategic intelligence, that is the intelligence wherein we determine the willingness of a given country, for example, to involve itself in eradication in cooperation with law enforcement. We work very closely—in fact, have a link between DEA headquarters and the intelligence community—CIA, NSA—and share the intelligence with those agencies as it pertains to drug enforcement.

Mr. HUGHES. Let us move on to another subject that has been a matter of concern, the problems with D.C. Metropolitan Police and the use of DEA's laboratories. I understand that during the Nixon administration, the DEA lab was designated as the laboratory to process controlled substances of all types which were seized in the District of Columbia.

We have had some major problems with backlogs, which I understand you have been trying to address. Do you have some ongoing discussions with the metropolitan police or the District of Columbia Government looking to a long-term solution to the problem? I understand that we have had dozens and dozens of drug arrests dismissed because of the inability to secure laboratory results. Do you want to comment?

Mr. LAWN. Yes, sir. As you had indicated, during the Nixon administration DEA was mandated to provide lab services for the Metropolitan Police of the District of Columbia for drug analysis. Ninety percent of the work done by our laboratory here in Washington, D.C., is in support of the Metropolitan Police Department.

We have negotiated with the Metropolitan Police Department in two areas: one, in the area of providing either financial support for the lab so that additional chemists could be hired to assist the problem associated with the backlog or, on the other hand, for the laboratory to be completely turned over to the District of Columbia.

The District of Columbia is a major police department. Unlike most major police departments, they do not have a laboratory. It is my recommendation—it has been my recommendation to the Department of Justice and through the Department of Justice to the District of Columbia that a long-range plan be initiated where the D.C. lab be turned over to the District of Columbia.

Mr. HUGHES. The resolution of that problem, I presume, is going to, in fact, have some influence on the decision about a new laboratory for DEA.

Mr. LAWN. Yes, sir.

Mr. HUGHES. I think we all agree that it is just unacceptable to have cases dismissed. I can't think of anything that would create a morale problem among police officers than to see their cases end up in dismissals because somebody was not able to get the analysis necessary for a presentation to court.

Mr. LAWN. Yes, sir. There is a second leg of what we are trying to do. The U.S. Attorney's Office in the District is working with the judges within the District so that the court will accept guilty pleas on conspiracy to distribute. I understand from Mr. di Genova that that, too, is moving forward.

Mr. HUGHES. Have you any idea how many cases have been dismissed because of inability to secure laboratory analysis?

Mr. LAWN. No, sir. I know there have been misdemeanors dismissed. I know that when we put a group together for a 90-day effort to minimize the backlog, the backlog of exhibits to be examined was in excess of 1,300. We have reduced that backlog in the past 90 days by about 76 percent to about—

Mr. HUGHES. How long does it take to turn out analysis now? What is it taking to get laboratory results back to the law enforcement community?

Mr. LAWN. Certainly it would depend on the laboratory. I don't know what the turnaround time is in the lab.

Mr. HUGHES. Can you get that for us?

Mr. LAWN. Yes, sir, I certainly can.

Mr. HUGHES. Do you keep a record of the cases that end up being dismissed, or is that something we would have to get from the Metropolitan Police Department?

Mr. LAWN. I believe that at a recent meeting with Mr. di Genova and the Department of Justice Mr. di Genova provided those figures for us, so I can certainly obtain those from the U.S. Attorney's Office.

Mr. HUGHES. But, to say the least, it is embarrassing. I mean we have been trying to step up our efforts and hear our drug arrests, and we are dismissing them because we just aren't doing our job.

Frankly, I don't care who does the laboratory work. It makes abundant good sense to me, it seems, for the Metropolitan Police Department to have its own lab, like any other metropolitan police department. But in the interim it seems, as long as we have that function, we ought to be funding it sufficiently to ensure that we don't dismiss any cases.

Mr. LAWN. Mr. Chairman, I couldn't agree with you more. When we began our negotiations with the Metropolitan Police Department three or four years ago, recognizing the potential for a problem, we continued to ask for additional resources to address the problem so that we wouldn't have the problem of dismissals of cases. It came to the issue of, again, support for State and locals. That is not the Federal role. Any of the numerous requests that I had had for additional chemists was not approved.

Mr. HUGHES. Was not approved?

Mr. LAWN. Was not approved; yes, sir. We, over the years, had requested, I think, a total of 60 chemists, and the only chemists that we have been able to receive for the growing problem associated with our laboratories were the chemists we received through the anti-drug legislation.

Mr. HUGHES. Did the Attorney General request in the budget submission additional monies the last two fiscal years for additional chemists for the lab?

Mr. LAWN. No, sir, he did not.

Mr. HUGHES. Because I find that when the Attorney General makes a request he generally is pretty successful. So is the problem persuading the Justice Department?

Mr. LAWN. I have been told, Mr. Chairman, that the problem is that we have been told that the Office of Management and Budget will not be approving additional chemists because of the perception that it is a State and local problem. Unfortunately, the Drug Enforcement Administration is caught wearing the black hat.

Mr. HUGHES. I can't blame OMB if the Attorney General doesn't request it.

Mr. LAWN. We had, I believe, Mr. Chairman, requested it in prior years, and we are advised that such a request would not be—

Mr. HUGHES. Well, I know the Attorney General is a very, very persistent man, and if the Attorney General views that as a priority, he generally is fairly successful in winning, as you well know, resources for the law enforcement community.

I just hope that we haven't gotten caught in a little tug-of-war between the City of Washington and the Federal Government at this point in trying to persuade them that they should have their own lab. That makes abundant good sense to me. But, in the interim, it seems to me somebody would be very, very embarrassed if the public at large became aware of the fact that, with all the hue and cry about substance abuse and doing something about traffickers and drug abuse, we are dismissing dozens, and dozens, and dozens of cases because we are not processing the seizures in the laboratories. It is going to be DEA who is going to be clobbered, because right now you have that responsibility.

Mr. LAWN. Yes, sir, we do. As I mentioned, we put a special task force together, taking chemists from other laboratories, so that we could reduce that backlog, which we have done successfully.

Mr. HUGHES. What do you need in additional chemists this year to reduce that backlog to a point that no criminal cases are in jeopardy? How many chemists would you need?

Mr. LAWN. What we had asked for, Mr. Chairman, was 12 positions.

Mr. HUGHES. Twelve positions. And what does that equate to in dollars?

Mr. LAWN. I don't have that figure, Mr. Chairman, but I will get it for you. I have been advised about \$750,000.

Mr. HUGHES. Is the Justice Department supporting that request?

Mr. LAWN. Based upon our meetings with the Department of Justice and with the Metropolitan Police Department, when the determination is made as to the status of the lab, whether it will be a program wherein the District will initiate some funding for us, that is under review so that additional chemists can be hired with that money. Whether the determination is made that the lab will be turned over to the Metropolitan Police Department or whether we will continue to do the work, when that is determined, then we will make the request for the additional chemists.

Mr. HUGHES. So what you are saying is that the Justice Department right now does not support such a request. Is that the bottom line?

Mr. LAWN. No, sir. The Department of Justice is waiting for the resolution of the issue so that they can——

Mr. HUGHES. What if it is not resolved before the budget submissions, which is not unlikely? It hasn't been resolved in the last 3 years.

Mr. LAWN. Yes, sir. We had received the additional chemists for the DEA laboratories. We certainly on an interim basis could move chemists to minimize backlog. But if that decision is made, we will put it in our 1989 request.

Mr. HUGHES. So in the interim, for 1988, it is your expectation that you just have to make do with what you have? Is that what you are saying?

Mr. LAWN. Yes, sir.

Mr. HUGHES. What does that equate to in length of time in processing and analysis per case, the present backlog? What does that equate to? How long does it take us from the time of seizure and submission to the laboratory to the time that the law enforcement agency is provided with an analysis?

Mr. LAWN. We have prepared such an analysis for the review of the Department of Justice. I don't have those figures with me, Mr. Chairman.

Mr. HUGHES. Would you submit those for the record?

Mr. LAWN. Yes, sir.

Mr. HUGHES. The only other area that I want to just touch upon is the area of the Foreign Cooperative Investigative Programs. It just seems to me that that is an area that, while you are seeking some additional funds, is seriously underfunded; it has been for a number of years. My question is, do you find that with the changes

that are taking place around the world, that you are able to move agents with some dispatch?

I remember a few years ago, when we visited Mexico, we had many more agents in Mexico City than we really could justify. It took so long to catch up with what, in effect, was a misallocation. Have we improved our ability to move agents around as conditions change?

Mr. LAWN. Yes, sir. We have improved it substantially, and we also have increased substantially our allocation of manpower overseas. With the 440 additional personnel we received last year, we have increased our staffing in South America to address the cocaine problem, and, as I mentioned in my statement, we are opening four new offices this year to address other problems internationally.

Our vacancy rate is 7 percent. We think that will be improved upon with our ability now to determine in advance when someone will be coming out of country, so that the position can be backfilled a number of months in advance. There is no substantial period of time when a country is left without a drug enforcement agent for liaison purposes. We see that improving substantially.

Mr. HUGHES. Okay. Well, there are several other areas that I do want to get into. I will submit those. It is 12:30. We have been at this for about two and a half hours. I have some other areas that I would like to submit some questions to you on, and we will keep the record open for that purpose.

Mr. HUGHES. Let me just indicate that we have talked about a number of areas where I have tried to be critical in a constructive fashion, and we think that DEA does a very good job with the resources that they have, but, frankly, there are some areas of policy where I hope we can develop a better understanding of where we are going. Diversion is one of them; it is a serious one. That is one major area that I hope in this next year we can begin to focus in on.

I have spent a lot of time today, as you well know, talking about diversion. That is because I have been talking about it now for the last 5 years, and I really don't see any dramatic changes in the manner in which we are handling the diversion problem in this country. I hope in this next year we can work together to improve that.

Mr. LAWN. Thank you, Mr. Chairman. I can assure you that those areas that you have addressed, where you see that we are not doing what we should be doing, I am certainly accepting that in that context as being very constructive, and we will take a close look at that.

Mr. HUGHES. Thank you very much. We appreciate your testimony.

Mr. LAWN. Yes, sir.

Mr. HUGHES. The subcommittee stands adjourned.

[Whereupon, at 12:30 p.m., the subcommittee was adjourned subject to the call of the chair.]

## APPENDIX

PETER W. RODIN, JR., NEW JERSEY, CHAIRMAN  
 JACK BROOKS, TEXAS  
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## U.S. House of Representatives

## Committee on the Judiciary

Washington, DC 20515-6216

Telephone: 202-225-3951

M. ELAINE NELKE  
 STAFF DIRECTOR  
 ANTHONY P. ENOMIS, JR.  
 ASSOCIATE COUNSEL  
 ALAN P. COFFEY, JR.

April 28, 1987

John C. Lawn, Administrator  
 Drug Enforcement Administration  
 U.S. Department of Justice  
 1405 Eye Street, N.W.  
 Washington, D.C. 20537

Dear Mr. Lawn:

Thank you very much for your appearance before the Subcommittee on Crime on April 2, 1987. As I indicated at the conclusion of the hearing, the Subcommittee has a number of additional questions concerning DEA operations and plans for the forthcoming fiscal year. Those additional questions are enclosed, and we would appreciate your full and complete responses at your earliest convenience.

With best personal regards,

Sincerely yours,

*Burr*  
 William J. Hughes  
 Chairman  
 Subcommittee on Crime

WJH:ees

Enclosure

ADDITIONAL QUESTIONS FOR THE  
DRUG ENFORCEMENT ADMINISTRATION  
FOR THE RECORD OF THE HEARING, APRIL 2, 1987

1. QUESTIONS REGARDING FY 1987 SPENDING

(a) IN YOUR DISCUSSION OF THE ALLOCATION OF THE SUPPLEMENTAL \$60 MILLION APPROPRIATION FOR FY 1987 PROVIDED FOR DEA BY THE CONGRESS IN THE ANTI-DRUG ABUSE ACT OF 1986, YOU SAID THAT YOU CONSIDERED ALLOCATION FIGURES DEVELOPED BY THE SENATE. PLEASE PROVIDE THOSE FIGURES FOR THE RECORD.

(b) PLEASE PROVIDE THE REPORTS YOU HAVE RECEIVED FROM THE MANAGERIAL LEVEL ASSESSMENT OF THE PERSONNEL NEEDS FOR DIVERSION IN EACH OF YOUR OFFICES. IN YOUR REQUEST OF YOUR MANAGERS, DID YOU SPECIFICALLY INDICATE THAT CONGRESS HAD SET A VERY HIGH PRIORITY FOR INCREASING THE DIVERSION PROGRAM? PLEASE PROVIDE THE COMMUNICATION THAT YOU SENT TO THOSE MANAGERS.

(c) PRECISELY WHAT WERE THE MOST IMPORTANT FACTORS TAKEN INTO CONSIDERATION BY THE ADMINISTRATOR IN MAKING THE ALLOCATION DECISIONS THAT RESULTED IN REPROGRAMMING THE 1987 SUPPLEMENTAL APPROPRIATION?

2. QUESTIONS REGARDING FY 1988 PROGRAM INCREASES

(i). TEMPEST.

(a) PLEASE EXPLAIN WHAT TEMPEST MEANS AND WHAT IT IS?  
(b) IS IT A DATA SECURITY SYSTEM? WHAT OTHER DATA SECURITY SYSTEMS HAS DEA CONSIDERED IN ADDITION TO THE TEMPEST SYSTEM? WHO MANUFACTURES OR PROVIDES THE TEMPEST SYSTEM? HOW DOES TEMPEST DIFFER FROM OTHER TYPES OF DATA SECURITY SYSTEMS? WHAT

ADDITIONAL QUESTIONS FOR THE RECORD, PAGE 2

ARE WE GETTING FROM TEMPEST THAT WE COULD NOT GET LESS EXPENSIVELY FROM ALTERNATIVE SYSTEMS?

(c) YOU ARE CURRENTLY PHASING IN A PILOT PROGRAM FOR THE TEMPEST PROGRAM WHICH IS PROJECTED TO COST CLOSE TO \$30 MILLION OVER THE NEXT SEVEN YEARS. WHAT ARE THE RESULTS OF THAT PILOT PROGRAM?

(d) WHAT KINDS OF BUGS ARE YOU FINDING IN TEMPEST IN THE COURSE OF THE PILOT PROGRAM? PLEASE PROVIDE A SUMMARY OF THE REPLIES TO QUESTIONNAIRES SENT TO AGENTS AND FIELD MANAGERS REGARDING THE VALUE AND EFFECTIVENESS OF TEMPEST.

(ii) ADP SUPPORT.

ON PAGE 19 OF YOUR PREPARED STATEMENT YOU STATED DEA IS ASKING FOR 26 POSITIONS AND \$4.5 MILLION FOR ADP TECHNICAL SUPPORT TO MEET "DATA ENTRY REQUIREMENTS." PAGE 65 OF DEA'S FY 1988 BUDGET SUBMISSION, STATES THAT DEA IS ASKING FOR 15 POSITIONS (13 COMPUTER SPECIALISTS) AT A COST OF \$3 MILLION FOR ADP TECHNICAL SUPPORT. DOES THAT MEAN THAT THE REMAINING 11 POSITIONS ARE TO COST \$1.5 MILLION? THOSE APPEAR TO BE VERY EXPENSIVE CLERICAL POSITIONS FOR DATA ENTRY. ARE YOU SEEKING THESE FUNDS FOR ANY OTHER PURPOSE NOT DISCLOSED?

(iii) ASSET REMOVAL TEAMS

PLEASE PROVIDE A DESCRIPTION OF THIS PROGRAM, WHAT HAS BEEN ACCOMPLISHED SO FAR, AND WHAT YOU ANTICIPATE FOR FY 1988 AND FY 1989.

(iv) IMPROVED SECURITY

(a) YOU ARE PROPOSING TO ADD 9 POSITIONS AND \$1 MILLION FOR

ADDITIONAL QUESTIONS FOR THE RECORD, PAGE 3

IMPROVED SECURITY. WHAT IS YOUR CURRENT COST FOR SECURITY FOR STAFF AND FACILITIES? HOW MANY POSITIONS ARE CURRENTLY ASSIGNED TO THIS FUNCTION?

(b) WHAT IS YOUR PLAN FOR IMPROVED SECURITY? IF YOU DON'T WISH THIS INFORMATION TO BE PUBLICLY DISCLOSED, PLEASE PROVIDE THE ANSWER UNDER SEPARATE COVER?

(v) TECHNICAL EQUIPMENT

YOU ARE DEVELOPING IN YOUR OWN ENGINEERING FACILITY VARIOUS TYPES OF TECHNICAL EQUIPMENT FOR SURVEILLANCE. HOW MUCH OF THE TOTAL AMOUNT OF THIS TYPE OF EQUIPMENT USED BY DEA IS FABRICATED BY DEA ITSELF?

3. STATUS OF DIVERSION

(a) PRECISELY WHAT IS THE STATUS OF THE DIVERSION CONTROL PROGRAM AS SET FORTH BY THE ANTI-DRUG ABUSE ACT? PLEASE DESCRIBE EXACTLY HOW THE REPROGRAMMING PROCESS WAS INITIATED AND CARRIED OUT TO ALLOCATE THE SUPPLEMENTAL FUNDS OF THE ANTI-DRUG ABUSE ACT OF 1986, WITH SPECIFIC ATTENTION TO THE REPROGRAMMING OF DIVERSION CONTROL FUNDS.

(b) ON PAGE 13 OF YOUR PREPARED STATEMENT YOU SAID THAT DEA IS WORKING CLOSELY WITH THE BUREAU OF JUSTICE ASSISTANCE AND THE STATES TO FOCUS FEDERAL GRANT MONEY FOR DIVERSION CONTROL EFFORTS.

(i) PRECISELY WHAT ARE YOU DOING IN THIS REGARD? PLEASE PROVIDE A COPY OF THE ANNOUNCEMENT SENT TO APPROPRIATE STATE AND LOCAL LAW ENFORCEMENT AND REGULATORY AGENCIES ADVISING THAT FUNDS ARE AVAILABLE SPECIFICALLY FOR DIVERSION CONTROL PROGRAMS.

ADDITIONAL QUESTIONS FOR THE RECORD, PAGE 4

(ii) WHAT STATES HAVE APPLIED FOR, AND WHAT STATES HAVE RECEIVED GRANTS FOR DIVERSION CONTROL? PLEASE PROVIDE THE AWARD CRITERIA FOR THESE GRANTS.

(iii) IF THE ADMINISTRATION IS WILLING TO SPEND THE GENERAL STATE AND LOCAL NARCOTICS LAW ENFORCEMENT GRANT FUNDS TO ASSIST THE STATES IN THE DIVERSION CONTROL EFFORT IN 1987, WHY WAS THE ADMINISTRATION UNWILLING IN 1986 TO SPEND \$2.7 MILLION ACTUALLY APPROPRIATED FOR PRECISELY THIS PURPOSE?

(iv) PLEASE DESCRIBE EXACTLY WHAT HAPPENED TO THE \$2.7 MILLION APPROPRIATED IN FY 1986 FOR DIVERSION CONTROL GRANTS TO THE STATES. PLEASE PROVIDE A COPY OF ALL CORRESPONDENCE BETWEEN THE DRUG ENFORCEMENT ADMINISTRATION, THE DEPARTMENT OF JUSTICE, THE NATIONAL DRUG ENFORCEMENT POLICY BOARD, THE OFFICE OF MANAGEMENT AND BUDGET AND THE OFFICE OF DRUG ABUSE POLICY ON THE SUBJECT OF THIS APPROPRIATION.

(c) State Assessments

(i) PROVIDE COPIES OF ALL OF THE ASSESSMENTS OF THE ABILITY OF THE STATES TO CONTROL DIVERSION REQUIRED TO BE PREPARED BY DEA BY THE DANGEROUS DRUG DIVERSION CONTROL ACT OF 1984.

(ii) WHAT ARE THE PLANS FOR PREPARING ASSESSMENTS FOR STATES FOR WHICH ASSESSMENTS HAVE NOT YET BEEN COMPLETED?

(iii) YOU STATED THAT "THE PERSONNEL ARE IN PLACE" FOR MAKING THESE ASSESSMENTS. HOW MANY PERSONNEL ARE IN PLACE? WHERE ARE THEY IN PLACE? WHAT ASSIGNMENTS HAVE THEY BEEN TAKEN FROM?

(d) Diversion Investigative Units

ADDITIONAL QUESTIONS FOR THE RECORD, PAGE 5

WHAT IS THE CURRENT STATUS OF STATE DIVERSION INVESTIGATIVE UNITS AROUND THE NATION? PLEASE DESCRIBE EACH STATE'S PROGRAM, AND ANY ASSISTANCE PROVIDED BY DEA. PLEASE DESCRIBE HOW EACH OF THOSE STATE'S DIUS NOW COMPARE TO THE PROGRAMS WHICH WERE ESTABLISHED AT THE BEGINNING OF THE DECADE. PLEASE PROVIDE A SUMMARY OF THE PROSECUTIONS AND CONVICTIONS, AND ADMINISTRATIVE ACTIONS UNDERTAKEN BY THE STATE DIUS.

(e) Anti-Diversion Mobile Strike Forces

PLEASE DESCRIBE THE CURRENT STATUS OF THE ANTI-DIVERSION MOBILE STRIKE FORCES. PRECISELY HOW MANY PERSONNEL, OF WHAT GRADE, ARE ASSIGNED TO EACH STRIKE FORCE? ARE THESE TEMPORARY OR PERMANENT ASSIGNMENTS? PLEASE DESCRIBE YOUR LONG RANGE PLANS FOR PERMANENT ASSISGNMENTS.

(f) DAWN reporting

PLEASE PROVIDE THE LATEST SUMMARY OF THE DAWN REPORTING THAT INDICATES THE CURRENT MENTIONS FOR DIVERTED DRUGS IN COMPARISON WITH SCHEDULE I OR IMPORTED DRUGS. PLEASE PROVIDE A LIST OF THE TOP TWENTY MENTIONED DRUGS IN DAWN WITH THE NUMBER OF MENTIONS.

(g) Clandestine Laboratory investigation

PLEASE DESCRIBE THE CLANDESTINE LABORATORY INVESTIGATIONS AND THE REPROGRAMMING OF FUNDS FOR THAT PROGRAM.

4. STATE AND LOCAL TASK FORCE PROGRAMS

(a) ENCLOSURE ARE THE WORKLOAD AND ACCOMPLISHMENTS SECTIONS REGARDING THE STATE AND LOCAL TASK FORCE PROGRAM FROM EACH OF DEA'S BUDGET REQUESTS FOR FY 1985, FY 1986, FY 1987 AND FY 1988. (ATTACHMENT A). ON PAGE 40 OF THE FY 1985 SUBMISSION AND ON PAGE

ADDITIONAL QUESTIONS FOR THE RECORD, PAGE 6

44 OF THE FY 1986 SUBMISSION, DEA SAID THAT ITS CONVICTION RATE FOR ARRESTS BY THE STATE AND LOCAL TASK FORCES WAS 97% IN 1982, 98% FOR 1983 AND 98% IN 1984.

ON PAGE 42 OF THE FY 1987 SUBMISSION DEA REVISED ITS STATEMENT OF THE STATE AND LOCAL TASK FORCE CONVICTION RATE DOWNWARD TO 77% IN 1984 AND REPORTED THE RATE TO HAVE BEEN 76% IN 1985.

IN THE FY 1988 BUDGET SUBMISSION, DEA HAS DISCONTINUED REPORTING ON THE CONVICTION RATE IN THE ACCOMPLISHMENTS AND WORKLOAD SUMMARY OF THE STATE AND LOCAL TASK FORCES PROGRAM. IN THE STATISTICS PRESENTED ON PAGE 36 OF YOUR FY 1988 SUBMISSION, IT APPEARS THAT IN 1985 THE TOTAL OF 2025 CONVICTIONS IN STATE AND FEDERAL COURT WAS ONLY 67% OF THE 3172 TOTAL ARRESTS (NOT THE 76% CLAIMED IN THE FY 1987 SUBMISSION), AND THAT IN 1986 THE TOTAL OF 2261 CONVICTIONS WAS ONLY 56% OF THE 4026 ARRESTS. IN YOUR ORAL TESTIMONY YOU DENIED THE ACCURACY OF THESE NUMBERS. PLEASE PROVIDE AN ACCURATE SUMMARY OF THE ARRRESTS AND CONVICTIONS FOR THE STATE AND LOCAL TASK FORCES.

IF YOUR STATISTICS FROM THE FY 1987 AND FY 1988 SUBMISSIONS, AND THE ARITHMETIC OF THE SUBCOMMITTEE, ARE NOT WRONG, PLEASE EXPLAIN WHY THE CONVICTION RATE FOR THE STATE AND LOCAL TASK FORCES HAS FALLEN OFF SO SHARPLY.

(b) PLEASE DESCRIBE MORE FULLY THE ONGOING ACTIVITIES OF THE 24 ANTI-CRACK TASK FORCES THAT YOU SAID HAVE BEEN ESTABLISHED. HOW MANY AGENTS ARE ASSIGNED TO THESE TASK FORCES? HOW MANY ARRESTS HAVE BEEN ACHIEVED? WHAT ARE YOUR PLANS FOR THE

ADDITIONAL QUESTIONS FOR THE RECORD, PAGE 7

FUTURE OF THESE TASK FORCES?

5. FOREIGN COOPERATIVE INVESTIGATIONS

(a) WHY IS YOUR PROPOSED INCREASE IN THIS PROGRAM SO SLIGHT (NO ADDITIONAL AUTHORIZED POSITIONS) AND YET THE DOMESTIC ENFORCEMENT PROGRAM IS ASKING FOR 56 NEW POSITIONS?

(b) YOU STATED ON PAGE 8 OF YOUR PREPARED STATEMENT THAT THE MEXICAN SHARE OF THE U.S. HEROIN MARKET INCREASED MORE THAN 20% BETWEEN 1984 AND 1985, AND ANOTHER 13% IN JUST THE FIRST HALF OF 1986. WHAT IS THE OUTLOOK FOR THE HEROIN SITUATION IN MEXICO?

(c) IN YOUR PREPARED STATEMENT, YOU DID NOT DISCUSS COLOMBIA, BUT YOU SAID THAT THE COLOMBIANS ARE "HITTING" THE REFINERIES. PLEASE PROVIDE THE NUMBER OF REFINERIES THAT HAVE BEEN ELIMINATED AND INDICATE WHICH OF THESE ARE URBAN AND WHICH ARE JUNGLE "REFINERIES." WHAT IS DEA'S ESTIMATE OF THE NUMBER OF NEW COCAINE REFINERIES ESTABLISHED IN COLOMBIA IN FY 1986 AND FY 1987?

(d) THE NUMBERS OF FOREIGN AGENTS TRAINED OR TO BE TRAINED (PAGE 27 OF THE SUBMISSION) DECREASED FROM FY 1985 (1,552) TO FY 1986 (1,341) AND IS SCHEDULED TO DECLINE SLIGHTLY TO 1,300 IN THIS FISCAL YEAR. FY 1988 IS PROJECTED TO REMAIN AT THE FY 1987 LEVEL.

(i) DOES DEA PAY FOR THIS TRAINING OR IS IT REIMBURSED BY THE BUREAU OF INTERNATIONAL NARCOTICS MATTERS OF THE DEPARTMENT OF STATE?

(ii) THE HOUSE FOREIGN AFFAIRS COMMITTEE STAFF REPORT (U.S. NARCOTICS CONTROL PROGRAMS OVERSEAS: A CONTINUING ASSESSMENT,

ADDITIONAL QUESTIONS FOR THE RECORD, PAGE 8

MARCH 1987) NOTES THAT SMALL AID PROGRAMS IN CERTAIN COUNTRIES WOULD MAKE A SIGNIFICANT IMPACT IN ANTI-NARCOTICS EFFORTS. IN WHAT COUNTRIES IS DEA TRAINING FOREIGN LAW ENFORCEMENT OFFICIALS? IS DEA TRAINING FOREIGN LAW ENFORCEMENT OFFICIALS IN ANY COUNTRIES WHICH HAVE NOT PREVIOUSLY RECEIVED AID?

(e) MR. SMITH OF FLORIDA IS ALSO THE CHAIRMAN OF THE NARCOTICS TASK FORCE OF THE HOUSE FOREIGN AFFAIRS COMMITTEE. HE HAS ADDITIONAL QUESTIONS CONCERNING DEA OPERATIONS.

(i) THE HFAC STAFF REPORT (MARCH 1987) RECOMMENDS THE ASSIGNMENT OF ADDITIONAL DEA AGENTS TO GUATEMALA. PLEASE COMMENT ON THAT RECOMMENDATION.

(ii) THE HFAC STAFF REPORT NOTES LITTLE INTERACTION BETWEEN DEA AND THE REGIONAL SECURITY OFFICERS IN THE MEDITERRANEAN AND THE MIDDLE EAST. WHAT ACTION HAVE YOU TAKEN TO ENCOURAGE GREATER COOPERATION BETWEEN DEA AND THESE OFFICIALS?

(iii) PLEASE PROVIDE A UPDATE ON DEA'S EFFORT TO OBTAIN RADIOS AND ADDITIONAL TRAINING FOR GREEK POLICE NARCOTICS SQUADS.

(iv) PLEASE COMMENT ON THE RECOMMENDATION OF THE HFAC STAFF REPORT THAT AN ADDITIONAL AGENT OR INTELLIGENCE ANALYST BE ASSIGNED TO CYPRUS, AND THAT AN UNDERSTANDING WITH THE U.S. EMBASSY IN BEIRUT SHOULD BE ACHIEVED TO ALLOW DEA PERSONNEL TO MAKE VISITS TO BEIRUT.

(v) THE HFAC STAFF REPORT ARGUES THAT DEA'S DEPLOYMENT IN VIENNA IS INADEQUATE TO RESPOND TO THE DEMANDS OF THE LARGE REGION IT IS ASSIGNED TO COVER. ARE THERE ANY REASONS WHY DEA'S OFFICE IN VIENNA CANNOT BE EXPANDED BY ONE OR TWO ADDITIONAL

ADDITIONAL QUESTIONS FOR THE RECORD, PAGE 9

AGENTS?

(vi) THE HFAC STAFF REPORT ARGUES THAT SECURITY AT DEA'S VIENNA OFFICE IS INSUFFICIENT. COULD YOU COMMENT ON THAT ASSERTION.

(vii) THE HFAC STAFF REPORT NOTED THAT THE GOVERNMENT OF NEPAL IS ANXIOUS FOR DEA ASSISTANCE. HAS THAT FACT BEEN COMMUNICATED TO DEA? WHAT STEPS ARE DEA TAKING TO PROVIDE ASSISTANCE?

(viii) IS DEA UNDERTAKING ANY NEW INITIATIVES IN THE REGION OF THE PERSIAN GULF, PARTICULARLY IN KUWAIT?

(ix) THE HFAC STAFF REPORT NOTED THAT THE STATE DEPARTMENT INSPECTOR GENERAL RECOMMENDED STATIONING A DEA AGENT IN KATHMANDU, NEPAL. WHAT IS DEA'S RESPONSE TO THAT RECOMMENDATION?

(x) PAGE 25 OF THE BUDGET SUBMISSION SETS FORTH DEA'S PLANNING TO EXPAND ITS NETWORK OF OVERSEAS OFFICES. PLEASE PROVIDE A DETAILED JUSTIFICATION FOR THIS PLAN AND THE PRIORITIES OF THE TIMETABLE. ARE THERE ANY REASONS TO DELAY THE 1989 OFFICE OPENINGS ONE YEAR OTHER THAN FISCAL? WERE THE DECISIONS TO DELAY OPENINGS UNTIL 1989 MADE AT DEA OR AT MAIN JUSTICE OR THE OFFICE OF MANAGEMENT AND BUDGET? CAN THE OFFICE EXPANSIONS BE ADVANCED ONE YEAR? IN PARTICULAR, GIVEN THE SITUATION IN THE INDIAN SUBCONTINENT, WHAT IS THE JUSTIFICATION FOR DELAYING THE OPENING OF A CALCUTTA REGIONAL OFFICE UNTIL 1989?

(d) IN YOUR STATEMENT'S DISCUSSION OF THE SEIZURE OF 509 CLANDESTINE LABORATORIES YOU MENTIONED THE SEIZURE OF 1000 WEAPONS.

ADDITIONAL QUESTIONS FOR THE RECORD, PAGE 10

WHAT ARE THE WEAPONS SEIZURE STATISTICS FOR THE OTHER TYPES OF ARRESTS THAT YOU MAKE?

WHAT ROLE DOES THE BATF PLAY IN DEVELOPING LEADS TO LEAD TO THOSE LABORATORY SEIZURES?

YOU SAID THAT 15% OF THE WEAPONS SEIZED WERE AUTOMATIC. TO YOUR KNOWLEDGE, DOES BATF DO AN INVESTIGATION ON EACH ONE OF THOSE WEAPONS?

6. DEA INTELLIGENCE PROGRAM

ASIDE FROM EPIC, WHAT TYPES OF INTELLIGENCE COLLECTION AND ANALYSIS DOES THE INTELLIGENCE SECTION GENERATE?

IS DEA CURRENTLY PARTICIPATING IN OPERATION GREENBACK IN FLORIDA?

WEREN'T THERE PERIODS WHEN DEA WAS NOT PARTICIPATING IN OPERATION GREENBACK?

IS THERE ANY DUPLICATION OF EFFORT BETWEEN THE TREASURY'S FINANCIAL LAW ENFORCEMENT PROGRAM AND THE DEA FINANCIAL INTELLIGENCE PROGRAM?

7. RELATIONSHIP BETWEEN THE DEA INTO THE FBI

IN YOUR VIEW, WHAT HAS BEEN THE EFFECT UPON DEA AGENT MORALE OF THE PLACEMENT OF FBI AGENTS IN MANY OF THE TOP POSITIONS AT DEA? ARE YOU AWARE OF ANY DEA AGENTS HOLDING TOP MANAGEMENT POSITIONS AT THE FBI? IS SUCH A PROSPECT AT ALL LIKELY?

8. DEA LABORATORY AND THE METROPOLITAN POLICE

(a) PRECISELY WHAT IS THE EFFECT OF THE UNRESOLVED QUESTION OF DEA LABORATORY SUPPORT FOR THE METROPOLITAN POLICE DEPARTMENT UPON PLANNING FOR A NEW DEA LABORATORY?

ADDITIONAL QUESTIONS FOR THE RECORD, PAGE 11

(b) HAS ANY FORMAL RECOMMENDATION BEEN MADE TO PRESIDENT REAGAN THAT THE DEA LABORATORY RESPONSIBILITY TO THE METROPOLITAN POLICE DEPARTMENT BE TERMINATED AND THE LABORATORY BE TRANSFERRED TO THE RESPONSIBILITY OF THE METROPOLITAN POLICE DEPARTMENT?

(c) IS THE CAPACITY OF THE CURRENT DEA MID-ATLANTIC LABORATORY WHICH PROVIDES THE SUPPORT TO THE METROPOLITAN POLICE SUFFICIENT THAT THE LABORATORY COULD SERVE AS A REGIONAL LABORATORY FOR THE CITIES AND COUNTIES THAT ARE MEMBERS OF THE WASHINGTON COUNCIL OF GOVERNMENTS?

(d) WHAT IS THE CURRENT "TURN AROUND TIME" AT THE LABORATORY FOR METROPOLITAN POLICE DEPARTMENT EVIDENCE? WOULD YOU OBTAIN FROM THE UNITED STATES ATTORNEY THE NUMBERS AND TYPES OF CASES DISMISSED FOR LACK OF LABORATORY EVIDENCE?

(e) WHAT IS THE ANNUAL CONTRIBUTION BY THE DISTRICT OF COLUMBIA GOVERNMENT TO THE OPERATION OF THE MID ATLANTIC LABORATORY? DOES THIS SUM APPROXIMATE THE OUTPUT DEMANDS GENERATED BY THE METROPOLITAN POLICE DEPARTMENT? WHAT IS AN APPROPRIATE TIME FRAME FOR RESOLVING THE QUESTIONS OF THE MID ATLANTIC LABORATORY AND THE APPARENTLY ONE-SIDED RESPONSIBILITY OF THE LABORATORY TO THE DISTRICT OF COLUMBIA?

(f) CONCERNING PROBLEMS IN OTHER LABORATORIES, DEA IS BEING REQUIRED TO STORE LARGE QUANTITIES OF CONTRABAND. YOU SAID THAT A REPORT HAS BEEN PREPARED FOR THE ATTORNEY GENERAL ON THIS PROBLEM. PLEASE PROVIDE A COPY OF THAT REPORT, AND A DESCRIPTION OF THE EFFORTS UNDERTAKEN WITH THE UNITED STATES ATTORNEYS TO RESOLVE THE CONTRABAND STORAGE PROBLEM.

ADDITIONAL QUESTIONS FOR THE RECORD, PAGE 129. CONSTRUCTION OF NEW DEA HEADQUARTERS

CAN YOU PROVIDE SOME DETAILS OF WHAT YOU ENVISION THE NEW DEA HEADQUARTERS TO BE? WHERE IS IT TO BE LOCATED? WHAT WILL BE LOCATED THERE? WHY IS THE CURRENT BUILDING AT 14TH AND EYE STREETS INADEQUATE? WHAT IS THE CONSTRUCTION COST OF THE NEW BUILDING? WHO HAS AUTHORIZED THE CONSTRUCTION OF THE BUILDING? WHAT WILL THE COSTS BE FOR THE TRANSFER? HOW EXPENSIVE WILL IT BE TO DUPLICATE THE SECURITY, THE ELECTRONICS AND TELECOMMUNICATIONS CAPABILITIES OF THE YOUR CURRENT LOCATION? DO YOU KNOW WHAT PLANS THERE ARE FOR A NEW FEDERAL TENANT FOR YOUR CURRENT LOCATION?

10. TRAINING

DEA HAS BEEN GROWING VERY RAPIDLY IN 1987. ACCORDING TO YOUR SUBMISSION, CONGRESS HAS AUTHORIZED 629 ADDITIONAL POSITIONS ABOVE THE PRESIDENT'S 1987 BUDGET REQUEST. IN 1986 YOU HAD A TOTAL OF 4706 WORKYEARS OUT OF 4895 AUTHORIZED POSITIONS. YOUR 1987 LEVEL IS 443 WORKYEARS MORE THAN THAT AND 785 ADDITIONAL POSITIONS.

WHAT STRESSES HAS THAT PUT ON YOUR ABILITY TO ADEQUATELY TRAIN ALL OF THESE NEW HIRES?

HOW MANY AGENTS WHO WOULD OTHERWISE BE DOING INVESTIGATIVE WORK HAVE BEEN PULLED INTO TRAINING?

11. DEFINITION OF "MAJOR CASES"

ON PAGE 3 OF YOUR STATEMENT YOU OBSERVE THAT THE ARREST OF VIOLATORS IN MAJOR CASES HAS INCREASED BY MORE THAN 35 PERCENT FROM 9,441 IN 1985 TO TO 12,819 IN 1986. TOTAL DRUG-RELATED

ADDITIONAL QUESTIONS FOR THE RECORD, PAGE 13

ARRESTS WERE 18,746.

WHAT IS THE SIGNIFICANCE OF THE TERM "MAJOR CASES" IF WELL OVER TWO-THIRDS OF ALL OF THE CASES ARE CHARACTERIZED AS A MAJOR CASE?

AS YOU USED THE TERM MAJOR CASE, WHAT DID YOU MEAN?

SIMILARLY, ON PAGE 13 OF YOUR SUBMISSION IN SUMMARIZING THE ENFORCEMENT ACCOMPLISHMENTS, 59% OF THE 7326 ARRESTS WERE CLASS I ARRESTS (4329). HOW MUCH DOES THAT TELL US?

ONE OF THE CLICHES ABOUT DRUG ENFORCEMENT IS THAT HARDLY A WEEK GOES BY WITHOUT A RECORD BREAKING DRUG SEIZURE BEING MADE SOMEPLACE IN THE COUNTRY. HASN'T THERE BEEN AN ENORMOUS ESCALATION OF THE QUANTITIES OF DRUGS HANDLED BY TRAFFICKERS GENERALLY? ISN'T IT LIKELY THAT A SMALLER CLASS I TRAFFICKER TODAY COMPARED TO A LARGE CLASS I TRAFFICKER WOULD HAVE BEEN A CLASS III TRAFFICKER 8 YEARS AGO WHEN COMPARED TO A CLASS I TRAFFICKER AT THAT TIME?

DO YOU WORRY THAT WHEN 59% OF YOUR ARRESTS ARE CLASS I VIOLATORS YOUR SYSTEM FOR MEASURING SIGNIFICANT CASES MAY HAVE LOST ITS VALUE?

12. THE DEFINITION OF PROGRESS

ACCORDING TO YOUR FY 1988 BUDGET SUBMISSION THE NUMBER OF CONVICTIONS IN 1986 (5,247) WAS 2303 FEWER THAN IN 1985 (7,540) (PAGE 13). THAT APPEARS TO BE A DROP IN THE NUMBER OF CONVICTIONS OF THIRTY PERCENT. FOR 1987 YOU PREDICT THAT CONVICTIONS WILL TOTAL ONLY 5,520, STILL A SUBSTANTIAL NUMBER BELOW 1985, AND SUBSTANTIALLY LESS THAN HALF OF THE 12,789

ADDITIONAL QUESTIONS FOR THE RECORD, PAGE 14

ARRESTS YOU PROJECT FOR 1987.

CONSIDERING THE INCREASED AVAILABILITY OF COCAINE AND STEADY SUPPLY OF MOST OTHER ILLICIT DRUGS ALONG WITH A REDUCTION IN YOUR ABSOLUTE NUMBER OF CONVICTIONS, CAN YOU CHARACTERIZE OUR CURRENT EFFORT AS MAKING PROGRESS?

13. OPERATION BLAST FURNACE

YOU DISCUSSED THIS OPERATION IN YOUR PREPARED STATEMENT. WHAT WAS THE TOTAL COST TO THE UNITED STATES OF ALL OF THE DIFFERENT COMPONENTS IN THE UNITED STATES AND ABROAD, CIVILIAN AND MILITARY, OF OPERATION BLAST FURNACE? WHAT WAS THE COST OF THE SALARIES OF U.S MILITARY PERSONNEL, THEIR LOGISTICAL SUPPORT AND AIRCRAFT COST?

WERE ANY MAJOR COCAINE TRAFFICKERS ARRESTED OR CONVICTED AS A RESULT OF OPERATION BLAST FURNACE?

WERE ANY HECTARES OF COCA BUSH ERADICATED BY THIS OPERATION?

YOUR TESTIMONY WAS THAT 22 LABORATORIES WERE IMMOBILIZED DURING THIS OPERATION. PLEASE DESCRIBE THE SOPHISTICATION OF THE COCAINE PROCESSING LABORATORIES IMMOBILIZED IN BOLIVIA. WHAT IS DEA'S ESTIMATE OF THE COST OF SETTING UP THESE LABORATORIES? AT THE CURRENT TIME, HOW MANY OF THOSE LABORATORIES HAVE STARTED UP AGAIN OR BEEN REPLACED?

# # #

FY 1985

of information and intelligence has been significantly enhanced. This exchange of information has allowed task forces to move into Federal level investigations. A key factor to increasing our mission effectiveness appears to be the strengthened working relationships with our State and local counterparts. These bonds appear to yield lasting benefits for the overall drug enforcement program.

Program measures include the following:

Item	1982	1983	1984	Estimates 1985
New Investigations Initiated.....	2,440*	1,750	1,750	1,750
Arrests.....	2,554	2,650	2,650	2,650
DEA Investigative Workhours by Class of Case				
Class I.....	96,492	109,000	100,000	103,000
Class II.....	26,711	26,000	26,000	26,000
Class III.....	70,041	66,500	66,500	66,500
Class IV.....	7,516	7,500	7,500	7,500
Totals.....	200,760	200,000	200,000	200,000
Drug Related Asset Seizures (\$ in thousands).....	27,440	15,000	17,000	17,000
Conviction Rate (Federal Courts).....	99%	97%	97%	97%
Conviction Rate (State Courts).....	97%	98%	98%	98%

\*Includes 234 investigations of the Florida Task Force Group

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## FY 1985 Budget Submission

- State and local police, due to their large aggregate numbers, can add significantly to the absolute number of personnel in the field involved in an integrated effort against illicit drug traffic and violent crime.
- State and local police are widely dispersed throughout the nation and therefore can provide full geographic drug enforcement coverage.
- State and local enforcement efforts can disrupt the retail illicit drug market, maintain pressure on drug dealers, and increase the cost of their illicit drug operations; thereby discouraging experimental drug users from progressing to chronic abuse.
- State/local drug enforcement and Federal enforcement programs both develop investigatory leads, informants, and intelligence which are of mutual benefit; thus strengthening the drug enforcement efforts of both programs.

Currently, DEA Federal/State and Local Task Forces are fully operational in 22 geographic areas: New York, Long Island, Buffalo, Newark, Philadelphia, Washington, D.C., Orlando, Chicago, Minneapolis, Denver, St. Louis, Lubbock, Phoenix, Portland (Maine), Los Angeles, San Diego, San Jose, Guam, New Orleans, Honolulu, San Juan (P.R.), and Detroit.

The DEA/State and Local Task Force program has proven itself an effective complement to the Federal drug enforcement effort by increasing the effectiveness of State and local drug enforcement activities aimed toward disruption of all levels of illicit drug trafficking. As part of a comprehensive national and international drug effort by Federal elements and their State, local, and foreign counterparts, the Task Force program plays a critical role by attacking the mid-level violator, the link between the supplier and consumer. With disruption or removal of this link, the cycle of drug production and consumption--supply and demand--would be significantly impeded. Furthermore, the Task Force program provides DEA access to the lower levels of the trafficking spectrum, where investigations of new or unknown trafficking organizations are generally initiated, without a major investment of Federal resources.

Accomplishments and Workloads: The Task Force program has significantly contributed to the attainment of DEA's mission to disrupt and immobilize major drug trafficking organizations. By several standards the program has met or exceeded the original expectations of the task force concept. The Task Force program accomplishments are delineated as follows:

- Arrested over 12,500 drug violators in the past 5 years (1979-1983).
- Directed 430,000 State and local police officer investigative workhours per year to Federal narcotics enforcement efforts (approximately 300 workyears).
- Seized and forfeited millions of dollars of drug related assets in task force cases.
- Maintained an overall conviction rate that matches DEA-initiated investigations (97-98%).
- Accounted for 32 percent of the total DEA heroin arrests in 1982-1983.
- Accounted for 44 percent of 1982-1983 task force arrests, which were in DEA's top drug priorities of heroin and dangerous drugs.
- Accounted for approximately 20 percent of the agency's 1982-1983 total arrests, with only 100 DEA special agents assigned to the program (less than 6 percent total foreign and domestic special agent strength).
- Compiled an average arrest cost (PE/PI and operating funds) in recent years of \$5,000 for task force cases, compared to \$9,000 in other DEA cases.

Aside from the statistical achievements, a DEA study team in 1982 found that in the task force cities visited there was almost unanimous praise of the Task Force program. State and local police department, prosecutors, and DEA field management were extremely supportive of both the need for the program and also the record of the task forces. Communication and cooperation with local police departments is certainly open and working well in most task force cities. While difficult to measure, most task force participants believe the exchange

# 1986 Budget Submission

As a result of information developed by the New York Task Force, Miami DEA/Customs seized 2,000 pounds of cocaine in June 1984, and arrested several international traffickers. Retail value of the cocaine in New York would have been \$20 million. This investigation is continuing.

During 1984, the Washington, D.C. Field Division, State and local task force seized 8 clandestine laboratories and arrested a total of 171 defendants. These type of seizures stop drug traffic at its source.

The Chicago State and Local Task Force infiltrated a criminal organization known as the Hill Billy Mafia. As a result of the investigation, 43 narcotic exhibits, 259 non-narcotic exhibits, including 34 weapons were seized. The principal defendant Paul Baker was arrested in the northern district of Illinois. He subsequently fled to Kentucky where on Palm Sunday a plot to rob a U. S. Post Office by this group was thwarted by DEA, ATF and U. S. Postal Inspectors. Twenty arrests have been achieved so far, more are anticipated.

As a further indication of increased task force participation in major drug cases, the record of Task Force activity in Title III Intercepts and FBI cooperative cases is revealing. In 1982, the Task Forces initiated or cooperated in 15 Title III operations; while, in 1983, this number increased to 21; however, in 1984, this number declined somewhat to 16.

Program measures include the following:

Item	1983	1984	1985	Estimates 1985
New investigations initiated.....	2,410	1,400	1,500	1,500
Aviation missions requested.....	2,554	2,476	2,600	2,600
IWA Investigative workhours by Class of Crime:				
Class I.....	96,492	90,710	90,000	90,000
Class II.....	26,711	17,513	19,000	19,000
Class III.....	70,041	56,353	61,000	61,000
Class IV.....	7,516	7,633	8,000	8,000
Total's.....	200,760	172,309	186,000	186,000
Drug related asset seizures (\$ in thousands).....	\$27,440	\$49,703	\$37,000	\$37,000
Conviction rate (Federal courts).....	97%	97%	97%	97%
Conviction rate (State courts).....	97%	98%	98%	98%

# 1987 Budget Submission

The New York City task force, assisted by the FBI, conducted an undercover investigation which resulted in the seizure of 43 pounds of heroin which was delivered to the undercover agents. Eight subjects have been arrested to date. The international aspects of this task force case are evident from the arrests of several foreign nationals, including diplomatic personnel.

Program measures include the following:

Item	1984	1985	Estimates	
			1986	1987
<b>DEA Investigative Workhours by Class of Case:</b>				
Class I.....	82,176	125,467	127,400	131,500
Class II.....	22,253	25,206	25,500	26,100
Class III.....	59,913	41,012	41,500	42,700
Class IV.....	6,817	8,208	8,300	8,500
Total.....	171,140	199,893	202,700	209,100
<b>State and Local Task Force Arrests by Case of Class</b>				
Class I.....	611	823	850	890
Class II.....	216	423	409	410
Class III.....	951	997	1,000	1,000
Class IV.....	605	929	950	950
Total.....	2,476	3,172	3,200	3,250
<b>Conviction Rate:</b>				
Federal Court.....	86%	87%	90%	95%
State Court.....	77%	76%	80%	85%

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FY1988

This program is not a unilateral assistance program. The state and local officers provide as much or more assistance to DEA as they receive. This is based on the following factors:

- By their sheer numbers, state and local police officers contribute significant amounts of manpower to the national drug law enforcement effort;
- By virtue of their presence in every city and state, these police officers cover areas DEA, with its fewer numbers, could never consider;
- State and local officers apply pressure to local drug dealers, thereby disrupting the area drug market and raising the costs of doing drug business;
- State and local officers develop investigative leads, informants and intelligence. Mutual exchange of this data with DEA agents assists both levels of drug law enforcement agencies in accomplishing their missions.

The Task Force program has proven itself an effective complement to the Federal drug enforcement effort by increasing the effectiveness of state and local drug enforcement activities aimed toward disruption of all levels of illicit drug trafficking. As part of a comprehensive national and international drug effort by Federal elements and their state, local and foreign counterparts, the Task Force program plays a critical role by attacking the mid-level violator, the link between the supplier and consumer. With disruption or removal of this link, the cycle of drug production and consumption--supply and demand--is significantly impaired. Moreover, the Task Force program provides NSA access to the lower levels of the trafficking spectrum, where investigations of new or previously unknown trafficking organizations are generally initiated, without a major investment of Federal resources.

At the end of 1986, there were 35 State and Local Task Forces operating out of the following metropolitan areas:

Baltimore, MD	Honolulu, HI	Phoenix, AZ	St. Louis, MO
Buffalo, NY	Long Island, NY	Portland, ME	Tucson, AZ
Burlington, VT	Louisville, KY	Reno, NV	Washington, DC
Charleston, WV	Lubbock, TX	Sacramento, CA	Wichita, KS
Chicago, IL	Minnneapolis, MN	San Antonio, TX	Wilmington, NC
Cincinnati, OH	Newark, NJ	San Diego, CA	
Cleveland, OH	New Orleans, LA	San Jose, CA	
Denver, CO	New York, NY	San Juan, PR	
Detroit, MI	Orlando, FL	Savannah, GA	
Fort Worth, TX	Philadelphia, PA	Seattle, WA	

*Accomplishments and Workload:* DEA produced the following state and local task force results for 1986: 276,014 investigative workhours, a 28 percent increase from the 1985 level; 4,026 cooperative arrests, a 27 percent increase over the 1985 level; 2,261 convictions; 42 kilograms of heroin removed; 1,348 kilograms of cocaine removed; 137,629 kilograms of cannabis removed, and 15.9 million dosage units of dangerous drugs removed.

FT 1988

As a result of the additional resources provided in 1987, DEA expects the following results: 29,501 additional investigative workhours in 1987 and 76,874 more in 1988; 430 additional arrests in 1987 and 1,119 more in 1988; and 224 additional convictions in 1987 and 624 more in 1988.

<u>Item</u>	<u>Estimates</u>			
	<u>1985</u>	<u>1986</u>	<u>1987</u>	<u>1988</u>
Number of supported task force s.....	34	35	42	42
State and local officers assigned.....	1130	130	520	520
DEA Investigative workhours by class of case:				
Class I.....	125,467	146,451	161,306	205,563
Class II.....	25,206	45,954	50,862	63,633
Class III.....	41,012	49,218	51,475	66,153
Class IV.....	8,200	10,859	12,019	15,037
Subtotal.....	192,883	250,702	281,002	352,380
General file.....	15,066	21,532	23,853	30,003
Total.....	214,959	276,014	305,515	382,389
State and local task force arrests by class of case:				
Class I.....	823	1,557	1,723	2,156
Class II.....	423	697	771	965
Class III.....	997	1,205	1,331	1,669
Class IV.....	929	567	628	705
Total.....	3,172	4,026	4,436	5,375
Convictions:				
Federal courts.....	806	1,026	1,136	1,421
State courts.....	1,139	1,235	1,319	1,608
Drugs removed:				
Heroin (Kilo.).....	21	42	46	58
Cocaine (Kilo.).....	249	1,340	1,492	1,887
Cannabis (Kilo.).....	11,577	137,629	152,329	190,577
Dangerous drugs (000 D.U.).....	3,802	15,947	17,650	22,082

JUL 6 1987

Honorable William J. Hughes  
U.S. House of Representatives  
Washington, D.C. 20515

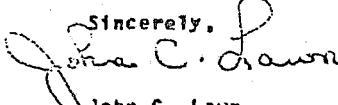
Dear Congressman Hughes:

Reference is made to your letter of April 28, 1987, in which you forwarded an extensive list of questions for response by DEA. In a separate letter dated July 6, 1987, I have provided to you DEA's detailed responses to your specific questions.

The format of the questions would not allow for the comprehensive response that I wished to provide you regarding the five areas of interest that you have expressed concerning DEA operations. I felt it necessary to develop for you a personal response on these five areas which I have enclosed. I am confident that this response plus our answers to your questions will adequately address your concerns.

We appreciate your continued interest and support, and I will be available to discuss any of these points with you if you so desire.

Sincerely,

  
John C. Lawn

Administrator

Enclosures

DEA'S RESPONSE TO THE FIVE POINT PLAN  
IN HOUSE BILL H.R. 5393

ASSESSMENTS OF STATES:

The Office of Diversion Control recently completed an initial survey/information collection of each of the 50 states' ability to control diversion. A more detailed analysis and evaluation is currently underway.

We have worked with the states for many years in cooperative efforts and I believe we have an excellent understanding of their strengths, weaknesses, and operating procedures. I believe this prospect will be very useful in guiding Congressional interest, state response, and our initiatives with the states at the working level.

STRIKE FORCES:

We concur with the approach of forming intensified resources on specifically identified investigative needs. This approach has been used extensively by DEA for many years in all aspects of our investigative responsibilities. Operation Quaker State, a coordinated effort to reduce the diversion of Schedule II stimulants in the State of Pennsylvania, is a recent example in the diversion area.

We do not believe that the assignment of investigative resources to Headquarters to staff these efforts is appropriate. The enhanced resources must be assigned to field offices and called upon to staff TDY special efforts as needed. Each task force must be put together from various elements of DEA, including agents, diversion investigators, intelligence analysts, and support personnel. Tasking field offices for these needs makes more sense than attempting to keep a sufficient force at Headquarters to do this. The Headquarters force would either be always deployed TDY, which cannot be managed from a personnel point of view, or, when not deployed, they could not perform other investigative duties because they do not exist in the Headquarters environment. In either case, the objective of strike force efforts against major targets will be accomplished by the newly added resources. It should be noted that we have significantly increased our ability to target retail level diversion due to the enhanced intelligence provided by the ARCO system. This system is valid to the retail level and provides data to the specificity of zip code areas.

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PRECURSOR CHEMICAL CONTROL

DEA has worked for many years to impact on the drug trafficker from the chemical perspective. Our objectives are twofold-- first, to deny easy access to essential chemicals by the traffickers; and second, to use the commerce in chemicals as a source of investigative leads to locate clandestine laboratories. Our success domestically is well known as this approach has lead to the 509 laboratories seized last year. The success of Operation "Chem Con" (ether control for cocaine) is also well documented.

We cannot determine at this time exactly what our chemical program will be because the proposed law has not passed. We are not sure what mix of resources will be needed. In the interim, however, we will continue to work aggressively overseas to stimulate chemical control. Domestically, we will continue to seek voluntary cooperation with the chemical industry. We have also established twelve clandestine lab groups to which we will add two 1810 diversion investigator work years to work the chemical industry aspects of our clandestine laboratory efforts.

DIVERSION INVESTIGATIVE UNITS:

As you know, Congress has indicated its support of assisting the state and local governments in their efforts to resolve the continuing problem of criminal diversion. For example, under Public Law 98-473, October 12, 1984, the Attorney General has been authorized [Section 873(a)(6)] to "assist State and local governments in suppressing the diversion of controlled substances from legitimate medical, scientific and commercial channels by (A) making periodic assessments of the capabilities of State and local governments to adequately control the diversion of controlled substances; (B) providing advice and counsel to State and local governments on the methods by which such governments may strengthen their controls against diversion; and (C) establishing cooperative investigative efforts to control diversion." Additionally, the House of Representatives Judiciary Committee stated its authorization for DEA "to reestablish the diversion investigation units that had operated closely with state enforcement and regulatory agencies in the 1970s, but which were eliminated in 1982."

The Bureau of Justice Assistance (BJA) has announced (Federal Register, Volume 52, Number 53, March 19, 1987) that it will grant \$300,000 each for up to five state or local law enforcement jurisdictions to "strengthen the role of law enforcement, professional licensing boards and regulatory agencies in reducing diversion of legitimately produced controlled substances." Under these grants, each jurisdiction must address, among other elements, "a formal coordination with DEA and other appropriate Federal agencies."

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Over the past several years, two major responsibilities have evolved in the area of diversion control. First, DEA has, by both legislation and tradition, been given the responsibility to concentrate on the wholesale level (i.e., manufacturers and distributors) of the legitimate distribution chain. Second, the states have been given the major responsibility for controlling the retail level (i.e., doctors, pharmacists, and other practitioners).

It is also clear that diversion control at the state level was not easily realized. Therefore, BNDD (later DEA) addressed this problem primarily through the establishment of the DIU program. In establishing DIU's, DEA (BNDD) provided the initial leadership in assessing a state's need and in developing an appropriate DEA-state working relationship.

In determining the proper role of DEA regarding future relationships with state and local entities, the following factors must be considered:

1. The lack of effective state legislation and failure of some states to exercise their responsibilities in the practitioner area.
2. The variation among states of their effectiveness in dealing with the portion of the diversion problem for which they are responsible.
3. The expertise gained by both DEA and also the states from the previous DIU program, as well as the entire gamut of drug investigation experience held by DEA.
4. The obvious intent of Congress to support assistance to state and local governments in their efforts to resolve the problem of criminal diversion.

Because of Item 1 above (i.e., "The lack of effective state legislation and failure to exercise state responsibility"), DEA must continue to rely on the states to fulfill their responsibilities at the retail (or practitioner) level. However, because of Item 2 (i.e., "The variation among states of their effectiveness in dealing with the portion of the diversion problem for which they are responsible"), DEA must periodically assess the capabilities of each state to uphold its diversion responsibilities. As a result of Item 3 (i.e., "The experience gained by both DEA and also the states from the previous DIU program, as well as the entire gamut of drug investigation experience held by DEA"), DEA

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can determine more realistically the proper amount and type of assistance needed by each state or local diversion program. Finally, from Item 4 (i.e., "The obvious intent of Congress to support assistance to state and local governments in their efforts to resolve the problem of criminal diversion"), it is essential that DEA clarify its own role and responsibilities as well as the expectations of Congress.

The policy of the Drug Enforcement Administration relative to DIU's must be a flexible one. First, a DIU is not the solution in all states. Second, the states have a responsibility which they must meet. The Federal Government cannot do the state's job for them. To do this would reduce our ability to respond to those areas which are more appropriate for the Federal Government to concentrate on -- international, importation, interstate, manufacturing, wholesale. At the same time, the DIU concept can be viable in some states. DEA is committed to cooperation at all levels as we have for years. Our policy on DIU's will be as follows.

- 1) We will continue to cooperate with the existing DIU's as in the past.
- 2) We will make a specific recommendation for formation of DIU's in each state where one does not exist as a result of the detailed study now in progress.
- 3) The assignment of a permanent DEA agent or diversion investigator will be determined by the results of the study and the demonstrated requirements.
- 4) State funding first and BJA funding second will be encouraged if new DIU's are to be formed. Use of shared seized and forfeited assets for this purpose will also be explored.
- 5) We will encourage the passage of wiretap legislation and state-wide grand juries to enhance the state efforts.

We must also highlight a number of current DEA programs which enhance our cooperation with state/local agencies on diversion issues which are consistent with the intent of Congress. These programs were not in effect during the time of the previous DIU program. These initiatives may impact on the need for DIU's at least in some states. These initiatives are:

- 1) The use of the Multiple Copy Prescription System to establish investigative targets. DEA fully supports the concept of MCPS, but each state must individually determine their needs and their resources available in order to implement such a system.

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Current states with MCPS, which represent approximately 34 percent of all prescribing practitioners:

1. New York
2. Rhode Island
3. Illinois
4. Idaho
5. California
6. Texas
7. Hawaii

States actively seeking MCPS:

1. Michigan
2. Connecticut
3. Indiana
4. Massachusetts

2) The ARCos system has been significantly refined where we now get intelligence in a timely manner down to the ZIP code level of detail.

3) The new Federal authority allows DEA to conduct public interest revocation of the DEA registration for practitioners who are diverting drugs. This new authority allows DEA to report on violations by practitioners regardless of action taken by the state. This new authority readdresses the need for the DIU concept which was used in the past to reach the practitioner level which could not easily be reached from the Federal level.

4) Many states have improved their diversion programs.

5) RICO and CCE statutes are being used against organized diversion at the retail level.

6) We have continued to train state and local diversion investigators.

7) We have begun our Annual Diversion Conference for the states to stimulate coordinated state diversion programs. Two have been held so far and the third is scheduled for September 20, 1987. At last year's conference, 43 states were represented at the decision-making management level.

8) We will continue to work side by side with other Federal/state/or local agencies on major cases of a multi-agency nature. Some of these cases will be worked in the OCDETF Program if they meet the outline for this program.

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- 9) We will encourage passage of additional legislation as needed for control in the regulatory area.
- 10) Encourage increases in states' resources directed toward the diversion program.

We believe that Congress intends for DEA to cooperate fully with our state and local counterparts who are responsible for diversion suppression. We continue to support that intent as we have in the past. The reintroduction of DIU's is but one possible initiative to be taken to enhance our efforts. These programs will be established where indicated by our detailed state surveys and where the states are willing to support these groups consistent with their responsibilities to commit resources and coordinate activities among state agencies.

SCHEDULE III, IV AND V DRUGS:

Abuse of Schedule III, IV and V drugs, such as tranquilizers, mood enhancers, depressants, narcotic cough preparation, diet preparations, is increasing. However, due to the lack of regulatory reporting systems for Schedule III non-narcotic and all Schedule IV and V controlled substances, it is difficult to review distribution and select targets for investigation.

Therefore, DEA has undertaken the following actions for identifying and attacking the problem at this level:

- (1) Review all current nonreportable, non-narcotic controlled substances currently in Schedule III for placing into the ARCOIS system.
- (2) Review all Schedule III, IV and V non-narcotic controlled substances for the requirement of utilizing permits for import and export.
- (3) Review Schedule IV controlled substances for possible rescheduling into Schedule III.
- (4) Discussions were held with selected field supervisors to develop a program to identify source, distribution, abuse and targets for investigation of handlers of Schedule III non-narcotic and Schedule IV and V controlled substances.
- (5) Fifteen of the eighty new diversion investigator positions will be devoted to the problem of Schedule III, IV and V.

JUL 6 1987

Honorable William J. Hughes  
Chairman, Subcommittee on Crime  
U.S. House of Representatives  
Washington, D.C. 20515

Dear Mr. Chairman:

Thank you for your letter of April 28, 1987. As you requested, I have enclosed responses to the additional questions you and members of the Subcommittee raised following my appearance before the Subcommittee on Crime.

Our responses to your questions have been regrettably delayed due to their extensiveness and the continuing dialog between us personally and our staffs. I am pleased to have this opportunity to expand upon our discussions of June 8, 1987, as I am convinced that our objectives are similar and can be accomplished.

Given the difference we have had in the area of diversion control and the importance of the program, I have forwarded to you in a separate letter a detailed summary of how DEA has addressed and will continue to address the five areas of the diversion control program which you outlined in H.R. 5393, later incorporated into the Anti-Drug Abuse Act of 1986. I am pleased with this synthesis of our diversion control activities and hope that it responds to your concerns. The response to the question 2.d(iv)(b) on improved security has also been sent to you in a separate classified letter.

I greatly appreciate your continued support of our efforts and I look forward to our continued work together.

Sincerely,

John C. Lawn  
Administrator

Enclosures

QUESTION 1(a):

IN YOUR DISCUSSION OF THE ALLOCATION OF THE SUPPLEMENTAL \$60 MILLION APPROPRIATION FOR 1987 PROVIDED FOR SUPPLEMENTAL DEA BY THE CONGRESS IN THE ANTI-DRUG ABUSE ACT OF 1986, YOU SAID THAT YOU CONSIDERED ALLOCATION FIGURES DEVELOPED BY THE SENATE. PLEASE PROVIDE THOSE FIGURES FOR THE RECORD.

ANSWER:

In developing the \$60 million appropriation for DEA, the House and Senate each concentrated on distinct aspects of the Nation's drug problem. As you know, the House Judiciary Subcommittee on Crime sponsored legislation that emphasized significant funding for DEA's Diversion Control Program State and Local Task Forces, Foreign Cooperative Investigations and the Air Wing.

The Senate Appropriations Committee recommended a different course of action; it totaled \$44 million and was targetted against the cocaine trafficking and clandestine laboratories which had emerged as DEA's primary funding areas late in the summer of 1986. This alternative package, developed in response to DEA's Strategic Plan and the DOJ review of the House Drug Bill, was broken down as follows:

218 positions and \$16.8 million for domestic field staff; 120 positions and \$9.2 million for cocaine source cities; \$6.4 million for turbo prop aircraft; 22 positions and \$700,000 for foreign language translators; 26 positions and \$6 million for foreign cooperative investigations of which \$2.5 million was intended for clandestine laboratory destruction in source countries; 31 positions and \$4.1 million for intelligence; and \$800,000 for DEA laboratories. As was indicated during testimony before your committee on April 2, the intent of the Senate, which was perceived as significantly enhancing our capabilities in cocaine and clandestine lab investigations, was among the factors considered in allocating the resources appropriated for 1987.

QUESTION 1(b):

PLEASE PROVIDE THE REPORTS YOU HAVE RECEIVED FROM THE MANAGERIAL LEVEL ASSESSMENT OF THE PERSONNEL NEEDS FOR DIVERSION IN EACH OF YOUR OFFICES. IN YOUR REQUEST OF YOUR MANAGERS, DID YOU SPECIFICALLY INDICATE THAT CONGRESS HAD SET A VERY HIGH PRIORITY FOR INCREASING THE DIVERSION PROGRAM? PLEASE PROVIDE THE COMMUNICATION THAT YOU SENT TO THOSE MANAGERS.

ANSWER:

The Anti-Drug Abuse Act of 1986 as passed by the Congress and signed by the President was distributed to all DEA Special Agents in Charge and Country Attachés immediately upon enactment of the law. These same individuals were advised in a separate memorandum of the significant changes in the criminal sanctions available for trafficking offenses and of the establishment of a Headquarters working group to assist in the implementation of the new law.

On November 3, 1986 the working group met to identify the major steps which had to be taken to implement the law and focused first on the most pressing issues - the allocation of the new positions, the deputation of state and local officers, our participation in BJA's state and local grant program, the asset forfeiture fund changes, the money laundering provisions, the memorandum of understanding with the Forest Service, reporting requirements and notification to all concerned employees.

With regards to the allocation of resources, the Act provided DEA with \$60 million and 629 positions earmarked as follows:

- 1) Domestic enforcement - to combat cocaine trafficking - 218 positions and \$8 million;
- 2) Foreign Cooperative Investigations - 65 positions and \$9 million;
- 3) Diversion Control Program - 241 positions and \$20 million;
- 4) State and Local Task Force Program - 94 positions and \$10 million;

- 2 -

5) Air Program - 11 positions and \$13 million.

The overall guidance on the actual breakdown of these positions by series (i.e., 1811's, 1810's, etc.) was provided by our Controller based on our original budget request, congressional intent and Department and OMB guidance.

At the same time, the Operations Division included the substantial position increase in its annual staffing review process. The staffing review is used to evaluate the performance of all DEA's domestic field offices in an attempt to best allocate our Special Agent, Intelligence Analyst and Diversion Investigators into current and emerging drug trafficking areas and areas of greatest need. Given the overall figures provided by the Controller, the Department and OMB and their review of the legislative intent, our Operations Division relied on each field office's operating plan through which resources are requested, and both telephone and personal contact with senior field managers from each division to determine realistic staffing needs. The three-day staffing review, held in February, included the Deputy Administrator, the three Assistant Administrators, appropriate Headquarters Office Heads and three Special Agents in Charge (SACs) who represented the field offices. The review examined individual field requests for resources, considered office productivity and performance and factored in outstanding needs and commitments to arrive at the final allocation of resources. There are no formal written reports which describe the managerial level assessment of the personnel needs for diversion in each DEA office. The managers were, however, contacted by telephone, asked to update their operating plan resource requests and made aware of the congressional priority given to the five major program increases in the new bill, of which diversion was one.

The staffing review relied on the broad interpretation of diversion which includes clandestine laboratory operations and precursor and essential chemical tracking in addition to those activities traditionally associated with our formal diversion control program and for that matter our diversion control budget decision unit. Given this interpretation and DEA's consistent support of the proposed Chemical Diversion and Trafficking Act, the positions were allocated as provided in the attached summary.

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This allocation represents a substantial increase in our diversion control efforts. With these resources, we have more than doubled our resource commitment to diversion control in less than two years.

UNITED STATES GOVERNMENT

APR 3 1981

DATE: John C. Lamm  
REPLY TO Administrator  
ATTN OR:

**Distribution of 1987 Budget and 1986 Anti-Drug Bill Positions**

m. See Distribution

I have approved the attached distribution of core series positions authorized in the 1987 budget and those positions authorized in the 1986 Anti-Drug bill.

I have also approved the retention of 27 positions in the Office of the Deputy Administrator to be distributed as needs are identified prior to the end of the fiscal year.

## Attachment

## Distribution

Mr. David L. Westrate  
Assistant Administrator  
for Operations

Mr. Donald P. Quinn  
Assistant Administrator  
for Operational Support

Mr. Peter Gruden  
Assistant Administrator  
for Planning & Inspection

OPTIONAL FORM NO. 10  
(REV. 1-60)  
GSA FPMR (41 CFR) 101-11.6  
5010-114  
GSA FPMR (41 CFR) 101-11.6  
5010-114  
GSA FPMR (41 CFR) 101-11.6  
5010-114

DISTRIBUTION OF 1986 ANTI-DRUG BILL POSITIONS  
(SPECIAL AGENTS, DIVERSION INVESTIGATORS, INTELLIGENCE ANALYSIS)

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<u>DIVISION/OFFICE</u>	<u>FY-87 BUDGET</u>	<u>CRACK TASK FORCES</u>	<u>COCAINE TRAFFICKING</u>	<u>CLANDESTINE LABS</u>	<u>DEMAND REDUCTION</u>	<u>STATE/LOCAL TASKS FORCES</u>	<u>STAFF REVIEW</u>	<u>1811 TOTAL</u>	<u>INTELL ANALYSIS</u>	<u>DIVERSION INVESTIGATORS</u>
ATLANTA		2	2		1	*3		(-2)	(-2)	
CHARLESTON, SC							1	1		
COLUMBUS, GA										
GREENSBORO										
KNOWVILLE								2	2	
NASHVILLE										
WILMINGTON										
								<u>TOTAL</u>	<u>9</u>	
BOSTON		2		4	1	*2		9		
HARTFORD										
PORTLAND										
PROVIDENCE										
BURLINGTON										
								<u>TOTAL</u>	<u>9</u>	
CHICAGO		2		4	1					
INDIANAPOLIS										
MINNEAPOLIS										
MADISON (Western Dist of Wisconsin)										
CARROLLDALE (So Dist of IL)										
MILWAUKEE										
SPRINGFIELD										
								<u>TOTAL</u>	<u>7</u>	

\* NEW GROUPS

**DISTRIBUTION OF 1986 ANTI-DRUG BILL POSITIONS  
(SPECIAL AGENTS, DIVERSION INVESTIGATORS, INTELLIGENCE ANALYSIS)**

<u>DIVISION/OFFICE</u>	<u>FY-87 BUDGET</u>	<u>CRACK TASK FORCES</u>	<u>COCAINE TRAFFICKING</u>	<u>CLANDESTINE LABS</u>	<u>DEMAND REDUCTION</u>	<u>STATE/LOCAL TASKS FORCES</u>	<u>STAFF REVIEW</u>	<u>1811 TOTAL</u>	<u>INTELL. ANALYSIS</u>	<u>DIVERSION INVESTIGATORS</u>
DALLAS	1	2	3	4	1			11		
EL PASO	2							2		
FORT WORTH	2							2		
OKLAHOMA CITY							1	1		4
TULSA		1						1		
TYLER, TX (Eastern Dist of TX)								1		
MUSKOGEE (Eastern Dist of OK)								1		
								<u>TOTAL</u> 19		
DENVER	2	1	4		1			8	1	
ALBUQUERQUE		1						1		2
SALT LAKE										2
								<u>TOTAL</u> 9		
DETROIT	2		2		1			5		(-2)
CLEVELAND										
LOUISVILLE										
COLUMBUS										
LEXINGTON (Eastern Dist of KY)								1		4
CINCINNATI										2
								<u>TOTAL</u> 6		2

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**DISTRIBUTION OF 1986 ANTI-DRUG BILL POSITIONS  
(SPECIAL AGENTS, DIVERSION INVESTIGATORS, INTELLIGENCE ANALYSIS)**

<u>DIVISION/OFFICE</u>	<u>FY-87 BUDGET</u>	<u>CRACK TASK FORCES</u>	<u>COCAINE TRAFFICKING</u>	<u>CLANDESTINE LABS</u>	<u>DEMAND REDUCTION</u>	<u>STATE/LOCAL TASKS FORCES</u>	<u>STAFF REVIEW</u>	<u>1811 TOTAL</u>	<u>INTL ANALYSIS</u>	<u>DIVERSION INVESTIGATORS</u>
HOUSTON	5	2	5	4	1	4	4	17	2	1
CORPUS CHRISTI	2							2		
MCALLEN	3							3	1	
BROWNSVILLE	2							2		
LAREDO	2							2		
SAN ANTONIO	3			2				5	1	4
								<u>TOTAL</u> 31		
LOS ANGELES	8	2	9	2	1	4	4	22	2	
GUAM						(-2)	(-2)			
LAS VEGAS						(-1)	(-1)			
RENO						1	3			
HONOLULU						(-1)	(-1)			2
HILO						1	1			
RIVERSIDE										2
								<u>TOTAL</u> 22		
MIAMI	6		36		1	10	43	3	2	
FT LAUDERDALE								10	10	
FT MEYERS	1								3	
JACKSONVILLE						*2	2	2		
MARATHON							1	1		
SAN JUAN										2
TAMPA						*2		2		
W. PALM BEACH	1						2	3		1
								<u>TOTAL</u> 64		

\*NEW GROUPS

DISTRIBUTION OF 1986 ANTI-DRUG BILL POSITIONS  
(SPECIAL AGENTS, DIVERSION INVESTIGATORS, INTELLIGENCE ANALYSIS)

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DIVISION/OFFICE	FY-87 BUDGET	CRACK TASK FORCES	COCAINE TRAFFICKING	CLANDESTINE LABS	DEMAND REDUCTION	STATE/LOCAL TASKS FORCES	STAFF REVIEW	1811 TOTAL	INTELL ANALYSIS	DIVERSION INVESTIGATORS
NEWARK	10	2	4		1			17	1	2
CAMDEN								17		2
NEW ORLEANS		2			1		2	5	1	(-1)
BATON ROUGE							1	1		
BIRMINGHAM							1	0		2
JACKSON							2	2		
LITTLE ROCK							1	1		2
MOBILE							1	1		2
MONTGOMERY (Middle Dist of AL)								1		
								11		
NEW YORK										
BUFFALO	4	8			1			13	2	4
LONG ISLAND										
NEW YORK TASK FORCE						2		2		2
								15		
PHILADELPHIA										
PITTSBURG	2				1			3	1	2
HARRISBURG										2
								3		
								3		

**DISTRIBUTION OF 1986 ANTI-DRUG BILL POSITIONS  
(SPECIAL AGENTS, DIVERSION INVESTIGATORS, INTELLIGENCE ANALYSIS)**

<u>DIVISION/OFFICE</u>	<u>FY-87 BUDGET</u>	<u>CRACK TASK FORCES</u>	<u>COCAINE TRAFFICKING</u>	<u>CLANDESTINE LABS</u>	<u>DEMAND REDUCTION</u>	<u>STATE/LOCAL TASKS FORCES</u>	<u>STAFF REVIEW</u>	<u>1811 TOTAL</u>	<u>INTELL ANALYSIS</u>	<u>DIVERSION INVESTIGATORS</u>
PHOENIX	4	2	2		1			9		1
YUMA	1							1		
NOGALES	2							2		
SIERRA VISTA	2							2		
								<u>TOTAL</u>	<u>14</u>	
SAN DIEGO	6	2		4	1			13	1	2
CALEXICO	1							1		
								<u>TOTAL</u>	<u>14</u>	
SAN FRANCISCO								5		1
SACRAMENTO	3			2	1	*4	1	5		2
SAN JOSE								2	2	
								<u>TOTAL</u>	<u>12</u>	
SEATTLE		2		2	1			5		(-1)
EUGENE								2	2	2
GREAT FALLS								1	1	
PORTLAND				1				1	1	4
SPOKANE								2	2	
								<u>TOTAL</u>	<u>11</u>	

\* NEW GROUPS

DISTRIBUTION OF 1986 ANTI-DRUG BILL POSITIONS  
(SPECIAL AGENTS, DIVERSION INVESTIGATORS, INTELLIGENCE ANALYSIS)

DIVISION/OFFICE	FY-87 BUDGET	CRACK TASK FORCES	COCAINE TRAFFICKING	CLANDESTINE LABS	DEMAND REDUCTION	STATE/LOCAL TASKS FORCES	STAFF REVIEW	1811 TOTAL	INTELL ANALYSIS	DIVERSION INVESTIGATORS
ST LOUIS		2			1			3		(-1)
KANSAS CITY		2						2		(-1)
WICHITA							1	1		
CEDAR RAPIDS (Northern Dist of Iowa)								1		
OMAHA										2
DES MOINES										2
								<u>TOTAL</u> 7		
WASHINGTON		2			1			3		(-2)
CHARLESTON, WV							(-1)	(-1)		2
RICHMOND (ROANOKE)							1	1		5
BALTIMORE									1	4
								<u>TOTAL</u> 3		
AIR WING										
NORTHERN AREA								2		
SOUTHEAST AREA								4		
WESTERN AREA								4		
SOUTH CENTRAL								7		
OSA								1		
								<u>TOTAL</u> 18		

PROPOSED DISTRIBUTION OF 1986 ANTI-DRUG BILL POSITIONS  
(SPECIAL AGENTS, DIVERSION INVESTIGATORS, INTELLIGENCE ANALYSIS)

DIVISION/OFFICE	FY-87 BUDGET	CRACK TASK FORCES	COCAINE TRAFFICKING	CLANDESTINE LABS	DEMAND REDUCTION	STATE/LOCAL TASKS FORCES	STAFF REVIEW	1811 TOTAL	INTELL ANALYSIS	DIVERSION INVESTIGATORS
<u>EPIC</u>										
<u>HEADQUARTERS</u>										
OT							12	12		
OC								4		
OS								4		
CP								5		
AP	4						3	5		
CC	2						7	11		1
OI							2	4		
									11	
								<u>TOTAL</u>	40	
<u>FOREIGN</u>							40	40		
<u>TOTALS</u>	67	46	74	35	21	22	116	381	33	86

PROPOSED DISTRIBUTION OF FOREIGN SPECIAL AGENTS

OFFICE	INCREASE	OFFICE	INCREASE	TOTAL OF 27 POSITIONS RETAINED BY DEPUTY ADMINISTRATOR
ASCENSION	1**	MEXICO CITY	1	
BARRANQUILLA	1	NASSAU	4	
BELIZE	2**	PANAMA	2	
BOGOTA	4	QUITO	1	
CANBERRA, AUSTRALIA	2**	GUAYAQUIL	1	
CARACAS	1	SAN JOSE	1	
MARACAIBO	2**	SANTO DOMINGO	1	
GUATEMALA	1	OF HEADQUARTERS	5	
HAITI	2**	<u>TOTAL</u>	40	
LIMA	2			
LA PAZ	4			
SANTA CRUZ	1			
COCHABAMBA	1			

\*\* PROPOSED NEW OFFICES

QUESTION 1(c):

PRECISELY WHAT WERE THE MOST IMPORTANT FACTORS TAKEN INTO CONSIDERATION BY THE ADMINISTRATOR IN MAKING THE ALLOCATION DECISIONS THAT RESULTED IN REPROGRAMMING THE 1987 SUPPLEMENTAL APPROPRIATION?

ANSWER:

The greatest impact of DEA's reprogramming was upon the Diversion Control and Domestic Enforcement decision units; specifically, \$16.8 million was reprogrammed from Diversion and into Domestic Enforcement and Laboratory Services. The primary rationale for this action was to fund the Precursor Control and Clandestine Laboratory program, which was identified by both Congressman Hughes' plan and the Chemical Diversion bill. Program responsibility for precursor tracking rests with DEA's Dangerous Drug Investigations Section; therefore, it was necessary to reprogram funds into the appropriate decision units.

QUESTION 1(c):

PRECISELY WHAT WERE THE MOST IMPORTANT FACTORS TAKEN INTO CONSIDERATION BY THE ADMINISTRATOR IN MAKING THE ALLOCATION DECISIONS THAT RESULTED IN REPROGRAMMING THE 1987 SUPPLEMENTAL APPROPRIATION?

ANSWER:

During 1986, the burgeoning problems of cocaine traffic and the manufacture of illicit drugs reached crisis proportions. In addition to recognizing a need to enhance traditional cocaine investigations, DEA was faced with a requirement to respond to a new drug phenomenon--"crack" cocaine. Further, the domestic production of illicit dangerous drugs such as methamphetamine, amphetamine, PCP and LSD, as well as new and dangerous drug analogs, continued to play a significant role in the illicit drug market.

The reprogramming of the 1987 supplemental appropriation reflected DEA's efforts to allocate the resources from the 1987 Omnibus Drug Supplemental to areas of immediate need. The major portion of this reallocation involved the movement of 157 positions and \$16,764,000 from the Diversion Control Program as follows:

- ° 132 positions, \$13,438,000 for Domestic Enforcement
- ° 25 positions, \$1,632,000 for DEA's Laboratory Services
- ° \$1,694,000 for DEA's Airwing in the Research, Engineering, and Technical Operations Program.

The transfer of positions and associated dollars from the Diversion Control Program, to the Domestic Enforcement Program, the DEA Laboratory Services Program and the airwing was not a matter of changing priorities, but rather an effort to allocate these resources so as to reflect both the intent of the Congress expressed by the Senate Appropriation Committee and DEA's operational requirements.

DEA's commitment to a strong Diversion Control Program cannot be doubted. In fact, no program in DEA has grown as rapidly as the Diversion Control Program in recent years. Between 1984-1986, diversion investigator staffing in the Diversion Control Program increased 36 percent and will increase by another 17 percent in 1987.

These additional resources are urgently needed to enable DEA to focus on the growing problem of clandestine laboratory production of illicit drugs and the diversion of chemicals needed to manufacture such drugs. Consequently, the major part of the reprogramming involves the allocation of the diversion control positions to clandestine laboratory groups carried under our domestic enforcement decision unit. Under this proposal, twelve formal clandestine lab groups have been established across the country, each composed of eight 1811 criminal investigators, one 1811 group supervisor and two 1810 diversion investigators. These 132 positions are supported by the necessary clerical and chemist personnel. In short, the 1810's generate the leads from their investigations of the chemical firms which are then followed up by the 1811's developing the criminal cases.

We believe that this reprogramming responds to the areas of greatest need and still responds to the intent of the Anti-Drug Abuse Act of 1986. While we have recommended reprogramming, we have still addressed the five-part diversion strategy emphasized by the House. Specifically, we are assessing the states abilities to control diversion through our on-site experienced 1810's and 1811's now in the field. We believe we can conduct these assessments without applying additional permanent resources. With regard to reestablishing the Diversion Investigative Unit (DIU) Program, we believe that the goals of the DIUs can best be accomplished through the revocation authority provided by the 1984 law, the exchange of ARCOS information, cooperative investigations, and the grant programs sponsored by the Bureau of Justice Assistance under the new law. As explained in the response to the question on DIUs, we believe we are moving into an era when the states can and should assume this responsibility.

With regard to the geographic strike forces recommended by the House, we do not traditionally rely on a Headquarters mobile team to be deployed to areas of greatest needs. We do, however, assemble resources from our field offices to work on special projects and programs. These temporary assignments have worked very successfully as part of our domestic enforcement operations and we would prefer to use such examples as Operation Alliance, the OCDETFs and the Vice President's South Florida Task Force as our models rather than an expensive Headquarters-based strike force.

- 3 -

These models provide us with the opportunity to assemble an experienced group of investigators quickly without disrupting normal operations, and career paths and at the same time most effectively address the problem.

The last two parts of the strategy, precursor chemical tracking and targetting diversion of Schedules III-V drugs are where in fact we are devoting the preponderance of the diversion position which were not recommended for reprogramming. As stated in the attachment to question 1(b), we have assigned a total of 80 diversion investigators as a result of the new law, 24 of which are allocated to clandestine laboratory groups and 56 of which are dedicated to our diversion operations, including the targetting of Schedule III-V drugs. In all, we believe we have met the intent of the Congress to focus on diversion of both licit drugs and the chemicals needed to manufacture illicit drugs in clandestine laboratories.

QUESTION 2(i)(a):

PLEASE EXPLAIN WHAT TEMPEST MEANS AND WHAT IT IS?

ANSWER:

TEMPEST is the National Security Agency's (NSA) term for shielding techniques that keep computer equipment from electronically leaking data into the environment, making it susceptible to interception. Normally, commercially available electronic equipment emanates intelligible signals when used. These signals can be controlled with suppression or containment techniques. These techniques require special engineering design, construction and testing in accordance with stringent National Security Agency specifications.

As a result of DEA's assessment, an FBI audit and further analysis by the Department of Justice Office of Security Programs, it has been determined that DEA needs access to National Security Information (NSI) and information from the Intelligence Community (IC). In order for DEA to receive and transmit NSI and IC information, it is necessary for DEA to totally encrypt and TEMPEST secure its ADP, office automation and telecommunications systems. In addition, this type of secure system will allow DEA to have direct interchange of classified data with other agencies as required for drug investigations.

QUESTION 2(i)(b)

IS IT (TEMPEST) A DATA SECURITY SYSTEM?

ANSWER

TEMPEST is not a data security system. It is a technique that is applied to computer equipment to prevent the broadcasting of classified electronic information. These broadcasts can be intercepted with certain types of electronic receivers and put to use by those hostile to DEA's mission.

QUESTION 2(i)(b)

WHAT OTHER DATA SECURITY SYSTEM HAS DEA CONSIDERED IN ADDITION TO THE TEMPEST SYSTEM?

ANSWER

TEMPEST is the only technique that is approved by the National Security Agency to protect against the interception of electronic emanations. DEA does use other security techniques. These include personnel security, physical security, data encryption, password protection and system audits and all these techniques are applied to DEA information systems.

QUESTION 2(i)(b):

HOW DOES TEMPEST DIFFER FROM OTHER TYPES OF DATA SECURITY SYSTEMS?

ANSWER:

TEMPEST, though not a data security system, differs from other security techniques in that it applies only to emanation from electronic equipment. Password techniques, for example, prevent unauthorized access as well as control types of information available to legitimate users.

QUESTION 2(i)(b)

WHO MANUFACTURES OR PROVIDES THE TEMPEST SYSTEM?

ANSWER

Many companies can provide the engineering, design, construction and testing of TEMPEST computer equipment. In DEA's case the TEMPEST equipment is being provided by the contractor selected in a (full and open) competitive procurement process.

QUESTION 2(i)(b)

WHAT ARE WE GETTING FROM TEMPEST THAT WE COULD NOT GET LESS EXPENSIVELY FROM ALTERNATIVE SYSTEMS?

ANSWER

With TEMPEST we get the suppression of electronic emanations and the protection of sensitive data and National Security Information. Further, we get protection of U.S. Drug Enforcement Operations as well as protection of personnel who might be endangered by the disclosure of classified information. Since there is no other government approved alternative to TEMPEST the competitive procurement conducted by DEA has resulted in the least cost alternative.

QUESTION 2(i)(c)

YOU ARE CURRENTLY PHASING IN A PILOT PROGRAM FOR THE TEMPEST PROGRAM WHICH IS PROJECTED TO COST CLOSE TO \$30 MILLION OVER THE NEXT SEVEN YEARS. WHAT ARE THE RESULTS OF THAT PILOT PROGRAM?

ANSWER

The purpose of the pilot program is to test the functionality of a contractor proposed office automation system for DEA offices. The pilot program is not an appropriate way to test TEMPEST techniques. The pilot program has confirmed that the equipment and software proposed by the vendor is meeting most of DEA's requirements. The pilot has identified minor deficiencies which the contractor needs to correct.

QUESTION 2(i)(d)

WHAT KINDS OF BUGS ARE YOU FINDING IN TEMPEST IN THE COURSE OF THE PILOT PROGRAM?

ANSWER

The equipment furnished in the pilot is not TEMPEST designed equipment. The best way to ensure that electronic emanations are totally controlled is to test the equipment in a laboratory certified and approved by the National Security Agency. Equipment that does not pass a stringent test using methods and procedures approved by the National Security Agency cannot be certified as TEMPEST equipment. Because of these procedures any equipment that has a bug which allows electronic emanations is by definition non-TEMPEST and could not be connected to DEA's network.

QUESTION 2(i) (d)

PLEASE PROVIDE A SUMMARY OF THE REPLIES TO QUESTIONNAIRES SENT TO AGENTS AND FIELD MANAGERS REGARDING THE VALUE AND EFFECTIVENESS OF TEMPEST.

ANSWER

The questionnaires sent to the field were not for the purpose of measuring the effectiveness of tempest nor its value to agents and field managers. The questionnaires address the value and effectiveness of the office automation system. A copy of the questionnaire is attached. These questionnaires are to be used to assess current effectiveness (pre-office automation) and the effects of the office automation system. Only the assessment of pre-office automation has been completed. Because of this, a summary has not yet been completed. The assessment of the effects of office automation will start once personnel in the offices having office automation equipment have overcome the learning curve. The value of tempest to DEA was tested in a study conducted by the Department of Justice, security management directorate with assistance from the FBI and other members of the intelligence community. The classified study entitled "Utilization of National Security Information within the Drug Enforcement Administration Telecommunications System", dated August 1983 is the basis for validating DEA's need for information systems protected to the fullest extent.

DRUG ENFORCEMENT ADMINISTRATION  
OFFICE AUTOMATION PROJECT  
SURVEY INSTRUCTIONS

DEA is now in the process of testing a pilot version of its new Office Automation (OA) system. In brief, OA will enable many DEA personnel to have a single workstation that serves a variety of purposes. Depending upon the job, an employee may have at his/her fingertips a workstation that will serve as a wordprocessor, microcomputer, a DATS terminal and electronic mail terminal. It is expected that because of this capability, individual job duties may change to some degree. The amount of time you spend on various activities such as typing, calculating and analyzing data and information, preparing reports and on the telephone and in meetings may change to some degree.

This survey will measure those changes. It is being administered to a DEA field division, a district and a resident office and a laboratory in which OA has been installed on a pilot basis; and similar DEA facilities in which OA has not yet been installed. After all offices have completed their surveys, the data will be compared and analyzed to determine the impact of office automation on DEA personnel and fiscal resources.

Please take the time now to complete the attached survey form. Answer each question that applies to you as well as you can. The first few questions ask you to identify the DEA field office in which you work, and some things about your position and function within the organization. This information is needed so that your responses to the rest of the survey can be matched with that of people in other DEA field offices, and comparisons can be made between offices that are pilot testing Office Automation and offices in which office automation has not yet been installed.

Item No. 7 asks you to indicate what percentage of your time is devoted to 25 task activities. The chances are that you do not perform all of them, and that those you do perform take up less than all of your time. Therefore, the total time spent on all the activities you do perform will probably add up to less than 100%. The survey will compare distribution of activities among different types of personnel, types of DEA office, and between offices with and without Office Automation.

Item 8, 9, and 10 are concerned with your need for, and your accessibility to common office machines/equipment. Item 11 is concerned with your ability to access and utilize equipment whose functions are facilitated by Office Automation.

During the course of the survey a representative of the DOJ Justice Management Division and one from DEA's Office of Information Systems will be available to answer any questions that may arise. Please take the time to answer each question that applies to you very carefully. Return the completed forms to one of those representatives as soon as you complete the survey.

Thank you for your cooperation and contribution to this project.

DRUG ENFORCEMENT ADMINISTRATION  
OFFICE AUTOMATION PROJECT  
SURVEY

1. DEA Office: \_\_\_\_\_
2. Respondent Name: \_\_\_\_\_
3. Job Title: \_\_\_\_\_
4. GS (GM) Grade \_\_\_\_\_ Series \_\_\_\_\_
5. Please indicate your primary function
  - a. Secretarial & other clerical activities \_\_\_\_\_
  - b. Administration management professional \_\_\_\_\_
  - c. Criminal investigation \_\_\_\_\_
  - d. Diversion investigation \_\_\_\_\_
  - e. Intelligence analysis \_\_\_\_\_
  - f. Forensic laboratory analysis \_\_\_\_\_
  - g. Other (specify) \_\_\_\_\_
6. If you have supervisory duties, please indicate what portion of your time is spent in direct supervision of employees  
% review of subordinates' work \_\_\_\_\_ %
7. Please estimate what percent of your time is devoted to each of the following activities (Note: Total may be less than, but should not exceed 100%)
  - a. Data Information Systems (e.g., STRIDE, NADDIS, CSA, DEAAS, etc.)
    1. Querying applications (e.g. NADDIS Name checks) \_\_\_\_\_
    2. Data entry..... \_\_\_\_\_
    3. Analysis of output..... \_\_\_\_\_
    4. Other DATS Applications (specify)..... \_\_\_\_\_
  - b. Word Processing
    5. Composing letters/reports (creative activity).... \_\_\_\_\_
    6. Typing letters/reports (clerical activity).... \_\_\_\_\_
    7. Typing forms..... \_\_\_\_\_
    8. Editing documents/reviewing work of others..... \_\_\_\_\_
    9. Other WP (specify)..... \_\_\_\_\_

c. Microcomputing

10. Developing local applications (new programs).....     
 11. Data entry.....     
 12. Data query.....     
 13. Data analysis, graphics, spreadsheets, etc.....     
 14. Other microcomputing (specify).....

d. Secure Teletype System (STS)

15. Preparing teletypes.....     
 16. Editing/reviewing outgoing teletypes.....     
 17. Transmitting teletypes.....     
 18. Receiving teletypes.....

e. Telephones

19. Placing/receiving calls for others.....     
 20. Scheduling/calendaring meetings & conferences.....     
 21. All other official business.....

f. Electronic Mail

22. Scheduling conferences.....     
 23. E-Mail conferences.....     
 24. All other E-Mail activities.....     
 25. What percent of your time is engaged in face-to-face conferences?.....

Total Time (Sum of 1 to 25).....     
 (Must not exceed 100%)

8. Does your work require you to engage in input to or output from more than one of the following: (a) DEA information systems (e.g., STRIDE, NADDIS, CSA, DEAAS, etc. (b) typing or word processing (3) microcomputer; (4) teletypes? Y  N  (If no, do not answer questions 9 and 10)
9. Please circle all functions that exist (i.e. for which a terminal is present) at your desk/workstation.

DATS Terminal

Wordprocessor

Typewriter

Microcomputer

Secure teletype

If two or more have a common keyboard, or if a piece of equipment has more than one function, please connect the circles by lines.

10. Please circle all functions that DO NOT exist at your desk or workstation, BUT WHICH DO exist (i.e., for which a terminal is present) in the same room in which your primary desk/workstation is located.

DATS Terminal      Wordprocessor      Typewriter

Microcomputer      Secure teletype

ANSWER THE FOLLOWING QUESTIONS ONLY FOR EQUIPMENT THAT DOES NOT EXIST AT YOUR DESK/WORKSTATION.

11. Please provide information for each of the four listed functions in applicable columns.

	<u>DEA Info. Systems</u>	<u>Word Proc.</u>	<u>Micro- comput.</u>	<u>Tele- type</u>
a. Estimate how often (times per week) you need each	: _____	: _____	: _____	: _____
b. Do you operate the equipment <u>yourself</u> ? (Yes or No)	: _____	: _____	: _____	: _____
c. Average number or times used per week	: _____	: _____	: _____	: _____
d. Average number of times equipment was "down" and unaccessible when you tried to sign on (per week)	: _____	: _____	: _____	: _____

ANSWER f. ONLY FOR EQUIPMENT YOU OPERATE YOURSELF.

f. Average time (minutes) you must wait for access to equipment	: _____	: _____	: _____	: _____
-----------------------------------------------------------------	---------	---------	---------	---------

ANSWER g. ONLY FOR EQUIPMENT THAT SOMEBODY ELSE MUST OPERATE.

	<u>DEA Info.</u>	<u>Word Proc.</u>	<u>Micro-comput.</u>	<u>Tele-type</u>
	<u>Systems</u>			

- g. Average service time  
(time you must wait for service on this equipment to be completed.)

Days : \_\_\_\_\_ : \_\_\_\_\_ : \_\_\_\_\_ : \_\_\_\_\_

(If less than 1 day) Hours : \_\_\_\_\_ : \_\_\_\_\_ : \_\_\_\_\_

(If less than 1 hour)

Minutes : \_\_\_\_\_ : \_\_\_\_\_ : \_\_\_\_\_ : \_\_\_\_\_

12. ANSWER THIS QUESTION ONLY IF YOU HAVE OFFICE AUTOMATION EQUIPMENT AT YOU DESK OR WORKSPACE;

- a. How many times per week do you operate the OA equipment? \_\_\_\_\_
- b. How many times per week is the equipment "down" when you need to operate it?..... \_\_\_\_\_
- c. Estimate the average waiting time for "down" equipment to become available..... Days \_\_\_\_\_,  
Hours \_\_\_\_\_ or Minutes \_\_\_\_\_.

QUESTION 2(ii)

ON PAGE 19 OF YOUR PREPARED STATEMENT, YOU STATED THAT DEA IS ASKING FOR 26 POSITIONS AND \$4.5 MILLION OF ADP TECHNICAL SUPPORT TO MEET "DATA ENTRY REQUIREMENTS." PAGE 65 OF DEA'S FY-1988 BUDGET SUBMISSION STATES THAT DEA IS ASKING FOR 15 POSITIONS (13 COMPUTER SPECIALISTS) AT A COST OF \$3 MILLION FOR ADP TECHNICAL SUPPORT. DOES THAT MEAN THAT THE REMAINING 11 POSITIONS ARE TO COST \$1.5 MILLION? THOSE APPEAR TO BE VERY EXPENSIVE CLERICAL POSITIONS FOR DATA ENTRY. ARE YOU SEEKING THESE FUNDS FOR ANY OTHER REASON OR PURPOSE NOT DISCLOSED?

ANSWER

The \$3,016,000 that is reported on page 65 of the DEA FY-1988 budget submission is in error. The reported figure includes a double entry error of \$1,170,000 and should have been correctly reported as \$1,846,000. This figure includes \$676,000 for 11 FTE workyears and \$1,170,00 for office automation workstations to accommodate and equip the increase in staff positions (i.e., agents, intelligence analysts, secretaries, etc.) that DEA is requesting.

The 26 positions and \$4.5 million for ADP technical support to meet "Data entry requirements" is correct. This figure includes \$862,000 for 20 FTE workyears and the balance is for 100 contract positions that will be distributed throughout the field offices and headquarters.

QUESTION 2(iii):

PLEASE PROVIDE A DESCRIPTION OF THIS PROGRAM, WHAT HAS BEEN ACCOMPLISHED SO FAR, AND WHAT YOU ANTICIPATE FOR FY 1988 AND 1989.

ANSWER:

In FY-1986, DEA seized trafficker assets valued at \$390 million - well over the agency's FY-1986 budget of \$363 million. DEA's Asset Removal Program has allowed us to do this in an effective and impressive manner. Asset Removal is the program designed to identify, locate and ultimately seize for forfeiture those assets acquired to further drug trafficking activities and those assets acquired from the proceeds of drug trafficking. Asset Removal is emphasized during the conduct of all drug investigations; however, in those major investigations where the value of assets appears significant, an Asset Removal Team (ART) can be assigned to conduct that part of the investigation. ART's specifically focus on assets both pre- and post-arrest. DEA currently has eight ART's located in the larger offices.

It is anticipated that asset seizures under this program will exceed \$450 million in FY-88 and \$500 million in FY-89.

**QUESTION:****2. (iv) (a) IMPROVED SECURITY**

(a) YOU ARE PROPOSING TO ADD NINE POSITIONS AND \$1 MILLION FOR IMPROVED SECURITY. WHAT IS YOUR CURRENT COST FOR SECURITY FOR STAFF AND FACILITIES? HOW MANY POSITIONS ARE CURRENTLY ASSIGNED TO THIS FUNCTION?

**ANSWER:**

\$2,194,000.00 is the current budget for the Office of Security Programs. Salaries for the twenty four positions are \$828,103.00 annually. The annual total for the security staff and facilities is \$3,022,103.00

The Office of Security Programs currently has 24 positions. They are listed below.

- 2 GM-1811's
- 6 Personnel Security Specialists
- 6 Physical Security Specialists
- 1 Document Security Specialists
- 1 Computer Security Specialists
- 4 Security Aides
- 1 Management Assistant
- 1 File Clerk
- 2 Secretaries

QUESTION: 2 (v)

You are developing in your own engineering facility various types of technical equipment for surveillance. How much of the total amount of this type of equipment used by DEA is fabricated by DEA itself?

ANSWER:

In comparison with DEA's complement of technical equipment, the percentage of devices actually fabricated by DEA personnel is small, probably no more than 5 percent. The majority of items within the DEA inventory of technical equipment are devices that are readily available on the open market and are perfectly suitable to support this Administration's drug investigations. These items include binoculars, still cameras, standard video cameras, audio and video tape recorders, two-way radios, etc.

However, to ensure successful drug enforcement investigations, DEA must also incorporate the use of specialized devices that are not available through the private sector or from other Federal agencies. In these instances, DEA's technical and engineering personnel are asked to develop and fabricate devices that will enhance the investigative capabilities of our Special Agents while providing improved safety for these agents. In most cases, the technical and engineering personnel will develop and fabricate a prototype to support a single investigation or a limited number of devices for practical uses in DEA field offices. Once a device has proved useful to drug investigations, DEA will most often contract with private vendors for the manufacture of the device in larger quantities. DEA does not have the facilities or sufficient personnel to mass produce technical equipment.

Some of the technical devices developed and originally fabricated by DEA technical and engineering personnel include:

- |                              |                                                                                                                                           |
|------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------|
| Satellite Tracking (SATTRAC) | -- Transmitting devices covertly installed in barrels and packages containing precursors and drugs;                                       |
| Current Carrier Systems      | -- Room bugs operating through AC outlets in a home or business rather than by using RF transmissions;                                    |
| Covert Video                 | -- Miniaturized video cameras installed in a variety of configurations, such as lamps, power transformers, trash cans, televisions, etc.; |
| Audio Transmitters           | -- Miniaturized transmitters disguised in a variety of forms such as ballpoint pens, walking canes, hats, belts, etc.                     |

Although this answer contains but a few of the devices developed and fabricated by DEA, we would be pleased to provide a more complete briefing upon request.

QUESTION 3(a) STATUS OF DIVERSION:

PRECISELY WHAT IS THE STATUS OF THE DIVERSION CONTROL PROGRAM AS SET FORTH BY THE ANTI-DRUG ABUSE ACT? PLEASE DESCRIBE EXACTLY HOW THE REPROGRAMMING PROCESS WAS INITIATED AND CARRIED OUT TO ALLOCATE THE SUPPLEMENTAL FUNDS OF THE ANTI-DRUG ABUSE ACT OF 1986, WITH SPECIFIC ATTENTION TO THE REPROGRAMMING OF DIVERSION CONTROL FUNDS.

ANSWER:

DEA's Diversion Control Program stands as one of the agency's highest priorities. In less than two years, we have more than doubled our resource commitment to diversion control.

The House Report supporting the Anti-Drug Abuse Act of 1986 provided a five-part strategy for diversion control. Specifically, we are first assessing the states abilities to control diversion through our on-site experienced 1810's and 1810's now in the field. With regard to reestablishing the Diversion Investigative Unit (DIU) Program, we believe that the goals of the DIUs can best be accomplished through the revocation authority provided by the 1984 law, the exchange of ARCOM information and the grant programs sponsored by the Bureau of Justice Assistance under the new law. As explained in the response to the question on DIUs, we believe we are moving into an era when the states should assume this responsibility.

With regard to the geographic strike forces recommended by the House, we do not traditionally rely on a Headquarters mobile team to be deployed to areas of greatest needs. We do, however, assemble resources from our field offices to work on special projects and programs. These temporary assignments have worked very successfully as part of our domestic enforcement operations and we would prefer to use such examples as Operation Alliance, the OCDETFs and the Vice President's South Florida Task Force as our models rather than an expensive Headquarters-based strike force.

The last two parts of the strategy, precursor chemical tracking and targeting diversion of Schedules III-V drugs are where in fact we are devoting the preponderance of the diversion position which were not recommended for reprogramming. As stated in the attachment to question 1(b), we

have assigned a total of 80 diversion investigators as a result of the new law, 24 of which are allocated to clandestine laboratory groups and 56 of which are dedicated to our diversion operations, including the targeting of Schedule III-V drugs. In all, we believe we have met the intent of the Congress to focus on diversion of both licit drugs and the chemicals needed to manufacture illicit drugs in clandestine laboratories.

The reprogramming of the 1987 supplemental appropriation reflected DEA's efforts to allocate the resources from the 1987 Omnibus Drug Supplemental to areas of immediate need. The major portion of this reallocation involved the movement of 157 positions and \$16,764,000 from the Diversion Control Program as follows:

- ° 132 positions, \$13,438,000 for Domestic Enforcement
- ° 25 positions, \$1,632,000 for DEA's Laboratory Services
- ° \$1,694,000 for DEA's Airwing in the Research, Engineering, and Technical Operations Program.

The transfer of positions and associated dollars from the Diversion Control Program, to the Domestic Enforcement Program, the DEA Laboratory Services Program and the airwing was not a matter of changing priorities, but rather an effort to allocate these resources so as to reflect both the intent of the Congress and DEA's operational requirements.

Between 1984-1986, diversion investigator staffing in the Diversion Control Program increased 36 percent and will increase by another 17 percent in 1987. While we have initiated a major project to process and hire diversion investigators, we must still abide by Federal hiring regulations, conduct the necessary background investigations and search for the best candidates. All of this takes considerable time but we believe time well spent if we are to have an effective diversion control program.

- 3 -

At the same time, these resources are urgently needed to enable DEA to focus on the growing problem of clandestine laboratory production of illicit drugs and the diversion of chemicals needed to manufacture such drugs. Consequently, the major part of the reprogramming involves the allocation of the diversion control positions to clandestine laboratory groups carried under our domestic enforcement decision unit. Under this proposal, twelve formal clandestine lab groups have been established across the country, each composed of eight 1811 criminal investigators, one 1811 group supervisor and two 1810 diversion investigators. These 132 positions are supported by the necessary clerical and chemist personnel. In short, the 1810's generate the leads from their investigations of the registrant chemical firms which are then followed up by the 1811's developing the criminal cases. We believe that this reprogramming responds to the areas of greatest need and still responds to the intent of the Anti-Drug Abuse Act of 1986.

QUESTION 3(b)(i):

ON PAGE 13 OF YOUR PREPARED STATEMENT, YOU SAID THAT DEA IS WORKING CLOSELY WITH THE BUREAU OF JUSTICE ASSISTANCE (BJA) AND THE STATES TO FOCUS FEDERAL GRANT MONEY FOR DIVERSION CONTROL EFFORTS.

(i) PRECISELY WHAT ARE YOU DOING IN THIS REGARD? PLEASE PROVIDE A COPY OF THE ANNOUNCEMENT SENT TO APPROPRIATE STATE AND LOCAL LAW ENFORCEMENT AND REGULATORY AGENCIES ADVISING THAT FUNDS ARE AVAILABLE SPECIFICALLY FOR DIVERSION CONTROL PROGRAMS.

ANSWER:

DEA has been working closely with BJA for the Pharmaceutical Diversion Program grant formulation level to the award level. DEA prepared the Program Brief (copy attached) which was the basis for the Federal Register Notice dated March 19, 1987 which announced the grant program. The BJA Program Brief was also the basis for information provided to state participants at the three grant program briefings which BJA conducted during March in Washington, D.C., Chicago, and San Francisco. DEA's Office of Diversion Control participated in the briefings and was available for consultation at all three. BJA has advised DEA that they will rely heavily on input from DEA in evaluating the state grant requests, due to DEA's exclusive expertise in the diversion area.

To alert the states of this grant program, the BJA Program Brief and Diversion Control Program Overview (copy attached) were forwarded by DEA to the participants of DEA's Second National Conference on the Control and Diversion of Controlled Substances at which 43 states, the District of Columbia and Puerto Rico were represented.

Additionally, all domestic DEA Special Agents in Charge were alerted specifically to the Pharmaceutical Diversion Grant Program (copy of memorandum attached) in order to assist the states with their applications.

QUESTION:

3(b)(i)

On Page 13 of your prepared statement you said that DEA is working closely with the Bureau of Justice Assistance (BJA) and the states to focus Federal grant money for Diversion Control efforts.

(i) Precisely what are you doing in this regard? Please provide a copy of the announcement sent to appropriate state and local law enforcement and regulatory agencies advising that funds are available specifically for Diversion Control Programs.

ANSWER:

DEA has been working closely with BJA for the Pharmaceutical Diversion Program grant formulation level to the award level. DEA prepared the Program Brief (copy attached) which was the basis for the Federal Register Notice dated March 19, 1987, which announced the grant program. The BJA Program Brief was also the basis for information provided to state participants at the three grant program briefings which BJA conducted during March in Washington, D.C., Chicago, and San Francisco. DEA's Office of Diversion Control participated in the briefings and was available for consultation at all three. BJA has advised DEA that they will rely heavily on input from DEA in evaluating the state grant requests, due to DEA's exclusive expertise in the diversion area.

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PROGRAM BRIEF

Prevention and Control of Pharmaceutical Diversion

Prepared in conjunction with regulations implementing the Anti-Drug Abuse Act of 1986.

December 6, 1986

## I. Introduction

The diversion of pharmaceuticals into the illicit market and resultant abuse of these controlled substances remains a major drug abuse and drug law enforcement problem, accounting for 54 percent of the Drug Abuse Warning Network (DAWN) mentions in 1985. These diverted drugs become available to the drug abuser as a result of illegal activity by registrants, prescription fraud and abuse, indiscriminate prescribing, and theft.

The retail level is the principal source from which drugs are "diverted" from legitimate medical uses to drug abusers. Studies have documented the extent to which licensed professionals and establishments such as doctors, hospitals, and pharmacies have been criminally involved in diversion or have been manipulated by drug abusers to provide pharmaceuticals.

In numerous states, criminal syndicates have financed the establishment of "clinics" for the purpose of distributing prescription drugs or issuing prescriptions for such drugs under the cover of a legitimate medical practice. The physicians employed by such syndicates are instructed to conduct examinations and compile records to create the appearance of a bona fide medical practice. These clinics are difficult to investigate by either Federal or state authorities. Often, "patients" will be directed to a pharmacy that is controlled by the operators of the scheme. Typically, between one and five million dosage units of drugs can be diverted through such an operation.

Another major method of diversion are rings that forge prescriptions and systematically have them filled in a way to avoid easy detection. Physicians who prescribe excessively or carelessly because of their own problems (e.g., alcoholism, drug abuse, mental illness, senility) or because of lack of adequate knowledge concerning the effects of the drugs or ignorance of the law are also a major source of diversion.

Despite admirable efforts, investigation of diversion by persons licensed by states has been generally inadequate because of insufficient resources. State professional licensing boards are often poorly funded, lack sufficient numbers of well-trained investigators, lack access to law enforcement intelligence regarding the distribution of drugs, and lack sufficient data processing equipment to undertake the audits and analysis necessary to identify persons who are the sources of diversion. The intent of this resource package is to enable states to develop or to enhance an existing program of diversion control.

## II. Goals and Objectives

### A. Goal: Decrease Diversion of Licit Pharmaceuticals into the Illicit Market.

The grant funds are intended to assist state and local units of government in strengthening the role of law enforcement, professional

licensing boards and regulatory agencies in reducing diversion of legitimately produced controlled substances.

B. Objectives:

- To establish a system or to enhance existing systems for collecting and analyzing data on the diversion of controlled substances.
- To conduct investigations of such diversions and provide for professional license discipline.
- To improve regulatory controls against diversion.
- To prevent and detect forged, altered or illegal prescriptions and to identify practitioners who prescribe excessively.
- To train law enforcement, prosecutorial and regulatory personnel to improve the control of diversion.

III. Critical Elements

Implementing the following critical elements would, in whole or in part, contribute to meeting the objectives and accomplishment of the goal:

A. Collecting and Analyzing Diversion Data

Activities would include: (a) establishing a system of first-time or base-line data collection and analysis; and (b) expanding existing capabilities. Establishing a system would require providing evidence of need based upon (state and/or local) law enforcement investigations. In creating or expanding a data-collection system, consideration should be given to information-sharing capability between regulatory and law enforcement agencies.

Examples of activities include: (a) integrating existing automated data systems in order to assist in targeting potential violators, e.g., Automation of Reports and Consolidated Orders Systems (ARCOS) to Medicaid Medicare Information System (MMIS) to multiple prescription information; (b) programs to supplement state problems identification, e.g., Mini-DAWN systems, State Police Crime Lab submissions; (c) establishment of an information clearinghouse to monitor violative practitioners; and (d) programs to collect data not currently available, e.g., prescription surveys or multiple prescriptions comparisons.

B. Conducting Investigations and Providing for Professional License Discipline

Activities would be required to provide either supplemental support to existing enforcement or prosecutorial workforces or to establish and/or implement mechanisms which would provide for professional license discipline.

Examples of activities include: (a) designating specific attorneys for specific professional boards; (b) employing hearing officers and administrative law judges to develop findings of fact and conclusions of law for board consideration when caseloads are high; (c) establishment of or increase in positions for investigating diversion cases and determining compliance with laws/regulations; (d) support for diversion investigative assistance for local law enforcement agencies; and (e) support for special state diversion prosecutors and/or to assist prosecutorial staff in the prioritization of diversion cases.

C. Improving Regulatory Controls Against Diversion

Activities would focus primarily on the codification of rules and regulations governing the distribution of controlled substances. Additionally, existing laws and administrative procedures pertaining to professional licensing and license revocation would be examined for effectiveness. Also, effectiveness controls applied to specific diversion in other jurisdictions would be examined for applicability, such as "doctor shopping" laws, felony possession of blanks prescriptions, amphetamine restrictions, etc.

Examples of activities include: (a) review of state/Federal regulations to ensure uniformity in scheduling actions; (b) review of state laws regarding professional license revocation in light of the laws existing in other jurisdictions and review of a state's provisions for revocation or restriction of state licenses; and (c) support for establishing and/or participating in a national information exchange program to insure registrant competency prior to the issuance of a state registration.

D. Prevention and Detection of Forged, Altered or Illegal Prescriptions

Activities would focus on analysis of existing systems for separate controlled substance registrations and/or multiple prescription programs for implementation in states without such programs, providing to practitioners information and education on such programs and on providing ongoing support for such programs once they have been implemented so that they may continue under the aegis of the regulatory boards, such as data analysis, program evaluation, and report issuance.

Examples of activities include: (a) establishing or enhancing a system for separate controlled substance registrations; (b) establishing or enhancing a multiple prescription system; (c) establishing Pharmacy Alert Systems or prescription clearinghouse networks to provide timely information regarding stolen or altered prescriptions or persons attempting to pass them.

E. Training to Improve Diversion Control

Activities would include: (a) providing training on a multi-level basis in order to join the efforts of regulatory and peer review organizations with the criminal justice system; and (b) providing training to individuals within the criminal justice system who may be referred cases that are beyond the parameters of regulatory boards.

Examples of activities include: (a) support for routine investigative training for investigative personnel on state licensing boards; (b) development of cooperative training programs for state and local police officers; and (c) the establishment of a comprehensive training program for state prosecutors which covers topics such as drug laws, prioritization of diversion cases, and the prosecution of medical practitioners.

F. Improving Communication

Activities would establish a regular exchange of information and rapport between officials and/or individuals responsible for diversion control at the state and local level and to persons in the state licensed to handle controlled substances.

Examples of activities include: (a) conducting formal joint meetings of intra-state diversion and law enforcement officials to promote communication and cooperation; (b) establishing an information exchange network between private industry and regulatory/enforcement personnel; (c) providing information to registrants to assist in voluntary compliance efforts such as a drug trend or problems newsletter or computerized information systems.

IV. Sources for Information and Assistance

A. Selected Bibliography

General Accounting Office reports have regularly identified problems in the administration of the laws in the area of controlled substances:

"Efforts to Prevent Dangerous Drugs from Illicitly Reaching the Public" (B-175425, April 17, 1972).

"Improvements Needed in Regulating and Monitoring the Manufacturing and Distribution of Licit Narcotics" (GGD-75-102, August 28, 1976).

"Retail Diversion of Legal Drugs - A Major Problem With No Easy Solution" (GGD-78-22, March 10, 1978).

"Comprehensive Approach Needed to Help Control Prescription Drug Abuse" (GAO/GGD-83-2, October 29, 1982).

DEA Tucson Conference Report.

B. Training/Technical Assistance

For program-related assistance, contact the Diversion Control Group Supervisor of the appropriate DEA staff listed in Appendix A. For grant-related assistance, contact:

Bureau of Justice Assistance

Office of Justice Programs

U.S. Department of Justice

633 Indiana Avenue, N.W.

Washington, D.C. 20531

(202) 724-5974

C. Federal Program Contact

Bureau of Justice Assistance  
Office of Justice Programs  
U.S. Department of Justice  
633 Indiana Avenue, N.W.  
Washington, D.C. 20531  
(202) 724-5974

V. Performance Indicators

Sponsoring agencies or organizations should find it useful to track and maintain certain information in order to provide some indication of performance and to serve as a benchmark for continued implementation and allow for comparison with similar efforts in other jurisdictions. Attached is a suggested reporting form listing several performance indicators which should be helpful in tracking performance.

PERFORMANCE INDICATORS

Program Category: Pharmaceutical Diversion Prevention and Control

Project I.D. No.: \_\_\_\_\_  
(Limited to 10 characters)Implementing Agency:  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

Report Date: \_\_\_\_ / \_\_\_\_ / \_\_\_\_

Period Covered: \_\_\_\_ / \_\_\_\_ / \_\_\_\_ through \_\_\_\_ / \_\_\_\_ / \_\_\_\_

Performance Indicators: In order to gather basic information regarding project implementation, please provide responses to the following performance indicators:

- (1) Number of staff assigned to project:
  
- (2) Total amount of Federal/non-Federal expenditures:
  
- (3) Products of some critical element activities would be performance indicators in themselves, such as reports from a system of data collection and analysis, or from a multiple copy prescription system. Attach a copy of such a report or reports if produced.
  
- (4) Identify the number of leads developed this quarter as a result of data collection and analysis performed through the grant program, and results:

Number administrative actions: \_\_\_\_\_

Results:

Number of prosecutorial actions: \_\_\_\_\_

Results:

(5) During this reporting period provide the number and identity of new or amended statutes or regulations developed, reviewed, implemented:

(6) For this reporting period identify the total number of:

Forgeries detected: \_\_\_\_\_

Licensees/registrants involved: \_\_\_\_\_

Actions taken: \_\_\_\_\_

(7) For this reporting period identify the number of:

Law enforcement officials trained: \_\_\_\_\_

Training hours completed: \_\_\_\_\_

Regulatory personnel trained: \_\_\_\_\_

Training hours completed: \_\_\_\_\_

Prosecutorial staff trained: \_\_\_\_\_

Training hours completed: \_\_\_\_\_

Appendix ADrug Enforcement Administration  
Diversion Control Staff DirectoryLocal AssistanceArizona

Drug Enforcement Administration  
Diversion Control Group Supervisor  
One First Street  
Suite 201  
Phoenix, Arizona 85004  
(602) 261-4866

California, Nevada

Drug Enforcement Administration  
Diversion Control Group Supervisor  
350 S. Figueroa Street  
Suite 800  
Los Angeles, California 90071  
(213) 688-4016

Colorado, New Mexico, Utah, Wyoming

Drug Enforcement Administration  
Diversion Control Group Supervisor  
U.S. Custom House, Room 316  
P.O. Box 1860  
Denver, Colorado 80201  
(303) 844-3951

District of Columbia, Maryland, Virginia, West Virginia

Drug Enforcement Administration  
Diversion Control Group Supervisor  
400 Sixth Street, S.W., Room 2558  
Washington, D.C. 20024  
(202) 724-6060

Florida

Drug Enforcement Administration  
Diversion Control Group Supervisor  
700 Twiggs Street, Suite 400  
Tampa, Florida 33602  
(813) 228-2178

Georgia, North Carolina, South Carolina, Tennessee

Drug Enforcement Administration  
Diversion Control Group Supervisor  
75 Spring Street S.W., Room 740  
Atlanta, Georgia 30303  
(404) 331-7328

Illinois, Indiana, Minnesota, North Dakota, Wisconsin

Drug Enforcement Administration  
Diversion Control Group Supervisor  
Dirksen Federal Building, Suite 500  
219 South Dearborn Street  
Chicago, Illinois 60604  
(312) 353-7889

Louisiana, Alabama, Arkansas, Mississippi

Drug Enforcement Administration  
Diversion Control Group Supervisor  
1661 Canal Street, Suite 2200  
New Orleans, Louisiana 70112  
(504) 589-2171

Massachusetts, Connecticut, Maine, New Hampshire, Rhode Island, Vermont

Drug Enforcement Administration  
Diversion Control Group Supervisor  
JFK Federal Building, Room G-64  
Boston, Massachusetts 02203  
(617) 565-2813

Michigan, Kentucky, Ohio

Drug Enforcement Administration  
Diversion Control Group Supervisor  
231 West Lafayette, Room 357  
Detroit, Michigan 48226  
(313) 226-7290

Missouri, Iowa, Kansas, Nebraska, South Dakota

Drug Enforcement Administration  
Diversion Control Group Supervisor  
Suite 200, Chromalloy Plaza  
120 South Central Avenue  
St. Louis, Missouri 63105  
(319) 425-3264

New Jersey

Drug Enforcement Administration  
Diversion Control Group Supervisor  
Federal Office Building  
970 Broad Street  
Newark, New Jersey 07101  
(201) 645-5940

New York

Drug Enforcement Administration  
Diversion Control Group Supervisor  
555 West 57th Street  
New York, New York 10019  
(212) 399-5018

Pennsylvania, Delaware

Drug Enforcement Administration  
Diversion Control Group Supervisor  
William J. Green Federal Building  
600 Arch Street, Room 10224  
Philadelphia, Pennsylvania 19106  
(215) 597-9540

Texas, Oklahoma

Drug Enforcement Administration  
Diversion Control Group Supervisor  
1880 Regal Row  
Dallas, Texas 75235  
(214) 767-7250

Washington, Alaska, Idaho, Montana, Oregon

Drug Enforcement Administration  
Diversion Control Group Supervisor  
220 West Mercer Street, Suite 301  
Seattle, Washington 98119  
(206) 442-5443

## DIVERSION CONTROL PROGRAMS

During 1985, emergency room mentions of abused substances involved more legitimate pharmaceutical drugs such as Valium, than illicit substances such as cocaine and heroin. These pharmaceuticals become available to drug abusers as a result of diversion at primarily the retail level, i.e., doctors, hospitals and pharmacies. It has been estimated that as much as several hundred million dosage units from the more than 1.5 billion prescriptions dispensed annually are diverted to illicit use. They also become available as a result of strictly illegal activity, such as prescription fraud or manipulation of practitioners by drug dealers. Organized criminal groups have been documented in "clinics" that under cover of a legitimate medical practice distribute drugs illegally or issue prescriptions to be filled by a pharmacy controlled by the group.

Another source of diversion is the impaired physician who, because of his own problem with drug abuse, alcoholism, mental illness or senility, prescribes excessively. Simply a lack of adequate knowledge concerning the effects of drugs or ignorance of the law on the part of the physician can lead to drug diversion.

State grants need not create an entirely new program or programs but should seek to enhance existing drug law enforcement and regulatory systems or programs, or improve upon the usefulness of required records.

Data regarding legitimate controlled substance distribution is required to be maintained by law. Records required by law such as order forms,

invoices and prescriptions reflect the movement of drugs from the manufacturing level to the consumer level. Rarely, however, is that information easily retrievable at the retail level, so that running a cross-check to reveal discrepancies is extremely difficult and time consuming. Therefore, a cumbersome manual audit of prescription records must be completed for each investigation. State proposals which will improve the availability and efficient review of prescription activity in the state, would be an example of data collection/analysis enhancements which would improve the states ability to detect and prevent pharmaceutical diversion.

A comprehensive approach to investigations, where law enforcement authorities cooperate with civil authorities, such as professional boards, leads to the most successful diversion control. Improved communication and regular exchange of information between law enforcement and professional organizations is a key factor of the comprehensive investigative approach. Because institutions such as hospital and commercial pharmacies and individuals such as doctors must be licensed at the Federal and state levels in order to handle controlled substances, the removal of a license is an effective alternative to pursuing criminal prosecution. Information that may come to light during a criminal investigation which would be valuable to a licensing authority must be shared rather than disregarded. The disposition of these cases via civil rather than criminal prosecution alleviates the burden on courts and allows for problems to be addressed quickly, thereby containing damage to the community.

Another aspect of the comprehensive approach is training on a multi-level basis which joins the efforts of regulatory and peer review organizations with the criminal justice system. Training should be available such as investigative instruction for appropriate state licensing board personnel and a thorough program for state prosecutors and hearing officers covering such topics as drug laws, prosecution of medical practitioners and prioritization of diversion cases. Those within the criminal justice system who may be referred cases beyond the parameters of regulatory or licensing boards should also have a familiarity with Federal and state licensing authorities, drug pharmacology and distribution systems, and a thorough knowledge of drug laws.

The main point is that many of the key elements for an effective diversion control program may be available in the states. A cross-referencing system, and improved data analysis of existing records, as previously mentioned, will provide for an accurate focus on diversion problems. Existing laws and administrative procedures regarding professional licensing may need to be broadened or to be more strictly enforced. Training and improved communication between professional and regulatory organizations and state authorities will serve to unify the focus on the diversion problems.

The "Prevention and Control of Pharmaceutical Diversion" program brief covers in greater detail these program areas. Assistance and guidance in this and all areas of diversion control are available to you from the diversion control staffs in DEA's local offices located in 23 states across the U.S., plus Puerto Rico and the District of Columbia.

CONFERENCE REPORT

SECOND NATIONAL CONFERENCE ON THE CONTROL  
AND DIVERSION OF CONTROLLED SUBSTANCES

Tucson, Arizona  
March, 1986

United States Department of Justice  
Drug Enforcement Administration  
Office of Diversion Control  
Washington, D.C.

United States  
Department  
of Justice

Drug  
Enforcement  
Administration

This report has been prepared by the Office of Diversion Control as part of the DEA's state program in an effort to assimilate the best ideas currently being used to stem the diversion of legally manufactured controlled substances in the United States.

John C. Lawn  
Administrator

Gene R. Haislip  
Deputy Assistant Administrator  
Office of Diversion Control

Ronald W. Buzzo  
Deputy Director  
Office of Diversion Control

G. T. Gitchel, Chief  
State and Industry Section

James Winslow, Editor  
Diversion Prevention Coordinator  
State and Industry Section

Message  
from the  
Administrator

Dear State Official:

The Drug Enforcement Administration is providing this report to you as part of its strategy to reduce the demand for controlled substances in the United States. The information contained herein is the result of a joint Federal and State effort to identify the programs with greatest impact on the controlled substance diversion problem.

The Drug Enforcement Administration believes that it is essential to establish a comprehensive national strategy in which all levels of government will combine their efforts to meet the challenge presented by the abuse of controlled substances in our country. It is our hope that the information in this report can be utilized in the evaluation of the programs of each jurisdiction and contribute toward maximizing their impact on the diversion problem.

Sincerely,

Second National Conference on the Control  
and Diversion of Controlled Substances

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EXECUTIVE SUMMARY

In March of 1986, the U. S. Drug Enforcement Administration sponsored the Second National Conference on the Control and Diversion of Controlled Substances. The Conference was held in Tucson, Arizona. Over seventy professionals representing forty-three states, the District of Columbia and the territory of Puerto Rico were present for three days of presentations, deliberations and working sessions relating to the diversion of controlled substances from legitimate commercial and health care facilities into the illicit traffic.

Information gathered from hospitals and emergency rooms across the United States indicate legally manufactured controlled substances account for 55% of the drug related deaths and injuries they encounter. This figure represents a 26% decline of such incidents over the last five years. This decline was a direct result of the combined efforts of Federal and state government to impose a "closed system" to prevent legally manufactured controlled substances from being diverted. It represents a tremendous victory accomplished with relatively modest resources, victory brought about by a combination of regulatory and criminal legislative action. Continued progress in this area can be made by the identification and adoption of cost effective programs and initiatives which can produce an impact on the drug abuse problem.

The Tucson Conference represented a Federal and state effort to develop a continuing agenda for programs relating to diversion control. This effort began in Kansas City in November of 1984 when the DEA sponsored the first conference of this nature. Initiatives that were identified for action in Kansas City were developed for presentation and adoption by State representatives participating in the Tucson Conference.

New strategies and new initiatives were also formulated in Tucson. The strategic potential contained in recently enacted legislation became a focal point for the Conferencees. As the impact of the provisions of the Comprehensive Crime Control Act of 1984 have become apparent at the Federal level, the desirability and necessity for state legislative action has become increasingly clear. Presentations and workshops were specifically designed to explore legislative possibilities by drawing upon experience and expertise available from the Federal and state officials in attendance. Attendees were encouraged to return to their home states and support desirable legislative reform.

Mr. Gene R. Haislip, Deputy Assistant Administrator for the DEA's Office of Diversion Control served as the Conference Chairperson. On the initial day of the proceedings, Mr. Haislip expressed the continuing need to build a "national community" of state and Federal officials who could blend their expertise in law enforcement, drug regulation, policy formulation, and prosecution into a cohesive force for fighting diversion, and by extension, reducing or eliminating a significant part of the drug abuse problem.

The Comprehensive Control Act of 1984 became a standard for mounting this initiative. Mr. Haislip indicated that this legislation is proving to be highly successful. As an example, he pointed out that 13 controlled substance analogs had been scheduled pursuant to new emergency scheduling authority. In the area of asset seizures, new reforms have led to the government's acquisition of over 150 million dollars in assets derived by illegal drug activity. With regard to practitioner diversion, new public interest revocation authorities have resulted in almost twice the number of drug registration revocations compared to actions recorded prior to the Comprehensive Crime Control Act or "Diversion Control Amendments."

On a practical level, the Federal government should not and cannot do it all. From the outset law enforcement has been a joint project. Federal and state efforts must be made in tandem. State legislators need to adopt provisions similar to those adopted at the Federal level where appropriate.

#### REPORTS AND RECOMMENDATIONS

On the second day of the Conference the attendees divided into five workshop groups to study legislative issues bearing on Public Interest Revocation; Forfeiture of Trafficking Assets; Drug Scheduling, Precursors and Chemicals; Controlled Substance Data Management Systems and Bail, Sentencing and Penalties. These groups formulated reports and recommendations which were presented to the full conference on the last day and are summarized as follows:

#### PUBLIC INTEREST REVOCATION

Teresa D. Creef, Assistant Attorney General for the Virginia State Board of Medicine served as the group rappoiteur. The public interest revocation workshop made the following recommendations:

- 1) Specific attorneys should be designated for specific professional boards.
- 2) States should consider employing hearing officers and administrative law judges to develop findings of fact and conclusions of law for board consideration when case loads are high.
- 3) The group agreed that consent orders could be effectively utilized if applied conscientiously along with other sanctions.
- 4) Boards should document and share information. The idea of a clearing house was endorsed in which violative practitioners could be monitored.
- 5) States should review their laws regarding license revocation of professional licenses in light of the laws existing in other jurisdictions.

- 6) The group endorsed the establishment of separate controlled substance registrations.
- 7) The group endorsed formalized joint meetings among intra-state diversion officials to promote communication and cooperation.
- 8) The group advised that DEA not use its public interest revocation authority in lieu of a criminal prosecution when prosecution is more appropriate.

#### FORFEITURE OF TRAFFICKING ASSETS

Mr. William Marcus, Deputy Attorney General for the State of California made the workshop report to the group. The group's recommendation are listed below:

- 1) The committee praised the DEA's Model Forfeiture Act. States were encouraged to develop similar legislation.
- 2) States were encouraged to adopt specific legislative language which would permit the equitable sharing of assets forfeited with state regulatory agencies that provide investigative expertise and are not presently defined as law enforcement entities.

#### DRUG SCHEDULING, PRECURSORS AND CHEMICALS

Mr. Warren Amole, Executive Director, Montana State Board of Pharmacy, presented the group's recommendations to the full Conference. These recommendations are summarized below:

- 1) The DEA should continually review resources which are devoted to monitoring the movement of essential precursors.
- 2) States should coordinate scheduling activities.
- 3) States need emergency scheduling authority. The DEA should provide model language for this authority..
- 4) The committee recommended that the Conference support Senate Bill \$1437 to control and prohibit for distribution the manufacture of controlled substance analogs.

#### CONTROLLED SUBSTANCE DATA MANAGEMENT SYSTEMS

Mr. Fred Pottle, Administrative Officer for the Colorado Department of Health, was rapporteur for this group. The group's recommendations are as follows:

- 1) State should develop and promote legislation requiring separate filing of Schedules 3, 4, and 5 prescriptions in pharmacies and hospitals.
- 2) States should develop and promote legislation to require registration of out-of-state manufacturers, distributors and pharmacies who sell controlled substances in the particular state.
- 3) States should require separate registration for physicians, veterinarians, dentists, pharmacists, wholesalers, dog handlers and detailmen.
- 4) States should develop a strategy to collect and analyze data at the prescription level.
- 5) States should develop programs to require the reporting of emergency room visits and deaths at hospitals and clinics on a statewide basis. These programs should be modeled after the DEA's Drug Abuse Warning Network (DAWN).
- 6) States should conduct an inventory of privacy and confidentiality laws and promote legislative provisions to permit sharing information such as Medicaid prescription data.
- 7) States should collect information from those states which have multiple copy prescription systems to study these systems in terms of cost and benefit, and possibly implement them.

#### BAIL, SENTENCING AND PENALTIES

Michael J. Morris of the Arizona Department of Public Safety delivered the recommendations for the group. These recommendations are listed below:

- 1) With regard to penalties:
  - (a) All states should review their penalty structures using the Federal laws as a floor or minimum,
  - (b) in any state where unlawful prescribing is not clearly a violation, the laws should be redrafted to correct this deficiency, and
  - (c) all states should adopt the Federal statute prohibiting controlled drug distribution within 1/2 mile of a primary or secondary school.

- 2) With regard to bail reform:
  - (a) when constitutionality permissible, states should adopt the Federal standard which provides for the denial of bail when a suspect is considered a danger to the community,
  - (b) states should be allowed to appeal bail when amounts are inappropriately low, and
  - (c) the amount of bail should be based on the street value of the drugs involved.
- 3) With regard to sentencing, the committee recognized that sentences are not given equally. The committee endorsed realistic, determinate sentences without parole.

INTRODUCTION

In March of 1986, the U.S. Drug Enforcement Administration sponsored the Second National Conference on the Control and Diversion of Controlled Substances. The Conference was held in Tucson, Arizona. Over seventy professionals representing forty-three states, the District of Columbia and the territory of Puerto Rico were present for three days of presentations, deliberations and working sessions relating to the diversion of controlled substances from legitimate commercial and health care facilities into the illicit traffic.

The Tucson Conference represented a Federal and state effort to develop a continuing agenda for matters relating to diversion control. This effort began in Kansas City in November of 1984 when the DEA sponsored the first conference of this nature. Initiatives that were identified for action in Kansas City were developed for presentation and adoption by state representatives participating in the Tucson Conference.

New strategies and new initiatives were also formulated in Tucson. The strategic potential contained in recently enacted legislation became a focal point for the Conferees. As the impact of provisions authorized by the Comprehensive Crime Control of 1984 have become more apparent at the Federal level, the desirability and necessity for state legislative action has become increasingly clear. Presentations and workshops were specifically designed to explore legislative possibilities by drawing upon experience and expertise available from the Federal and state officials in attendance. Attendees were encouraged to return to their home states and support desirable legislative reform.

CONFERENCE THEME

These ideas were further developed in opening remarks by Gene R. Haislip, Deputy Assistant Administrator for the DEA's Office of Diversion Control. Mr. Haislip served as the Conference Chairperson. On the initial day of the proceedings, Mr. Haislip expressed his continued desire to build a "national community" of state and Federal officials who could blend their expertise in law enforcement, drug regulation, policy formulation, and prosecution into a cohesive force for fighting diversion, and by extension, reducing or eliminating a significant part of drug abuse.

The Comprehensive Crime Control Act of 1984 is a standard for mounting this initiative. Mr. Haislip indicated that this legislation is proving to be highly successful. As an example, he pointed out that 13 controlled substance analogs had been scheduled pursuant to new emergency scheduling authority. In the area of asset seizures, new reforms have led to the government's acquisition of over 150 million dollars in assets derived by illegal drug activity. With regard to practitioner diversion, new public interest revocation authorities have resulted in almost twice the number of drug registration revocations compared to actions recorded prior to the Comprehensive Crime Control Act or "Diversion Control Amendments."

On a practical level, the Federal government should not and cannot do it all. From the outset law enforcement has been a joint project. Federal and state efforts must be made in tandem. State legislators need to adopt provisions similar to those adopted at the Federal level where appropriate.

OPENING REMARKS

Richard Johnson, Special Agent in Charge of the DEA's Phoenix Division, welcomed participants and provided beginning introductions. Mr. David Westrate, Assistant Administrator for Operations in DEA Headquarters delivered the opening presentation.

Mr. Westrate provided attendees with an overview of the DEA's enforcement posture. He indicated that cocaine abuse continues to be rising at an alarming rate. Moreover, a new cocaine product known as "crack" is surfacing in many areas and it frequently contains the carcinogen benzine, which presents new health hazards to abusers. Heroin abuse appears to be steady, however, marijuana seizures and clandestine lab seizures are up.

In an effort to be responsive to the ever changing nature of drug abuse and illegal drug trafficking, the DEA is developing numerous innovative programs. Mr. Westrate identified operations like Operation Batt which uses military helicopters to pursue cocaine laden aircraft in the Bahamas and throughout the Caribbean or Operations Chemcon and Prelab which identify precursor activity relating to the possible production of illicit cocaine and heroin. Mr. Westrate further endorsed the use of herbicides to destroy marijuana and the opium poppy. In order to establish credibility, the U. S. must allow herbicide use at home. The Attorney General has consistently supported this position.

Mr. Westrate further related that the DEA intends to be more active in the area of drug abuse prevention. He indicated that the agency's Sports Awareness Program is attempting to provide young people with drug free role models.

Mr. Haislip continued with factual information pertaining to diversion control issues. He indicated that when deaths and injuries are used as indicators of drug abuse, pharmaceutical controlled substances account for 55% of the drug problem. Despite this alarming statistic, the situation today is far better than it was five years ago. DEA monitoring systems show a 26% decline in injuries associated with controlled pharmaceutical abuse over a five year period.

In large part, this decline can be attributed to the efforts of Federal and state governments. Methaqualone, once a popular drug of abuse, is now eliminated as a problem due to legislative and diplomatic initiatives. Investigations and state laws or regulations to strictly regulate the proscribing of stimulants for weight control have had an impact on stimulant abuse. With regard to diazepam, numerous efforts ranging from investigative activity to public and professional education account for reduced emergency room mentions.

Mr. Haislip noted however that overdoses and injuries associated with the abuse of pharmaceutical narcotics have remained stable and this situation must be continually monitored. Also, legal authorities with regard to controlled drug analogs are incomplete. This area will require some effort to perfect technical language to adequately prosecute violators who manipulate chemical compositions and in the process create new, non-controlled drugs.

Mr. Haislip characterized the 26% decline over five years in the area of pharmaceutical injury as a "tremendous victory." Moreover, the outlook for greater accomplishment is extremely promising.

#### SPECIAL SUB-COMMITTEE REPORTS

Mr. Ronald W. Buzzeo, Deputy Director of the DEA's Office of Diversion Control, served as moderator for the presentation of special sub-committee reports which had been prepared pursuant to the Kansas City Conference of 1984. Mr. Buzzeo explained that three joint Federal and state sub-committees were formed as an outgrowth of the Kansas City Conference. Specific issues to be explored by these sub-committees were: 1) Federal and State CSA laws; 2) Model State programs; and 3) Multiple copy prescription systems.

#### FEDERAL AND STATE CSA LAWS

Mr. Joseph Trincellito, Special Assistant to Mr. Haislip, served as the spokesperson for the sub-committee on Federal and State CSA laws.

Mr. Trincellito indicated that the sub-committee identified five major legislative concerns. These concerns are discussed below:

1. With regard to the DEA's public interest revocation authority, state drug officials should consider adopting a similar provision. The DEA could be of assistance through the use of a model act.
2. The sub-committee indicated that a national clearing house or repository for information pertaining to practitioner violators would generate useful information in conjunction with public interest revocation proceeding or other state concerns.
3. The sub-committee endorsed the concept of separate state registrations for individuals authorized to handle controlled substances; physicians, pharmacists, detailmen, etc.
4. The sub-committee recommended that states enact laws providing for emergency scheduling authority. Again, the DEA may provide model legislation.
5. The committee endorsed innovative state laws such as criminal penalties for unauthorized possession of prescription pads and restricting drug use for specific indications.

MODEL STATE PROGRAMS

Mr. W. Wayne Bohrer, Chief of the DEA's State and Industry Unit, presented an overview of the recommendations of the Model State Programs sub-committee report. Mr. Bohrer stressed the conceptual nature of the report and the need for flexibility.

Mr. Bohrer indicated that the single state agency concept was endorsed as the most effective organizational model for diversion control programs. He further indicated that effective control programs require both regulatory and law enforcement elements. Additionally, the Committee recognized the need for intelligence systems to provide information ranging from the wholesale and distribution level, to the prescription level.

Other major components identified as essential with regard to diversion control efforts are professional practice acts, impaired professional programs, drug scheduling authorities and diversion prevention programs.

MULTIPLE COPY PRESCRIPTIONS

Mr. G. Thomas Gitchel, Chief of the DEA's Diversion Operations Section, presented the report of the sub-committee on multiple copy prescription systems.

Mr. Gitchel indicated that committee members developed information regarding multiple copy prescription systems which might not be widely known. As examples, he cited the fact that 34% of all practitioners are currently in states covered by multiple copy prescription laws. Moreover, the committee determined that the number of Schedule 2 prescriptions and the quantity prescribed is reduced between 30 and 50 percent following introduction of these systems.

Mr. Gitchel indicated that the sub-committee identified five goals which can be accomplished by multiple copy prescription systems. These are: 1) to complete the information gap down to the prescription/ultimate user level; 2) to collect information and identify potential diversion; 3) to deter indiscriminate prescribing and dispensing; 4) to reduce abuse without hindering legitimate health needs; and 5) to reduce prescription forgery.

SUCCESSFUL STATE INITIATIVES AND LICENSING BOARD ISSUES

Mr. Ronald W. Buzzeo moderated two panel sessions relating to successful state initiatives and licensing board issues. Presentations by panel members exposed conferees to innovative programs which have been effective in their respective states. A summary of these presentations follows.

Legislative Initiatives

Mr. Thomas D. Wyatt, Jr., Director of the Department of Health and Environmental Control in South Carolina, discussed laws and regulations enacted in

his state which have proven to be effective. He indicated that South Carolina laws restrict the use of amphetamines to the treatment of narcolepsy and hyperkenesia. Physicians may not prescribe controlled drugs for themselves or for close personal associates. Other regulations include a limit on the number of Schedule 2 drugs which can be prescribed at one time and a requirement to file Schedule 3, 4, and 5 prescriptions separate from all others.

Mr. Wyatt indicated that the efficacy of these laws and regulations is reflected in the DEA's ARCOS statistics which places South Carolina in the lower rankings for per capita consumption for more than half of the drugs listed.

#### Task Force Initiatives

Mr. William Howe, Director of the Bureau of Health Services for the State of Michigan recounted that in 1983 Michigan appeared to have the nation's most serious pharmaceutical drug abuse problem. Michigan ranked number one for per capita consumption of numerous controlled pharmaceuticals including hydromorphone and methamphetamine.

To attack this problem, the State of Michigan and DEA formed a task force which was comprised of both regulatory and law enforcement officials. Intensive investigative efforts were made using ARCOS information to generate targets. These targets resulted in 23 license revocations with an additional 20 cases in the disciplinary process. Lower ARCOS per capita consumption rankings have been reflected consistently as the impact of the task force becomes clear.

#### Demand Reduction

Billy Allsbrook, Assistant Director for the Virginia State Police Bureau of Criminal Investigations delivered a presentation regarding Virginia's efforts to reduce demand for controlled substances. He indicated that his Department was working with parent groups like the Virginia Federation of Parents for a Drug Free Youth to deter and prevent drug abuse among young people. He also indicated that Virginia had decided to develop and participate in the Drug Abuse Resistance Education Program. This provides for specialized courses of instruction which will be presented to selected uniformed officers. These will be courses relating to drug abuse. Uniformed officers, once trained, will be used specifically for routine visitations to elementary schools where drug abuse dangers will be described to children.

#### Disciplinary Procedures

Mr. Ernie Sjoblom, Chief of the Missouri Bureau of Narcotics and Dangerous Drugs discussed disciplinary proceedings which are used in Missouri. He stated that his agency issues a separate controlled substance license which is very effective. He indicated that Missouri law provides for administrative proceedings and the use of an administrative law judge for determining factual and evidential matters. Board members need only convene to determine sanctions. Missouri law further provides for appeals to a court of competent jurisdiction where disciplinary outcomes cannot be adjudicated through the administrative process.

Registrant Investigations

Mr. William P. Ward, Director of the Drug Control Division in the Connecticut Department of Consumer Protection, discussed investigative procedures and issues. He endorsed the single state agency as the best organizational model and enumerated minimum authorities which the agency should have. Mr. Ward further identified the elements of investigative activity including the development of appropriate goals, the training of investigators and the identification of unique or highly effective investigative procedures. A second and equally important investigative issue relates to interaction with licensing boards and the criminal justice system. Investigations must be conducted in light of the different rules of evidence and procedural elements associated with these two avenues of prosecution. Lastly, Mr. Ward recommended that interagency relationships be developed and exploited in an effort to develop more effective investigations.

State Practice Acts

Mr. Martin Golden, Pharmaceutical Control Officer for the State of Delaware, delivered a presentation on state practice acts. Mr. Golden indicated that these acts are designed to assure the public that practitioners are competent in the practice of their profession. These are not the same as Controlled Substance Acts.

Mr. Golden indicated that license revocations are sometimes more effective than criminal prosecutions, especially when viewed in light of some white collar sentences. He further identified the elements of an effective professional practice act. These are: 1) an ability to pass regulations; 2) the right to public hearing with regard to these new regulations; 3) public membership on professional boards; 4) definition of grounds for licensing actions, including emergency suspensions; 5) public disclosure of disciplinary proceedings; and 6) provisions for impaired physicians.

MAJOR LEGISLATIVE ISSUES

The theme for the second morning of Conference proceedings was "major legislative issues." Mr. Haislip served as moderator for panel presentations relating to this topic. These presentations are summarized below.

Scheduling

Mr. Joseph Trincellito, Special Assistant to Mr. Haislip, provided an update on scheduling activities and the use of the DEA's emergency scheduling authorities. He indicated that these authorities became especially relevant in dealing with controlled substance analogs.

Nevertheless, the analog problem requires further legislative initiative. Emergency scheduling still takes thirty days to go into effect, and it requires a separate action for each chemical variation produced by the

clandestine chemist. The DEA has designed legislation to make the act of producing a controlled substance analog illegal. This legislation, which carries a 15 year maximum sentence, has passed the Senate and is awaiting consideration in the House.\*

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\* It should be noted that President Reagan signed this legislation into law on October 20, 1986.

Mr. Trincellito also indicated that the DEA is reviewing the diversion of precursor chemicals which are used to manufacture controlled substances. He indicated that the situation is under study at present and possible legislative approaches are being discussed.

#### Forfeiture of Assets

Mr. William Lenck delivered a presentation on asset forfeitures. Mr. Lenck is Forfeiture Counsel for the DEA.

Mr. Lenck indicated that Federal forfeiture provisions were changed in conjunction with the Comprehensive Crime Control Act of 1984. He indicated that the threshold for administrative forfeiture proceedings as opposed to judicial, had been raised from 10,000 to 100,000 dollars. He also indicated that the areas of forfeiture had been expanded to include land and real property.

Mr. Lenck also indicated that the DEA had prepared model legislation for state forfeiture provisions. Additionally, Mr. Lenck indicated that there are provisions for equitable sharing of seized assets under Federal law with the individual states. The three conditions are: 1) only law enforcement agencies can participate; 2) these agencies must have been directly involved in the case resulting in the asset forfeiture; and 3) proceeds must go to the law enforcement budget. Model legislation has been prepared with specific language to enhance state equitable sharing capabilities.

#### Bail, Sentencing and Penalties

Associate Chief Counsel Stephen Stone delivered a presentation regarding Federal reforms with regard to bail, sentencing and penalties.

Mr. Stone indicated that drug sentencing provisions had been changed to eliminate the artificial distinction between narcotic and non-narcotic controlled substances. Also, penalties have been changed to provide for larger exposure when dealing in larger quantities.

With regard to bail reform, the defendant's threat to the community has been established as a new standard for determination as to whether to permit bail. Moreover, illegal drug activity is established as a threat to the community.

The Federal sentencing structure is also in the process of being changed. A U. S. Sentencing Commission has been established to develop classes of felonies and to develop sentencing guidelines.

#### Public Interest and Revocation

Mr. G. Thomas Gitchel delivered a presentation of the DEA's new public interest revocation authority. He provided some background on the issue, indicating that professional boards had not generally been vigorous with regard to disciplinary actions. In support of this, Mr. Gitchel referred to a study published by The New England Journal of Medicine which determined that even the most vigorous medical boards take disciplinary action in less than 1% of their cases.

Mr. Gitchel indicated that the DEA's public interest revocation authority provides a vehicle for handling errant physicians when state boards either cannot act due to lack of jurisdiction or authority, or where states will not act. Although the law provides the DEA with a measure of latitude, the DEA still considers practitioner regulation the primary responsibility of the states.

Mr. Gitchel recounted that the number of public interest revocations has increased substantially from a total of 72 in FY-85 to 135 during the first six months of FY-86. For the most part, respondents have not contested the show cause orders.

#### Control Systems

Mr. Alfred Russell followed with a discussion of information systems. Mr. Russell is the Chief of the Regulatory Support Unit in the DEA.

Mr. Russell indicated that there is a need to identify new sources of information. He indicated that information relating to drug abuse and the movement of violative practitioners needs to be integrated. This effort must be conducted in a way that is reliable from a statistical standpoint. Mr. Russell indicated that information systems of this nature provide governments with the ability to make intelligent decisions with true strategic merit.

#### Workshops

On the second day of the Conference the attendees divided into five workshop groups to study legislative issues bearing on Public Interest Revocation; Forfeiture of Trafficking Assets; Drug Scheduling, Precursors and Chemicals; Controlled Substance Data Management Systems and Bail, Sentencing and Penalties. These groups formulated reports and recommendations which were presented to the full conference on the last day. The recommendations of the groups are presented in the Executive Summary of this report.

#### CONCLUSIONS

Mr. Haislip summarized the major issues relating to the Conference agenda and identified future goals for conferees. He re-emphasized his previous statements regarding the decline in emergency room mentions and deaths attached to the abuse of pharmaceutical controlled substances and again characterized this decline as a victory for Federal and State diversion control officials.

Mr. Haislip recounted the more important elements contained in the reform of the Federal criminal code, including bail reform, asset seizures, revised sentencing structures, emergency scheduling and public interest revocations for errant registrants. These reforms are tantamount to a "virtual revolution," a resolution which is having an impact and resulting in record number of "man-hours behind bars" for drug dealers and other criminals.

The states have a vital and critical role to play. In the final analysis the Federal role has limitations and the states must do a major share of the work. Mr. Haislip charged conferees to stand up to this challenge and to return to their homes as advocates for new legislation. He urged states to improve upon Federal legislative reforms. For the DEA's part, Mr. Haislip promised always to be a vocal and visible supporter. Where possible and appropriate, the DEA will provide expertise and resources.

The task requires a concerted effort by a "national community" consisting of both Federal and state officials. This is a community of individuals and agencies who must strive to cooperate and communicate. This is a community of individuals and agencies with different authorities and different types of expertise which is active, forceful, and effective.

Roster of Attendees  
Drug Enforcement Administration  
Second National Conference on the Control  
and Diversion of Controlled Substances

Tucson, Arizona

March 23-26, 1986

Mr. Billy Allsbrook  
Assistant Director  
Bureau of Criminal Investigations  
Virginia State Police  
P.O. Box 27472  
Richmond, Virginia 23261  
(804) 323-2057

Mr. Warren Amole  
Executive Director  
Montana Board of Pharmacy  
510 1st Avenue #100  
Great Falls, Montana 59401  
(406) 761-5131

John Bauers, D.O.  
Oregon State Board of Medical Examiners  
8771 N.E. Worderhill Road  
Durdee, Oregon 97115  
(503) 538-1610

Mr. Michael J. Berndt  
Attorney, Wisconsin Department of  
Regulation and Licensing  
P.O. Box 8935  
Madison, Wisconsin 53708-8935  
(608) 266-2881

Mr. J. F. Borsch  
Chief Investigator  
Board of Medical Examiners  
1990 W. Camelback Road, Suite 401  
Phoenix, Arizona 85015  
(602) 255-3751

Mr. Lucius A. Bowser  
Chief  
New Jersey State Department  
of Health  
CN 362  
Trenton, New Jersey 08625  
(609) 984-1308

Captain Donald J. Brackman  
Indiana State Police  
100 North Senate Avenue  
Indianapolis, Indiana 46204  
(317) 232-8379

Ms. Pam Brinegar  
Research Associate  
Council on State Government  
P.O. Box 11910  
Lexington, Kentucky 40578

Mr. R. Keith Bulla  
Supervising Agent  
North Carolina State Bureau of  
Investigation  
P.O. Box 18243  
Greensboro, North Carolina 27419  
(919) 292-5320

Ms. Gwen Byington  
Special Assistant  
Office of Special Prosecution  
Alaska Controlled Substance  
Advisory Committee  
1031 West Fourth Avenue, Suite 318  
Anchorage, Alaska 99501  
(907) 279-7424

Ms. Maria Carlucci  
Deputy Attorney General  
New Jersey Department of Law and  
Public Safety  
Division of Criminal Justice  
25 Market Street, CN085  
Trenton, New Jersey 08625  
(609) 984-1031

Mr. Arzo Carson  
Director  
Tennessee Bureau of Investigation  
P.O. Box 100940  
Nashville, Tennessee 37210-0940  
(615) 741-0430

Mr. William Chism  
Director, Drugs and Narcotics Agency  
166 Pryor Street  
Atlanta, Georgia 30303  
(404) 656-5100

Mr. James L. Clubine  
Investigator  
Arizona Board of Osteopathic Examiners  
5050 North 19th Avenue, #406  
Phoenix, Arizona 85015  
(602) 255-1747

Inspector-Director Kris Coligan  
Morals Division  
Metropolitan Police Department  
300 Indiana Avenue, N.W. - Room 5050  
Washington, D. C. 200001  
(202) 727-4213

Mr. Edward Corcoran  
Staff Development Officer  
Missouri Department of Health  
2002 Missouri Boulevard  
Jefferson City, Missouri 65101

Ms. Teresa D. Creef  
Assistant Attorney General  
Board of Medicine  
517 W. Grace Street  
Richmond, Virginia 23220  
(804) 786-0587

Mr. Edward E. Crews  
Branch Manager  
Cabinet for Human Resources  
Drug Control Office  
Frankfort, Kentucky 40621  
(502) 564-7985

Inspector Jimmy Davis  
Georgia Bureau of Investigation  
P.O. Box 370808  
Decatur, Georgia 30037  
(404) 244-2541

Sergeant Doug DeLaureal  
Louisiana State Police  
376 E. Airport  
Baton Rouge, Louisiana 70806  
(504) 925-7282

Mr. John Eadie  
Director, New York State Division  
of Public Health Protection  
E.S.P., Corning Tower, Room 2517  
Albany, New York 12337  
(518) 474-3276

Mr. Jerome G. Estavillo  
Supervisor  
Office of Narcotics Enforcement  
1100 Ward Avenue, #875  
Honolulu, Hawaii 96813  
(808) 548-7186

Mr. Charles Franques  
Acting Administrator  
Narcotics and Dangerous Drugs  
P.O. Box 3767  
Baton Rouge, Louisiana 70821  
(504) 342-5774

Mr. Gerald O. Glenn  
Compliance Supervisor  
Board of Medicine  
517 W. Grace Street  
Richmond, Virginia 23220  
(804) 786-0587

Mr. Martin Golden  
Pharmaceutical Control Officer  
State of Delaware  
Robbins Building, Silver Lake Plaza  
Dover, Delaware 19901  
(302) 736-4708

Mr. Leo J. Gracik  
Deputy Drug Control Administrator  
Rhode Island Division of Drug Control  
75 Davis Street  
Providence, Rhode Island 02908  
(401) 277-2837

Mr. Jose E. Hernandez-Rodriguez  
Assistant District Attorney  
Superior Court  
Department of Justice, Drugs Division  
P.O. Box 192  
San Juan, Puerto Rico 00902  
(809) 723-7560

David K. Heydinger, M.D.  
State Health Director  
1800 Washington Street, East  
Huntington, West Virginia

Mr. C. William Howe  
Director, Bureau of Health Services  
Michigan Department of Licensing  
and Regulation  
P.O. Box 30018  
Lansing, Michigan 48909  
(517) 373-8068

Mr. David E. Joranson  
Controlled Substances Policy Specialist  
Wisconsin Controlled Substances Board  
P.O. Box 7851  
One West Wilson Street  
Madison, Wisconsin 53707  
(608) 266-7586

Mr. Storm Jorgensen  
New York State Division of Substance  
Abuse Services  
Executive Park South  
Albany, New York 12203  
(518) 457-0213

Mr. Elliot King  
Executive Secretary  
Board of Pharmacy  
1201 Terminal Way  
Reno, Nevada 89502

Captain Will Lawrence  
Maryland State Police  
1201 Reisterstown Road  
Pikesville, Maryland 21208-3899  
(301) 799-0190

Mr. Leland C. Lucke  
Assistant Director/Investigations  
Nebraska Department of Health  
Bureau of Examining Boards  
P.O. Box 95007  
Lincoln, Nebraska 68509  
(402) 471-4924

Captain B. C. Lyon  
Texas Department of Public Safety  
P.O. Box 4087  
Austin, Texas 78773

Mr. Thomas H. Maher  
Director, Bureau of Narcotics  
Investigations and Drug Control  
Pennsylvania Office of the  
Attorney General  
16th Floor, Strawberry Square  
Harrisburg, Pennsylvania 17120  
(717) 783-2600

Mr. William Marcus  
Deputy Attorney General  
3580 Wilshire Boulevard, Suite 500  
Los Angeles, California 90010

Mr. R. G. "Butch" Milan  
Commander of Narcotics  
Louisiana State Police  
P.O. Box 66614  
Baton Rouge, Louisiana 70806  
(504) 925-4880

Lieutenant Stephen J. Miller  
Illinois State Police  
188 Industrial Drive, Room 438  
Elmhurst, Illinois 60126  
(312) 530-6550

Mr. Michael J. Morris  
Officer II  
Arizona Department of Public Safety  
2310 N. 20th Avenue  
Phoenix, Arizona 85005  
(602) 262-8011

Mr. James P. Nestor  
Commander of the Narcotic Branch  
Metropolitan Police Department  
300 Indiana Avenue, N.W. - Room 5034  
Washington, D.C. 20001  
(202) 727-4428

Mr. Jose A. Olivieri  
Attorney  
Pharmacy Examining Board  
P.O. Box 8935  
Madison, Wisconsin 53708  
(608) 266-8794

Sergeant Colin Peabody  
Arizona Department of Public Safety  
2310 N. 20th Avenue  
Phoenix, Arizona 85009

Don Phillips, P.D.  
Director, Pharmacy Services  
Arkansas Department of Health  
4815 West Markham Street  
Little Rock, Arkansas 72205-3867  
(501) 661-2325

Sergeant George Piazza  
Diversion Squad  
Narcotics Section/Organized Crime Division  
Chicago Police Department  
1121 South State Street  
Chicago, Illinois 60605  
(312) 744-6216

Mr. Charles A. Pineau  
Executive Director  
New Mexico State Board of Pharmacy  
2340 Meauul N.E.  
Albuquerque, New Mexico 87107  
(505) 841-6311

Special Agent Richard Pott  
Illinois State Police  
188 Industrial Drive, Room 438  
Elmhurst, Illinois 60126  
(312) 530-6550

Mr. Fred Pottle  
Administrative Officer  
Colorado Department of Health  
4210 East 11th Avenue  
Denver, Colorado 80215  
(303) 331-8273

Mr. Raymond H. Rede  
Chairman  
New Mexico Board of Pharmacy  
299 E. Montana Avenue  
Las Cruces, New Mexico 88005  
(505) 526-5451

D/Lt. Michael Robinson  
Michigan Department of State Police  
714 South Harrison Road  
East Lansing, Michigan 48823  
(517) 337-6164

Ms. Ginger A. Roncallo  
Executive Assistant for Youth Affairs  
State Capitol  
Montgomery, Alabama 36130  
(205) 261-7138

Mr. John Rooney  
Director, Department of Law Enforcement  
P.O. Box 55  
Boise, Idaho 83707  
(208) 334-3628

Mr. Jay A. Runkel  
Director, Financial Administration  
New York State Division of  
Substance Abuse Services  
Executive Park South  
Albany, New York 12203  
(518) 457-6730

Mr. John R. Ryle  
Commander, Narcotics Section  
Organized Crime Division  
Chicago Police Department  
1121 South State Street  
Chicago, Illinois 60605  
(312) 744-6216

Mr. Nicholas Scorobogaty  
Chief, Enforcement Section  
Rhode Island Division of Drug Control  
75 Davis Street  
Providence, Rhode Island 02908  
(401) 277-2837

Mr. Ernest Sjoblom  
Chief, Bureau of Narcotics and  
Dangerous Drugs  
Missouri Department of Health  
Broadway State Office Building  
P.O. Box 570  
Jefferson City, Missouri 65102

Sergeant J. Wayne Soileau  
Louisiana State Police  
376 E. Airport Avenue  
Baton Rouge, Louisiana 70806  
(504) 925-6426

Lieutenant William Sutherland  
Massachusetts State Police  
150 Causeway Street, Room 801  
Boston, Massachusetts 02114

Mr. Larry Taylor  
Staff Services Assistant  
Texas Department of Public Safety  
P.O. Box 4087  
Austin, Texas 78773  
(512) 465-2189

Mr. Chuck Thurgood  
Board Member  
Indiana Board of Pharmacy  
2401 Washington  
Evansville, Indiana 47714  
(812) 479-8581

Mr. Keith A. Trostle  
Deputy Attorney General  
Department of Justice  
820 N. French Street  
Wilmington, Delaware 19801  
(302) 571-2567

Mr. Brian T. Tucker  
Associate Attorney General  
State of New Hampshire  
State House Annex  
Concord, New Hampshire 03301  
(603) 271-3671

Mr. Jim Tudor  
Ohio Board of Pharmacy  
65 S. Front Street, Room 504  
Columbus, Ohio 43081  
(614) 466-4143

Ms. Ruth Vandever  
Executive Director  
Oregon State Board of Pharmacy  
1400 S.W. 5th Avenue, Room 904  
Portland, Oregon 97201  
(503) 229-5849

Mr. William P. Ward  
Director, Drug Control Division  
Connecticut Department of  
Consumer Protection  
State Office Building  
Hartford, Connecticut 06106  
(203) 566-4490

Mr. Richard Waskiewicz  
Assistant Director  
Massachusetts Department of  
Public Health  
305 South Street  
Boston, Massachusetts 02130  
(617) 727-2670

Mr. Loren K. West  
Chief Inspector  
Board of Pharmacy  
5060 N. 19th Avenue, Suite 101  
Phoenix, Arizona  
(602) 255-5125

Mr. Donald H. Williams  
Executive Secretary  
Washington State Board of Pharmacy  
319 E. Seventh Avenue, FF-21  
Olympia, Washington 98504  
(206) 753-6834

Mr. Everett L. Willoughby  
Executive Secretary  
Kansas State Board of Pharmacy  
P.O. Box 1007  
Topeka, Kansas 66601  
(913) 296-4056

Mr. Thomas D. Wyatt, Jr.  
Chief, Bureau of Drug Control  
Department of Health and  
Environmental Control  
2600 Bull Street  
Columbia, South Carolina 29201  
(803) 758-5562

JG/J

Gene R. Heislip, Deputy Assistant  
Administrator, Office of Diversion Control

Follow-up: Discretionary State Grants for  
Diversion Control

All Domestic Field Divisions  
Attn: SACs, RACs and Diversion Group Supervisors

Attached is a copy of the Federal Register Notice concerning an available \$1.5 million for discretionary state grants for state/local diversion control programs brought to your attention in a teletype dated March 31, 1987.

I would like to emphasize that these diversion discretionary grants are specifically for developing model projects at the state, city or other local jurisdiction level. They are entirely separate from the block grants for drug law enforcement programs. No matching funds are required for these discretionary grants. Also, the deadline for applications is May 1, 1987.

Note that an essential element of this grant process will be the establishment of a "formalized coordination mechanism involving regulatory agencies, law enforcement, and professional licensing boards." Another important consideration in selecting grantees will be effective utilization of existing resources in the development and implementation of a program.

As you are aware, each DEA division has participated in program briefings which the Bureau of Justice Assistance (BJA) conducted in Washington, D.C., Chicago and San Francisco. These briefings were for the benefit of state criminal justice planners, or the individuals who would assemble a grant application, rather than program officials. Thus, many diversion program officials may not be fully aware of the requirements and the extremely short application deadline.

Considering that the application deadline is just a few weeks away, it is vital that DEA offices be aware of this grant program. Assistance should be provided upon request in getting appropriate program officials in touch with those criminal justice planning agency staff who will complete the paperwork. OD is aware of several jurisdictions already progressing on their grant applications and has contacted the appropriate DEA office directly.

If you have further questions regarding specific elements of the diversion program you may contact ODS on FTS 633-1216. In addition, ODS can provide assistance in referring appropriate questions to BJA.

Attachment

QUESTION:

3(b)(ii)

What states have applied for, and what states have received grants for Diversion Control? Please provide the award criteria for these grants.

ANSWER:

Applications for Pharmaceutical Diversion Program grants must have been postmarked no later than May 1, 1987. These applications are now in the process of being received by the Bureau of Justice Assistance. Therefore, the specific state and/or local enforcement applicants are yet to be identified.

As announced in Federal Register Volume 52, Number 53, dated Thursday, March 19, 1987, award criteria for these grants are as follows:

**Eligibility Criteria:** Applicants who are limited to state or local law enforcement jurisdictions should submit a concept paper of approximately 10 pages including a one page budget summary.

The concept paper must provide a summary description of how the project will be developed and administered, and must address the following elements:

- A description of the role of each participating agency (must include law enforcement, regulatory, and licensing authorities),
- A description of the project organizational structure,
- A description of the nature and extent of the problem,
- A formal coordination with DEA and other appropriate Federal agencies,
- Methodology for collecting and analyzing diversion data,
- A description of how regulatory controls will be improved,
- Methods for detecting forged, altered, or illegal prescriptions,
- A description of investigatory procedures to be utilized, and
- A description of anticipated training needs and how those needs will be met.

Selection will in part be dependent on the level, commitment, and effective utilization of an organization's own resources in the development and implementation of the project.

basis, the bulk of the training will occur at the FBI Training Center in Quantico, Va. Some of the first year training will occur at selected state and local sites.

The Bureau of Justice Assistance will enter into an inter-agency agreement with the Federal Bureau of Investigation to develop and implement this training program.

**Grant Period:** This project will be funded for a three year period.

**Award Amount:** The inter-agency agreement will be for \$2,500,000.

**Eligibility Criteria:** N/A.

**References:** N/A.

**Due Dates:** N/A.

**Contact Person:** The BJA contact for additional information on this program is Richard Ward, Chief, Law Enforcement Branch, 202/724-5974.

**Authority:** 1302 (1).

**Program Title:** Problem-Oriented Approach to Drug Enforcement.

**Background:** Problem-oriented policing is the outgrowth of 20 years of research into police operations that converge on three main themes: Increased effectiveness by attacking underlying problems that give rise to incidents that consume patrol and detective time; reliance on the expertise and creativity of line officers, as well as other agency support systems, to study problems carefully and develop innovative solutions; and closer involvement with the various communities within a jurisdiction to make sure the police are addressing the needs of citizens.

**Goal/Objective:** To create a controlled substance abuse assessment mechanism that incorporates the views of line officers, department support groups, and citizens for guiding policy and resource allocation to effect a coordinated response to the illicit drug problem by law enforcement officials, medical facilities, local schools, drug treatment facilities, and other community organizations.

**Program Description:** The purpose of this program is to help police and their communities deal more effectively with illicit drug trafficking and use. Although progress has been made in some areas, the search for solutions remains foremost on the agendas of criminal justice administrators, educators, parents, and the community at large. Success in addressing this problem has been limited due to five complex factors that are present to some degree in every community:

- The diversity of the controlled substances (both legal and illegal) at used and the changing patterns of abuse.
- The dynamic nature of communities in general, their changing population

patterns, social interactions, and changing values.

- The inadequacy of information and data measuring techniques to evaluate the extent and scope of the overall problem and underlying causes of the problem.
- The lack of comprehensive strategies to combat the problem.
- The lack of full coordination of the resources employed to control the problem.

Up to four law enforcement sites will be funded to develop reliance on the expertise and creativity of line officers and support personnel to study the drug enforcement problems carefully and develop innovative responses for arrest of drug traffickers and users, seizure of illicit drugs and offender assets, and successful prosecutions.

**Grant Period:** One cooperative agreement will be awarded to the Police Executive Research Forum (PERF) to assist BJA with site selection and to provide assistance to the sites for a period of 18 months.

**Award Amounts:** The cooperative agreement will be awarded in the amount of \$1,200,000.

**Eligibility Criteria:** Four sites will be recommended by PERF and selected by BJA according to their ability:

- To develop a community/police organizational structure for implementing the program.
- To generate a community-based data collection system for selected controlled substance abuse indicators.
- To implement a method for correlation and analysis of controlled substance abuse data with census track demographic data.
- To utilize a method which will yield information from line officers and department support services together with data from the community that will allow for problem assessment and a coordinated response to the problem.
- To develop a weighting system to establish and demonstrate the relationship between controlled substance and serious criminal activity.

**References:** N/A.

**Due Dates:** Since these funds will be contracted by PERF to BJA selected sites, no due dates are being announced.

**Contact Person:** The BJA contact for additional information on this program is Richard H. Ward, Chief, Law Enforcement Branch (202) 724-5974.

**Authority:** 1302 (1).

**Program Title:** Pharmaceutical Diversion Program.

**Background:** The diversion of pharmaceuticals into the illicit market

and resultant abuse of these controlled substances remains a major drug abuse and drug law enforcement problem, accounting for \$45 of the Drug Abuse Warning Network (DAWN) mentions in 1985. These diverted drugs become available to the drug abuser as a result of illegal activity by registrants, prescription fraud and abuse, indiscriminate prescribing, and theft. Despite admirable efforts, investigation of diversion by persons licensed by states has been generally inadequate because of insufficient resources.

**Goal/Objective:** The goal of this program is to strengthen the role of law enforcement, professional licensing boards and regulatory agencies in reducing diversion of legitimately produced controlled substances.

**Program Description:** This program will be designed to provide for the development of an overall diversion controlled strategy that includes the following components: (1) The establishment of a system or enhancement of an existing system for collecting and analyzing data on the diversion of controlled substances; (2) the conduct of investigations of diversions and the provision of professional license discipline; (3) the improvement of regulatory controls against diversion; (4) the prevention and detection of forged, altered or illegal prescriptions and the identification of practitioners who prescribe excessively; and (5) the training of law enforcement, prosecutorial, and regulatory personnel to improve the control of diversion. A key component of this program will be the establishment of a formalized coordination mechanism involving regulatory agencies, law enforcement, and professional licensing boards. In addition, a portion of these funds will be set aside for the Department to conduct an analysis of pharmaceutical problems and related operational and training needs.

**Grant Period:** The grant period for projects funded under this program will be 15 months with a three month development phase and a one year implementation phase.

**Award Amounts:** Up to five sites will be awarded approximately \$300,000 each for a program total of \$1,500,000.

**Eligibility Criteria:** Applicants who are limited to state or local law enforcement jurisdictions should submit a concept paper of approximately 10 pages including a one page budget summary.

The concept paper must provide a summary description of how the project will be developed and administered, and must address the following elements:

- A description of the role of each participating agency (must include law enforcement, regulatory, and licensing authorities);
- A description of the project organizational structure;
- A description of the nature and extent of the problem;
- A formal coordination with DEA and other appropriate Federal agencies;
- Methodology for collecting and analyzing diversion data;
- A description of how regulatory controls will be improved;
- Methods for detecting forged, altered, or illegal prescriptions;
- A description of investigatory procedures to be utilized; and,
- A description of anticipated training needs and how those needs will be met.

Selection will in part be dependent on the level, commitment, and effective utilization of an organization's own resources in the development and implementation of the project.

References: N/A.

Due Dates: Concepts papers must be postmarked no later than May 1, 1987.

Contact Person: The BJA contact person for additional information on this program is Richard Ward, Chief, Law Enforcement Branch, 202/724-5974.

Authority: 1302 (1).

Program Title: BJS Justice Drug Data Clearhouse.

Background: Numerous request received by the Bureau of Justice Statistics (BJS) and by the BJA have underscored the need of the justice system for credible, accessible and directly useful data on drugs and the justice system, including the drug-crime relationship and the implications for criminal justice policy and programs, of the infusion of a growing number of drug-dependent offenders. While data are gathered by a number of agencies, they are seldom consolidated and made available in a form directly useful to justice agencies. In essence, we risk commencing this major Federal drug effort without a clear baseline from which to assess its impact. This effort is designed as a direct remedy to each of these problems.

**Goal/Objective:** This program will provide direct assistance to local, state and Federal anti-drug efforts through the identification, collection and analysis of drug-crime information necessary for strategic and tactical planning.

**Program Description:** Through an Interagency Agreement from BJA, working in concert with the Departments of Health and Human Services and Education and drawing

upon the expertise of national organizations, the Bureau of Justice Statistics will proceed immediately to oversee the steps necessary to: Develop a pointer system which will identify existing sources for drug information in the justice system; collect drug information relevant to justice, which is not now being collected; analyze and present drug information in a form directly useful to justice policy makers and practitioners; assess the quality of drug information available to the justice system. This effort will take the form of a clearinghouse which will provide an "800" number for direct access; gather and analyze justice information being collected as a part of the Federal drug effort, such as the strategies under development by the states; coordinate with other information gathering efforts; publish appropriate documents, such as a sourcebook for justice, drug-related statistics.

**Grant Period:** This award will be for twenty-four months.

**Award Amount:** One award, through Interagency Agreement, will be made in the amount of \$1,500,000 to BJS who will make an award to a non-profit organization for that amount.

**Eligibility Criteria:** The criteria for competitive selection will be the responsibility of the Bureau of Justice Statistics.

**Due Date:** Application for the Interagency Agreement will be due to the Bureau of Justice Assistance by April 1, 1987. Applications by non-profit organizations to BJS will be due on approximately April 1, 1987.

**Program Contact:** The Bureau of Justice Assistance contact for additional information is John Gregrich, Discretionary Grant Program Division, (202) 272-6838.

**Authority:** 1302 (1) (3) (6).

**Program Title:** NIJ-Drug Use Forecasting.

**Background:** Extensive research has been conducted by the National Institute of Justice, in two major cities over the past two years. This research was designed to determine the relative risk to the public resulting from pretrial release of drug using arrestees. One byproduct of this effort was the determination that drug use was much more prevalent than anticipated; over half of the arrestees at these two sites having used drugs just prior to arrest. The public policy implications of this finding alone require that testing be conducted more widely, to determine the degree to which the two sites tested are representative of the country as a whole.

**Goal/Objective:** This program will provide, to local, state and Federal

government, specific information on the prevalence and type of drug use among arrestees in ten sites and by inference in the country as a whole.

**Program Description:** An Interagency Agreement will be awarded to the National Institute of Justice to support periodic urinalysis of arrestees, in ten sites, for the purpose of determining the prevalence of drug use and the kinds of drugs being used. This will provide a broader base of information, by which to determine whether the high rates of drug use in New York and Washington DC are representative of the nation as a whole. The NIJ will identify ten sites, test a representative sample of arrestees every three months for about a year and report on the findings. This effort is directly supportive of BJA efforts underway to document and transfer the testing approach employed in Washington, DC, and will contribute directly to the development of other testing efforts which are a part of this discretionary effort and which are envisioned in state block programs.

**Grant Period:** This award will be for eighteen months.

**Award Amount:** One award, through Interagency Agreement, will be made in the amount of \$600,000.

**Eligibility Criteria:** The Interagency Agreement will transfer the funds to the National Institute of Justice; criteria for site selection will be the responsibility of the National Institute of Justice.

**Due Date:** Application for the Interagency Agreement will be due to the Bureau of Justice Assistance by April 1, 1987.

**Program Contact:** The Bureau of Justice Assistance contact for additional information is John Gregrich, Discretionary Grant Program Division, (202) 272-6838.

**Authority:** 1302 (1).

**Program Title:** State Strategies Evaluation.

**Background:** The Sections of the Anti-Drug Abuse Act, which are administered by the Bureau of Justice Assistance, require each participating State to develop a statewide drug strategy. A data based strategy process is essential to maximize the impact of the program funds on the drug problem; but it also a substantial burden, given the dynamic state of information related to drugs and crime. Given the nature of the challenge facing state and local criminal justice systems, BJA is intent on providing assistance regarding strategy development and implementation.

**Goal/Objective:** This program will assist the states and the Bureau with the identification of existing data sources, the use of various data collection and

QUESTION 3(b)(iii):

IF THE ADMINISTRATION IS WILLING TO SPEND THE GENERAL STATE AND LOCAL NARCOTICS LAW ENFORCEMENT GRANT FUNDS TO ASSIST THE STATE IN THE DIVERSION CONTROL EFFORT IN 1987, WHY WAS THE ADMINISTRATION UNWILLING IN 1986 TO SPEND \$2.7 MILLION ACTUALLY APPROPRIATED FOR PRECISELY THIS PURPOSE?

ANSWER:

The Comprehensive Crime Control Act of 1984 amended 21 U.S.C. 873 to authorize the Attorney General to make grants to state and local governments for such purposes as conducting investigations and prosecutions, preventing and detecting forged prescriptions and providing law enforcement and regulatory training related to the diversion of controlled substances. This section authorized \$6 million per year in FY 1985 and FY 1986 for these purposes; however, no funds were appropriated in FY 1985 for the State and Local Diversion Grant Program.

In the Conference Report accompanying the Department of Justice Appropriation Act of 1985, a total of \$2.7 million was made available to the Drug Enforcement Administration (DEA) for the State and Local Diversion Grant Program. Subsequently, the Office of Management and Budget (OMB) directed that the Department should formally seek a \$2.7 million rescission of the funding for these grants in 1986. OMB's position on this was: (1) the President did not request these funds; and (2) state and local grant programs such as this do not have as urgent a priority as other Federal enforcement efforts and responsibilities. Moreover, these activities are not inherent to the Federal Government and should more appropriately be funded by state and local governments.

The Department successfully argued against the rescission proposal but reached an understanding with OMB that DEA would initiate a reprogramming action to reflect the transfer of these funds to other areas.

The Department notified the Congress of DEA's intent to reprogram the \$2.7 million from the Diversion Control Program to several of DEA's priority programs. The Congress raised no objection to this reprogramming during the 15-day notification period.

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For 1987, DEA requested a program reduction of \$2.7 million associated with the State and Local Diversion Grant Program. In action on the 1987 President's request, Congress accepted a reduction of \$2.029 million leaving \$671,000 to DEA's Diversion Control Program.

QUESTION 3(b)(iv):

PLEASE DESCRIBE EXACTLY WHAT HAPPENED TO THE \$2.7 MILLION APPROPRIATED IN 1986 FOR DIVERSION CONTROL GRANTS TO THE STATES. PLEASE PROVIDE A COPY OF ALL CORRESPONDENCE BETWEEN THE DRUG ENFORCEMENT ADMINISTRATION, THE DEPARTMENT OF JUSTICE, THE NATIONAL DRUG ENFORCEMENT POLICY BOARD, THE OFFICE OF MANAGEMENT AND BUDGET, AND THE OFFICE OF DRUG ABUSE POLICY ON THE SUBJECT OF THIS APPROPRIATION.

ANSWER:

The initial 1986 appropriation for DEA was \$380 million (P.L. 99-180). This amount was subsequently reduced by \$16.3 million to \$363.7 million by the provisions of P.L. 99-177, the Balanced Budget and Emergency Deficit Control Act of 1985 -- "Gramm-Rudman-Hollings Act." DEA included the base funding of \$2.7 million for diversion grant programs among those reductions.

No formal correspondence is available inasmuch as this policy issue was developed through negotiations at the Department and OMB level.

QUESTION 3(c)(i):

PROVIDE COPIES OF ALL OF THE ASSESSMENTS OF THE ABILITY OF THE STATES TO CONTROL DIVERSION REQUIRED TO BE PREPARED BY DEA BY THE DANGEROUS DRUG DIVERSION CONTROL ACT OF 1984.

ANSWER:

Each field division diversion investigation group has completed an initial survey/information collection and follow-up based upon survey questions provided by the Office of Diversion Control. As of this writing, information has been collected for 42 states and is displayed in the attached state profiles.

From this preliminary information, states have been selected for intensified Automated Reports and Consolidated Orders System (ARCOS) analysis. Examples from ARCOS of state rankings by drug, adjusted for population, are also attached. A Pennsylvania pilot project has resulted in both significant criminal and license revocation cases and new legislation related to stimulants. Intensive state analysis of individual states and regional analysis were the subject of a six-state conference/working session sponsored by the Office of Diversion Control and the Boston Division and held in the Spring of 1987.

Following the Second National Conference for state officials on diversion in 1986, follow-up work groups have been formed to assess state needs and formulate recommendations in specific areas, i.e., legislative reform and triplicate prescription systems. These work groups have included state policy officials from Virginia, Ohio and Texas, among others.

To enhance these efforts, the State and Industry Section within the Office of Diversion Control was formed to provide additional attention to this area. This section became operational on October 1, 1986.

State Profiles

State	Alabama	Alaska	Arizona	Arkansas
Population	3,500,000	302,173	3,255,000	2,000,000
Uniform CSA	Yes	Yes	No	Yes
Agency responsible for regulation uniformity	Pharmacy Board	Department of Licensing	N/A	State Police Health Department Pharmacy Board
# Agencies responsible for diversion control	3	1	8	5
# With decision making roles	3	1	3	4
# Investigators FT/PT	7/22	1/3	11/12	10/31
Amount expended on diversion control	information not provided	75,000	1,500,00	447,000
Types of Data Systems				
Multiple Copy Prescription	--			
Prescription Abuse	M/A			A
Registrant Identification	M		M	M/A
Victim Tracking	M	M		M

Arcos/Complaints

# Criminal Investigations/ cooperative	20/5	1	390/40	428/-
# Civil Investigations/ cooperative	-/-	--	--	--
# Regulatory Investigations/ cooperative	207/27	24/12	94/7	284/10

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# State vs. Federal Prosecutions	20/0	1/0	380/-	411/3
# Board Actions	30	10	39	133
# State Prosecutors FT/PI Specifically diversion	2/1 2	-- --	330/- 9	89/- 0
# Regulatory Actions				
Revocations	9	0	15	13
Suspensions	7	2	8	32
Denials	5	0	16	10
Referred for Prosecution	14	1	0	1
# State personnel gained in diversion	15	2	0	154
Type training received				
Investigative techniques	yes	yes		yes
Case development	yes	yes	N/A	yes
Case Law	yes	yes		yes
	Terry Boyle	Al Beebe	Raymond Conner	Terry Boyle

State	California (S.F.)	California (L.A.)	Colorado	Connecticut
Population	25,857,500		3,200,000	3,107,576
Uniform CSA	yes		yes	yes
Agency responsible for regulation uniformity	State D.A. Agency, Pharmacy and Medical Boards, Bureau Narcotic Enforce		State Drug Abuse Agency	State Drug Abuse Agency
# Agencies responsible for diversion control	5		5	2
# With decision making roles	3		4	2
# Investigators FT/PT	0/74		3/6	11/-
Amount expended on diversion control	information not broken down in public documents		339,500	268,000
Types of Data Systems				
Multiple Copy Prescription	A		no system exists for	--
Prescription Abuse	--		data collection	M
Registrant Identification	M		and analysis	M
Victim Tracking	--			M
# Criminal Investigations/cooperative	information not maintained		0/0	20/?20
# Civil Investigations/cooperative	information not maintained		0/0	0/0
# Regulatory Investigations/cooperative	information not maintained		168/17	80/?20

State	California (S.F.)	California (L.A.)	Colorado	Connecticut
Population	25,857,500		3,200,000	3,107,576
Uniform CSA	yes		yes	yes
Agency responsible for regulation uniformity	State D.A. Agency, Pharmacy and Medical Boards, Bureau Narcotic Enforce		State Drug Abuse Agency	State Drug Abuse Agency
# Agencies responsible for diversion control	5		5	2
# With decision making roles	3		4	2
# Investigators FT/PT	0/74		3/6	11/-
Amount expended on diversion control	information not broken down in public documents		339,500	268,000
Types of Data Systems				
Multiple Copy Prescription	A		no system exists for data collection and analysis	--
Prescription Abuse	--			M
Registrant Identification	M			M
Victim Tracking	--			M
# Criminal Investigations/ cooperative	information not maintained		0/0	20/?20
# Civil Investigations/ cooperative	information not maintained		0/0	0/0
# Regulatory Investigations/ cooperative	information not maintained		168/17	80/?20

# State vs. Fed. Prosecutions	0/0	0/0	12/2
# Board Actions	0	60	32
# State Prosecutors FT/PT Specifically diversion	0/0 0	145/3 0/0	14/0 0/0
# Regulatory Actions			
Revocations	44	2	11
Suspensions	33	10	34
Denials	9	1	5
Referred for Prosecution	260	37	5
# State personnel trained in diversion	23	0	16
Type training received			
Investigative techniques	yes	N/A	yes
Case development	yes		yes
Case Law	yes		yes
	Kenneth Lott	Elizabeth Mills	Dennis Johnson
			Mark Caverly

State	Delaware	Florida	Georgia	Hawaii
Population	620,000	11,300,000		
Uniform CSA	yes	yes		
Agency responsible for regulation uniformity	BN&DD	Department Professional Regulation, Attorney Generals Office		
# Agencies responsible for diversion control	5	8		
# With decision making roles	5	6		
# Investigators FT/PT	5/--	64/--		
Amount expended on diversion control	266,106	not available		
Types of Data Systems				
Multiple Copy Prescription	--	--		
Prescription Abuse	--	A		
Registrant Identification	A/M	A		
Victim Tracking	A/M	A		
# Criminal Investigations/cooperative	126/?22	25/?		
# Civil Investigations/cooperative	--	?/?		
# Regulatory Investigations/cooperative	253/?22	341/?		
# State vs. Fed. Prosecutions	41/3	32/11		

# Board Actions	--	314
# State Prosecutors FT/PT Specifically diversion	0/- 0	943/- 0
# Regulatory Actions		
Revocations	3	24
Suspensions	--	49
Denials	--	--
Referred for Prosecution	0	not available
# State personnel trained in diversion	1	313
Type training received	.DEA	
Investigative techniques	Diversion	yes
Case development	Seminar	yes
Case Law	.NABP Seminar	yes
	Tom Crow	Harold Dieter

State	Idaho	Illinois	Indiana	Iowa
Population	713,008		information not provided	3,000,000
Uniform CSA	yes		yes	yes
Agency responsible for regulation uniformity	Pharmacy Board		Pharmacy Board	Pharmacy Board
# Agencies responsible for diversion control	1		3	6
# With decision making roles	1		2	1
# Investigators FT/PT	1/1		7/1	5/7
Amount expended on diversion control	126,000		unknown	145,000

Types of Data Systems				
Multiple Copy Prescription	A			--
Prescription Abuse				M
Registrant Identification	?A			M
Victim Tracking				M

#### Dads Reports

# Criminal Investigations/ cooperative	135/?165	17/8	-/-
# Civil Investigations/ cooperative	30/?165	-/-	-/-
# Regulatory Investigations/ cooperative	386/?165	1/-	119/7

# State vs. Fed. Prosecutions	80/0	6/-	-/-
# Board Actions	68	39	51
# State Prosecutors FT/PT Specifically diversion	--	unknown 0	-/4 --
# Regulatory Actions			
Revocations	3	8	3
Suspensions	2	18	17
Denials	1	--	--
Referred for Prosecution	0	unknown	2
# State personnel trained in diversion	6	4	1
Type training received	yes	yes	information
Investigative techniques	yes	yes	not
Case development	yes	yes	provided
	Al Beebe	Paul Hugentober	Jeanne Peter

State	Kansas	Kentucky	Louisiana	Maine
Population	2,363,679		3,700,000	1,125,030
Uniform CSA	yes		yes	no answer provided
Agency responsible for regulation uniformity	Pharmacy Board		State DA Agency, Pharmacy Board	State Police, Pharmacy, Medical, Dental Boards
# Agencies responsible for diversion control	6		4	1
# With decision making roles	3		4	1
# Investigators FT/PT	-/8		14/2	-/1
Amount expended on diversion control	31,793		165,000	10,000
Types of Data Systems				
Multiple Copy Prescription	State has no		--	--
Prescription Abuse	agency which		--	--
Registrant Identification	collects and		M/A	--
Victim Tracking	analyzes data		M	--
# Criminal Investigations/ cooperative	-/-?2		27/20 + 8?	3/0
# Civil Investigations/ cooperative	-/-?2		5/+8?	0/0
# Regulatory Investigations/ cooperative	14/-22		260/50 + 8?	0/0
# State vs. Fed. Prosecutions	-/1		8/19	3/5

# Board Actions	14	39	2
# State Prosecutors FT/PT Specifically diversion	4/- 0	1/- 1	10/0 --
# Regulatory Actions			
Revocations	1	23	0
Suspensions	3	19	1
Denials	--	10	0
Referred for Prosecution	1	3	0
# State personnel trained in diversion	3	11	6
Type training received			
Investigative techniques	yes	yes	yes
Case development	yes	yes	yes
Case Law	yes	yes	yes
	Barbara Sindo	Terry Boyle	Dennis Johnson
			Mark Caverly

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State	Maryland	Massachusetts	Michigan	Minnesota
Population	4,350,100	5,737,081	9,075,000	
Uniform CSA	yes	yes	yes	
Agency responsible for regulation uniformity	Division of Drug Control	State Police State DA Agency Pharmacy Board	Board of Pharmacy, A.G.	
# Agencies responsible for diversion control	4	2	7	
# With decision making roles	8	2	4	
# Investigators FT/PT	7+/-	15+/-	13/2	
Amount expended on diversion control	unknown	337,000	3,590,715	
Types of Data Systems				
Multiple Copy Prescription	--	--	--	
Prescription Abuse	A/M	M	A/M (half)	
Registrant Identification	A/M	M	A/M (half)	
Victim Tracking	M	have system unknown M/A	3/4 M/1/4A	
# Criminal Investigations/ cooperative	25/11	85/80?	132/25	
# Civil Investigations/ cooperative	0/--	25/80?	26/22	
# Regulatory Investigations/ cooperative	1460+/-	95/30?	26/19	

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# State vs. Fed. Prosecutions	30/7	25/30	47/26
# Board Actions	27	30	44
# State Prosecutors FT/PT Specifically diversion	500/-- 3	30/0 0	0/3 0
# Regulatory Actions			
Revocations	14	7	28
Suspensions	13	11	51
Denials	0	2	10
Referred for Prosecution	13	6	no records
# State personnel trained in diversion	54	31	7
Type training received			
Investigative techniques	yes	yes	yes
Case development	yes	yes	yes
Case Law	yes	yes	familiarity with data
	Bob Bickel	Dennis Johnson	John Mudri
		Mark Caverly	

State	Mississippi	Missouri	Montana
Population	2,200,000	5,000,000	694,409
Uniform CSA	yes	yes	yes
Agency responsible for regulation uniformity	State Board of Health with input from Boards	Bureau of Narcotics and Dangerous Drugs	Pharmacy Board
# Agencies responsible for diversion control	4	7	3
# With decision making roles	3	4	3
# Investigators FT/PAT	5/61	20/0	0/0
Amount expended on diversion control	34,950	711,500	no information provided
Types of Data Systems			
Multiple Copy Prescription	--	--	--
Prescription Abuse	M/A	M/A	--
Registrant Identification	M/A	M/A	--
Victim Tracking	M/A	M/A	--
# Criminal Investigations/ cooperative	25/16?	20/55?	Arcos review 0/0
# Civil Investigations/ cooperative	-/-	3/10?	0/0
# Regulatory Investigations/ cooperative	158/72?	1011/55?	105/0

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# State vs. Federal Prosecutions	14/2	5/1	0/0
# Board Actions	57	258	21
# State Prosecutors FT/PT Specifically diversion	2/0 1	5/1 4	0/0 0
# Regulatory Actions			
Revocations	14	55 ]+50	0
Suspensions	25	145 no known	2
Denials	6	49 ]breakdown	0
Referred for Prosecution	10	65	0
# State personnel trained in diversion	229	8	1
Type training received			
Investigative techniques	yes	yes	yes
Case Development	yes	yes	yes
Case Law	yes	yes	yes
	Terry Boyle	William Reinig	Al Beebe

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State	Nebraska	Nevada	New Hampshire	New Jersey
Population	1,500,000		960,610	7,500,000
Uniform CSA	yes		yes	yes
Agency responsible for regulation uniformity	Attorney General, Nebraska Bureau of Examining Boards		State Police, Pharmacy and Medical Boards	Department of Health Drug Control Section, Pharmacy, Dental, Medical Boards
# Agencies responsible for diversion control	2		1	4
# With decision making roles	2		1	5
# Investigators FT/PT	6/1		1/-	20/4
Amount expended on diversion control	information not provided		30,000	675,000
Types of Data Systems				
Multiple Copy Prescription	--		--	--
Prescription Abuse	A		M	A
Registrant Identification	M		M	A
Victims Tracking	M?		M	A
# Criminal Investigations/ cooperative	20/30?		10/7	4/1
# Civil Investigations/ cooperative	-/-		0/0	0/0
# Regulatory Investigations/ cooperative	150/30?		25/-	518/48
# State vs. Fed. Prosecutions	10/--		4/6	10/1

# Board Actions	75	0	95 (+180 admin. actions)
# State Prosecutors FT/PT Specifically diversion	100/- 2	6/0 0	5/7 0
# Regulatory Actions			
Revocations	20	0	1
Suspensions	--	0	1
Denials	3	0	1
Referred for Prosecution	20	no information provided	21
# State personnel trained in diversion	5	14	27
Type training received			
Investigative techniques	yes	yes	yes
Case development	--	yes	--
Case Law	--	yes	--
	Alfred Cheeseman	Dennis Johnson	Jim Geldhof
		Mark Caverly	

State	New Mexico	New York	North Carolina	North Dakota
Population	1,450,000	information not provided		
Uniform CSA	yes	yes		
Agency responsible for regulation uniformity	Pharmacy Board	Bureau of C.S.		
# Agencies responsible for diversion control	3	1		
# With decision making roles	4	2		
# Investigators FT/PT	1/4	17/0		
Amount expended on diversion control	unknown	2,000,000		
Types od Data Systems				
Multiple Copy Prescription	--	A		
Prescription Abuse	--	A		
Registrant Identification	M	A		
Victim Tracking	--	A		
# Criminal Investigations/ cooperative	0/0	70/14		
# Civil Investigations/ cooperative	0/0	100/20		
# Regulatory Investigations/ cooperative	90/22	1100/220		
# State vs. Fed. Prosecutions	0/0	250/--		
# Board Actions	8	170		
# State Prosecutors FT/PT Specifically diversion	14/-- 0	6/-- 0		

# Regulatory Actions		
Revocations	2	no
Suspensions	6	information
Denials	0	provided
Referred for Prosecution	0	
# State personnel trained in diversion	2	36
Type training received		
Investigative techniques	yes	yes
Case development	yes	yes
Case law	yes	yes
	Carl Dahl	John Buckley

State	Ohio	Oklahoma	Oregon	Pennsylvania
Population		3,000,000	2,091,385	12,000,000
Uniform CSA	yes	yes	yes	yes
Agency responsible for regulation uniformity	State Drug Abuse Agency	Pharmacy Board	Drug Device & Cos. Bd., AG, BNI DC	
# Agencies responsible for diversion control	2	3	5	
# With decision making roles	1	3	6	
# Investigators FT/PT	45/--	3/5	10/13	
Amount expended on diversion control	unable to determine	270,000	not public information	
Types of Data Systems				
Multiple Copy Prescription	--	--	--	
Prescription Abuse	--	--	--	
Registrant Identification	M	M	--	
Victim Tracking	--	--	--	
Arcos forms/ Complaints				
# Criminal Investigations/ cooperative	unable to determine	0/0	111/unknown	
# Civil Investigations/ cooperative	unable to determine	0/0	0/--	
# Regulatory Investigations/ cooperative	unable to determine	440/104	682/unknown	
# State vs. Fed. Prosecutions	unable to determine	0/0	110/--	

<b># Board Actions</b>	157	165	44
<b># State Prosecutors FT/PT Specifically diversion</b>	unable to determine	information not provided	8/-- 0
<b># Regulatory Actions</b>			
Revocations	33	17	44
Suspensions	62	14	information not available
Denials	5	42	
<b>Referred for Prosecution</b>	unable to determine	0	0
<b># State personnel trained in diversion</b>	unable to determine	5	0
<b>Type training received</b>			
Investigative techniques	unable to determine	yes	--
Case development		yes	--
Case Law		yes	--
			DEA Diversion Seminar
	Wesley Westfall	Al Beebe	Tom Crow

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State	Rhode Island	South Carolina	South Dakota	Tennessee
Population	947,154		800,000	
Uniform CSA	information not provided		yes	
Agency responsible for regulation uniformity	Division of Drug Control		Dept. of Health, AC's Division of Criminal Investigation	
# Agencies responsible for diversion control	1		6	
# With decision making roles	1		5	
# Investigators FT/PT	2/10		0/45	
Amount expended on diversion control	60,000		24,000	
Types of Data Systems				
Multiple Copy Prescription	A		--	
Prescription Abuse	M		--	
Registrant Identification	M		--	
Victim Tracking	M		--	
# Criminal Investigations/ cooperative	10/23?		4/4	
# Civil Investigations/ cooperative	60/23?		0/0	
# Regulatory Investigations/ cooperative	5/23?		10/8	

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# State vs. Fed. Prosecutions 7/3		8/--
# Board Actions	52	9
# State Prosecutors FT/PT Specifically diversion	17/2 0	21/64 0
# Regulatory Actions		
Revocations	17	1
Suspensions	29	2
Denials	12	0
Referred for Prosecution	2	0
# State personnel trained in diversion	26	no data available
Type training received		
Investigative techniques	yes	--
Case development	yes	--
Case Law	yes	--
Dennis Johnson		Deborah
Mark Caverly		Caulfield

707

State	Texas (Dallas)	Texas (Houston)	Utah	Vermont
Population	17,000,000	15,000,000	1,645,000	511,456
Uniform CSA	yes	yes	yes	yes
Agency responsible for regulation uniformity	State Police-- Narcotics Service	State Police Department of Public Safety	State Prosecutor Department of Business Regulation Division of Registration	Pharmacy, Dental and Medical Boards
# Agencies responsible for diversion control	3	8	1	1
# With decision making roles	1	4	6	1
# Investigators FT/PT	unable to determine	17/15	0/7	1/1
Amount expended on diversion control	unable to determine	sensitive information not available	unknown	35,000
Types of Data Systems				
Multiple Copy Prescription	A	A	--	--
Prescription Abuse	A	--	--	M
Registrant Identification	A	M/A	M	M
Victim Tracking	A	A	--	M
# Criminal Investigations/ cooperative	unable to determine	sensitive information not available without solicitation	12/4	12/3

# Civil Investigations/ cooperative	unable to determine	sensitive information not available without direct solicitation	0/0	0/0
# Regulatory Investigations/ cooperative	unable to determine	sensitive information not available without direct solicitation	350/116	0/0
# State vs. Fed. Prosecutions	unable to determine	sensitive information not available without direct solicitation	12/4	2/10
# Board Actions	378 (+114 other)	sensitive information not available without direct solicitation	90 (+50 other)	0
# State Prosecutors FT/PT Specifically diversion	unable to determine	sensitive information not available without direct solicitation	95/0	7/0
# Regulatory Actions Revocations Suspensions	146 68	unable to determine without direct solicitation	25 65 20	1 2 0
Denials Referred for Prosecution	--	unable to determine	8	0
# State personnel trained in diversion	unable to determine	0	5+	14

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**Type training received**

Investigative techniques  
Case development  
Case Law

unable to  
determine

--

yes  
yes  
yes

yes  
yes  
yes

Wesley  
Westfall

Arnold  
Lochner

Carl  
Dahl

Dennis Johnson  
Mark Caverly

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State	Virginia	Washington	West Virginia	Wisconsin
Population	5,706,000	3,409,169	1,900,000	
Uniform CSA	yes	yes	yes	
Agency responsible for regulation uniformity	Compliance Division Department of Health		Pharmacy Board	Pharmacy Board
# Agencies responsible for diversion control	3	1	5	
# With decision making roles	7	3	2 (+3 as needed)	
# Investigators FT/PT	14+/-	2/8	1+/-	
Amount expended on diversion control	unknown	100,000	75,000	
<b>Types of Data Systems</b>				
Multiple Copy Prescription	--	--	--	
Prescription Abuse	A/M	M	--	
Registrant Identification	A/M	M	A/M	
Victim Tracking	M	--	--	
# Criminal Investigations/ cooperative	54+--	20/20?	2/1	
# Civil Investigations/ cooperative	0/+-	0/0	0/0	
# Regulatory Investigations/ cooperative	911/--	2000/20?	42/10	

# State vs. Fed. Prosecutions	information not provided	10/1	0/1
# Board Actions	information not provided	75	27
# State Prosecutors FI/PT Specifically diversion	121/75 0	information not provided	11/53 0
# Regulatory Actions			
Revocations	19	7	8
Suspensions	12	68	8
Denials	16	9	1
Referred for Prosecution	information not provided	10	0
# State personnel trained in diversion	103	6	202
Type training received			
Investigative techniques	yes	yes	yes
Case development	yes	yes	yes
Case Law	yes	no	yes
	Bob Bickel	Al Beebe	Bob Bickel

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State	Wyoming	Puerto Rico	Virgin Islands	District of Columbia
Population	509,000	3,401,700	107,500	626,900
Uniform CSA	yes	yes	yes	yes
Agency responsible for regulation uniformity	Pharmacy Board	Department of Anti-Addict. Service, Drug and Narcotic Division	Commissioner of Health, Attorney Generals Office	Pharmaceutical and Medical Devices Control Division
# Agencies responsible for diversion control	1	2	2	6
# With decision making roles	1	2	2	6
# Investigators FT/PT	1/--	8/275	0/1	12/--
Amount expended on diversion control	80,000	666,348	11,000	61,500(+) 312
Types of Data Systems				
Multiple Copy Prescription	--	--	--	--
Prescription Abuse	--	M	--	A/M
Registrant Identification	M	M	--	A/H
Victim Tracking	--	--	--	M
Registrant ID by location - A				
# Criminal Investigations/ cooperative	4/4	99/54	1/0	14/0
# Civil Investigations/ cooperative	--	0/0	0/0	0/0

# Regulatory Investigations/ cooperative	450/--	267/--	3/0	214/25
# State vs. Fed. Prosecutions	information not provided	2/--	1/--	0/14
# Board Actions	9	0	2 (+ 1 other)	7
# State Prosecutors FT/PI Specifically diversion	26/-- 0	information/1 not available 1	0/1 --	All Prosecutors are Federal 1
# Regulatory Actions Revocations	--	9	information not provided	8
Suspensions	9	2	information not provided	0
Denials	--	1	information not provided	2
Referred for Prosecution	9	2	information not provided	6
# State personnel trained in diversion	1	159	information not provided	45
Type training received Investigative techniques	yes	yes	information not provided	yes
Case development	--	yes	information not provided	yes

Case: Law	yes	self-protection
	Yes	
	FIREARMS	
	Lab Analysis	
	---	
Barry Halsey	Alicia Rivera	Alicia Rivera
		Bob Bickel

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State	Guam/Trust Territories
Population	
Uniform CSA	
Agency responsible for regulation uniformity	
# Agencies responsible for diversion control	
# With decision making roles	
# Investigators FT/PT	
Amount expended on diversion control	
Types of Data Systems	
Multiple Copy Prescription	
Prescription Abuse	
Registrant Identification	
Victim Tracking	
# Criminal Investigations/ cooperative	
# Civil Investigations/ cooperative	
# Regulatory Investigations/ cooperative	
# State Prosecutors FT/PT Specifically diversion	

## # Regulatory Actions

Revocations

Suspensions

Denials

Referred for Prosecution

# State personnel trained  
in diversion

## Type of training received

Investigative techniques

Case development

Case Law

74-587 - 88 - 11

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DRUG ENFORCEMENT ADMINISTRATION  
CUMULATIVE QUARTERLY PER-CAPITA CONSUMPTION OF DRUGS  
BY AMOUNT FROM 01/85 TO 12/85

PROCESSING DATE 07/25/86

## DRUG - (1121) DL-AMPHETAMINE BASE

STATE	CUMULATIVE- TO-DATE	STATE	CUMULATIVE- TO-DATE
PENNSYLVANIA	410.505	KENTUCKY	43.183
DIST OF COLUMBIA	293.980	NEW JERSEY	40.968
NEW MEXICO	221.727	KANSAS	37.405
OHIO	211.296	HAWAII	35.706
UTAH	200.387	FLORIDA	35.262
CONNECTICUT	189.286	NORTH DAKOTA	34.018
WYOMING	156.531	ALABAMA	32.147
INDIANA	153.326	SOUTH DAKOTA	30.284
OKLAHOMA	139.547	MISSISSIPPI	26.576
MISSOURI	125.352	ARKANSAS	21.823
OREGON	122.042	SOUTH CAROLINA	21.651
WEST VIRGINIA	120.941	VIRGIN ISLANDS	15.288
MICHIGAN	110.466	PUERTO RICO	2.502
MASSACHUSETTS	110.448	TRUST (GUAM)	.306
RHODE ISLAND	109.327		
WASHINGTON	97.933		
IOWA	90.878		
ILLINOIS	83.255		
CALIFORNIA	82.574		
DELAWARE	79.619		
TENNESSEE	74.492		
IDAHO	70.293		
VIRGINIA	69.475		
MARYLAND	69.137		
NEW HAMPSHIRE	68.447		
NEVADA	64.284		
ALASKA	60.803		
TEXAS	60.113		
NEBRASKA	58.509		
ARIZONA	57.959		
MINNESOTA	54.593		
MONTANA	52.999		
MAINE	52.362		
LOUISIANA	51.319		
WISCONSIN	49.826		
COLORADO	48.682		
VERMONT	48.599		
NEW YORK	47.766		
NORTH CAROLINA	46.426		
GEORGIA	43.476		

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DRUG ENFORCEMENT ADMINISTRATION  
CUMULATIVE QUARTERLY PER-CAPITA CONSUMPTION OF DRUGS  
BY AMOUNT FROM 01/85 TO 12/85

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## DRUG ~ (1280) DL-METHAMPHETAMINE

STATE	CUMULATIVE- TO-DATE	STATE	CUMULATIVE- TO-DATE
PENNSYLVANIA	179.114	FLORIDA	5.019
OHIO	112.300	GEORGIA	4.048
NEW MEXICO	106.727	KENTUCKY	4.026
UTAH	101.460	NORTH CAROLINA	3.576
CONNECTICUT	96.678	NEW HAMPSHIRE	3.496
OKLAHOMA	80.236	MAINE	3.302
MICHIGAN	55.139	NEW JERSEY	3.295
VERMONT	43.900	ARKANSAS	2.806
MINNESOTA	38.264	SOUTH CAROLINA	2.764
INDIANA	37.291	MISSISSIPPI	2.691
WYOMING	36.489	DIST OF COLUMBIA	1.574
IDAHO	33.842		
LOUISIANA	31.307		
NEBRASKA	29.801		
TENNESSEE	28.866		
WEST VIRGINIA	27.771		
OREGON	23.098		
MISSOURI	22.147		
ALASKA	21.941		
TEXAS	17.065		
NEVADA	15.395		
CALIFORNIA	14.814		
WASHINGTON	13.897		
IOWA	13.685		
MONTANA	12.777		
MASSACHUSETTS	12.062		
SOUTH DAKOTA	12.010		
HAWAII	11.642		
ARIZONA	11.233		
RHODE ISLAND	10.819		
NORTH DAKOTA	10.368		
VIRGINIA	9.431		
COLORADO	9.332		
ILLINOIS	8.787		
WISCONSIN	8.432		
KANSAS	6.939		
AIABAMA	6.617		
NEW YORK	6.272		
MARYLAND	5.429		
DELAWARE	5.244		

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DRUG ENFORCEMENT ADMINISTRATION  
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## DRUG - (1631) PHENMETRAZINE BASE

STATE	CUMULATIVE- TO-DATE	STATE	CUMULATIVE- TO-DATE
PENNSYLVANIA	1,201.257	MAINE	18.654
WYOMING	435.800	GEORGIA	18.330
NEW MEXICO	386.597	NEW JERSEY	16.610
TENNESSEE	379.687	WASHINGTON	14.920
OHIO	367.375	NEW YORK	11.423
NEVADA	352.791	IDAHO	10.474
MONTANA	308.509	WISCONSIN	9.832
CALIFORNIA	303.895	PUERTO RICO	6.595
OKLAHOMA	288.077	ARKANSAS	4.678
CONNECTICUT	267.635	DIST OF COLUMBIA	3.994
INDIANA	259.697	SOUTH CAROLINA	1.508
UTAH	226.930	MISSISSIPPI	.718
NORTH DAKOTA	199.189		
OREGON	165.322		
WEST VIRGINIA	162.736		
NEBRASKA	154.286		
ILLINOIS	146.844		
TEXAS	141.212		
MINNESOTA	130.628		
DELAWARE	123.463		
MICHIGAN	121.303		
ALASKA	101.602		
MASSACHUSETTS	82.218		
KANSAS	77.650		
NORTH CAROLINA	76.314		
SOUTH DAKOTA	75.480		
HAWAII	73.241		
ALABAMA	70.976		
NEW HAMPSHIRE	68.975		
VIRGINIA	64.383		
MISSOURI	62.975		
IDAHO	62.764		
LOUISIANA	59.157		
MARYLAND	43.482		
ARIZONA	37.422		
RHODE ISLAND	35.995		
COLORADO	34.972		
FLORIDA	34.420		
VERMONT	21.126		
KENTUCKY	19.215		

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DRUG ENFORCEMENT ADMINISTRATION  
CUMULATIVE QUARTERLY PER-CAPITA CONSUMPTION OF DRUGS  
BY AMOUNT FROM 01/85 TO 12/85

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## DRUG - (1724) METHYLPHENIDATE

STATE	CUMULATIVE- TO-DATE	STATE	CUMULATIVE- TO-DATE
UTAH	1,133.872	TENNESSEE	330.554
MARYLAND	879.648	NEW JERSEY	310.275
GEORGIA	766.353	SOUTH DAKOTA	305.681
IOWA	755.239	LOUISIANA	300.120
MICHIGAN	747.791	OKLAHOMA	292.911
MINNESOTA	731.527	VERMONT	286.281
NEBRASKA	702.394	NEW MEXICO	269.786
OHIO	671.209	MISSISSIPPI	264.814
NEW HAMPSHIRE	587.967	NEW YORK	252.489
IDAHO	564.841	HAWAII	241.961
MISSOURI	543.122	MAINE	193.121
DELAWARE	533.129	PUERTO RICO	42.116
WYOMING	528.357	TRUST (GUAM)	5.992
WISCONSIN	514.870	VIRGIN ISLANDS	.801
DIST OF COLUMBIA	494.310		
ARIZONA	493.929		
PENNSYLVANIA	487.872		
SOUTH CAROLINA	487.255		
MONTANA	481.937		
INDIANA	481.341		
ALASKA	468.116		
OREGON	465.922		
WASHINGTON	450.167		
TEXAS	448.677		
ILLINOIS	446.735		
KANSAS	444.587		
CONNECTICUT	444.437		
VIRGINIA	439.634		
FLORIDA	407.635		
RHODE ISLAND	399.678		
MASSACHUSETTS	397.543		
ALABAMA	396.564		
NEVADA	396.375		
NORTH DAKOTA	389.664		
COLORADO	388.956		
CALIFORNIA	387.602		
ARKANSAS	356.151		
KENTUCKY	355.996		
NORTH CAROLINA	349.472		
WEST VIRGINIA	334.563		

**DRUG ENFORCEMENT ADMINISTRATION  
CUMULATIVE QUARTERLY PER-CAPITA CONSUMPTION OF DRUGS  
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## DRUG - (2125) AMOBARBITAL

STATE	CUMULATIVE- TO-DATE	STATE	CUMULATIVE- TO-DATE
PENNSYLVANIA	349.403	LOUISIANA	72.776
MISSOURI	342.279	ARKANSAS	64.903
MASSACHUSETTS	280.765	NEW MEXICO	64.031
MICHIGAN	280.146	TEXAS	62.413
OKLAHOMA	267.242	MISSISSIPPI	61.060
OHIO	231.507	WYOMING	60.029
IOWA	230.598	COLORADO	55.981
VERMONT	223.364	VIRGINIA	54.506
DELAWARE	186.346	IDAHO	41.640
KENTUCKY	170.723	HAWAII	36.526
CONNECTICUT	166.667	ALASKA	28.519
MINNESOTA	166.253		
DIST OF COLUMBIA	165.403		
WISCONSIN	157.825		
KANSAS	153.787		
NORTH CAROLINA	149.881		
GEORGIA	147.311		
ARIZONA	130.134		
WASHINGTON	129.390		
ILLINOIS	129.306		
UTAH	127.999		
NEBRASKA	126.469		
WEST VIRGINIA	126.208		
MAINE	125.695		
INDIANA	125.477		
NEW HAMPSHIRE	123.122		
NEW JERSEY	119.213		
FLORIDA	117.565		
CALIFORNIA	115.742		
SOUTH CAROLINA	114.559		
TENNESSEE	109.409		
MONTANA	108.510		
RHODE ISLAND	107.579		
MARYLAND	100.474		
NEW YORK	98.812		
OREGON	94.494		
ALABAMA	86.604		
SOUTH DAKOTA	82.076		
NEVADA	79.624		
NORTH DAKOTA	78.181		

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**DRUG ENFORCEMENT ADMINISTRATION  
CUMULATIVE QUARTERLY PER-CAPITA CONSUMPTION OF DRUGS  
BY AMOUNT FROM 01/85 TO 12/85**

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**DRUG - (12270) PENTOBARBITAL**

STATE	CUMULATIVE- TO-DATE	STATE	CUMULATIVE- TO-DATE
NEVADA	6,227.220	ILLINOIS	1,579.504
DIST. OF COLUMBIA	5,772.910	NORTH CAROLINA	1,575.823
NEW MEXICO	5,087.660	KANSAS	1,542.132
ALASKA	4,907.051	NEW JERSEY	1,526.320
WASHINGTON	4,625.457	NORTH DAKOTA	1,480.872
CALIFORNIA	4,435.747	HAWAII	1,424.286
ARIZONA	4,343.441	NEW YORK	1,235.794
VERMONT	4,273.616	LOUISIANA	1,184.010
COLORADO	3,733.376	SOUTH CAROLINA	1,180.868
FLORIDA	3,658.877	MISSISSIPPI	1,179.307
NEW HAMPSHIRE	3,470.468	SOUTH DAKOTA	1,057.273
IDAHO	3,338.380	ARKANSAS	936.682
OREGON	3,227.541	PUERTO RICO	51.495
MAINE	3,084.724	TRUST (GUAM)	43.427
MONTANA	2,994.132		
WYOMING	2,921.936		
PENNSYLVANIA	2,893.714		
WEST VIRGINIA	2,825.296		
DELAWARE	2,779.284		
MICHIGAN	2,749.146		
CONNECTICUT	2,715.666		
VIRGINIA	2,703.277		
MISSOURI	2,386.370		
MARYLAND	2,263.393		
MASSACHUSETTS	2,239.532		
OKLAHOMA	2,207.098		
VIRGIN ISLANDS	2,203.152		
OHIO	2,187.520		
INDIANA	2,154.817		
ALABAMA	2,098.734		
MINNESOTA	2,016.467		
UTAH	1,924.604		
KENTUCKY	1,875.544		
RHODE ISLAND	1,835.146		
TENNESSEE	1,797.798		
IOWA	1,775.447		
WISCONSIN	1,764.774		
NEBRASKA	1,732.906		
TEXAS	1,651.177		
GEORGIA	1,591.144		

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**DRUG ENFORCEMENT ADMINISTRATION  
CUMULATIVE QUARTERLY PER-CAPITA CONSUMPTION OF DRUGS  
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PROCESSING DATE 07/25/86

DRUG - (2315) SECOBARBITAL

STATE	CUMULATIVE- TO-DATE	STATE	CUMULATIVE- TO-DATE
PENNSYLVANIA	1,626.604	MISSISSIPPI	388.084
NEVADA	1,180.794	OREGON	376.051
OHIO	1,110.023	VIRGINIA	366.085
DIST OF COLUMBIA	1,099.831	NEW HAMPSHIRE	353.290
CONNECTICUT	1,050.132	WISCONSIN	317.876
FLORIDA	984.231	ARKANSAS	298.825
LOUISIANA	870.205	WYOMING	262.876
KENTUCKY	820.126	SOUTH DAKOTA	257.666
MINNESOTA	801.208	TEXAS	256.503
INDIANA	792.316	IDAHO	222.894
MISSOURI	718.880	ALASKA	145.995
WEST VIRGINIA	703.667	PUERTO RICO	61.866
ALABAMA	698.277	VIRGIN ISLANDS	16.952
MICHIGAN	664.982		
NEW YORK	646.506		
ARIZONA	637.418		
NEW JERSEY	636.561		
SOUTH CAROLINA	622.301		
GEORGIA	615.755		
MARYLAND	614.096		
TENNESSEE	603.400		
MASSACHUSETTS	592.232		
VERMONT	553.385		
RHODE ISLAND	548.468		
IDAHO	545.957		
HAWAII	543.147		
CALIFORNIA	535.224		
DELAWARE	518.507		
COLORADO	508.749		
WASHINGTON	504.113		
MONTANA	494.231		
ILLINOIS	493.261		
OKLAHOMA	481.011		
NORTH CAROLINA	459.537		
NORTH DAKOTA	437.933		
NEW MEXICO	432.799		
UTAH	427.110		
MAINE	420.592		
NEBRASKA	412.030		
KANSAS	396.771		

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DRUG ENFORCEMENT ADMINISTRATION  
CUMULATIVE QUARTERLY PER-CAPITA CONSUMPTION OF DRUGS  
BY AMOUNT FROM 01/85 TO 12/85

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DRUG - (2565) METHAQUALONE

STATE	CUMULATIVE- TO-DATE	STATE	CUMULATIVE- TO-DATE
OREGON	1.122		

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DRUG ENFORCEMENT ADMINISTRATION  
CUMULATIVE QUARTERLY PER-CAPITA CONSUMPTION OF DRUGS  
BY AMOUNT FROM 01/85 TO 12/85

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DRUG - (7315) D-LYSERGIC ACID DIETHYLAMIDE

STATE

CUMULATIVE-  
TO-DATE

STATE

CUMULATIVE-  
TO-DATE

CALIFORNIA

RCS-E3463-2

DRUG ENFORCEMENT ADMINISTRATION  
CUMULATIVE QUARTERLY PER-CAPITA CONSUMPTION OF DRUGS  
BY AMOUNT FROM 01/85 TO 12/85

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DRUG - (7471) PHENCYCLIDINE

STATE	CUMULATIVE- TO-DATE	STATE	CUMULATIVE- TO-DATE
GEORGIA	.001		

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DRUG ENFORCEMENT ADMINISTRATION  
CUMULATIVE QUARTERLY PER-CAPITA CONSUMPTION OF DRUGS  
BY AMOUNT FROM 01/85 TO 12/85

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## DRUG - (9010) ALPHAPRODINE

STATE	CUMULATIVE - TO-DATE	STATE	CUMULATIVE - TO-DATE
MINNESOTA	38.195	MISSISSIPPI	4.310
OREGON	36.660	NORTH CAROLINA	4.282
IDAHO	29.283	OKLAHOMA	3.614
CALIFORNIA	27.951	RHODE ISLAND	3.357
WASHINGTON	26.314	NEW YORK	2.919
ARIZONA	23.847	OHIO	2.534
HAWAII	21.894	ALASKA	2.001
CONNECTICUT	21.893	DELAWARE	1.833
IOWA	18.981	LOUISIANA	1.546
MONTANA	17.019	GEORGIA	.857
NORTH DAKOTA	16.861	ARKANSAS	.523
UTAH	16.776	TRUST (GUAM)	.088
NEW MEXICO	15.605		
COLORADO	15.039		
DIST OF COLUMBIA	12.143		
NEBRASKA	12.098		
ILLINOIS	10.326		
KANSAS	10.043		
MICHIGAN	9.407		
MASSACHUSETTS	9.091		
VIRGINIA	8.848		
WEST VIRGINIA	8.785		
MISSOURI	7.763		
MARYLAND	7.729		
ALABAMA	7.188		
WISCONSIN	6.861		
INDIANA	6.647		
TENNESSEE	6.542		
NEW JERSEY	6.255		
SOUTH DAKOTA	6.016		
MAINE	5.648		
NEVADA	5.356		
FLORIDA	5.188		
WYOMING	5.084		
PENNSYLVANIA	5.017		
SOUTH CAROLINA	4.798		
VERMONT	4.736		
KENTUCKY	4.606		
NEW HAMPSHIRE	4.599		
TEXAS	4.335		

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DRUG ENFORCEMENT ADMINISTRATION  
CUMULATIVE QUARTERLY PER-CAPITA CONSUMPTION OF DRUGS  
BY AMOUNT FROM 01/85 TO 12/85

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## DRUG - (9041) COCAINE

STATE	CUMULATIVE- TO-DATE	STATE	CUMULATIVE- TO-DATE
ALASKA	291.245	TEXAS	86.508
IDAHO	280.133	ALABAMA	85.058
MONTANA	236.045	CONNECTICUT	83.939
UTAH	227.923	NEVADA	82.812
OREGON	217.235	OKLAHOMA	82.513
MINNESOTA	212.544	VIRGINIA	79.602
DIST OF COLUMBIA	205.186	MAINE	78.932
WASHINGTON	203.196	ARKANSAS	75.182
TENNESSEE	198.363	NEW YORK	71.267
SOUTH DAKOTA	189.073	RHODE ISLAND	66.485
ARIZONA	187.582	SOUTH CAROLINA	58.496
MARYLAND	188.928	TRUST (GUAM)	7.899
NEBRASKA	157.281	PUERTO RICO	3.631
IOWA	150.222		
NEW MEXICO	149.244		
COLORADO	145.993		
INDIANA	143.375		
OHIO	141.309		
MISSOURI	137.991		
GEORGIA	136.061		
WEST VIRGINIA	135.282		
VERMONT	130.061		
NORTH DAKOTA	127.794		
CALIFORNIA	123.527		
KANSAS	120.378		
MICHIGAN	118.452		
WISCONSIN	115.977		
NORTH CAROLINA	113.636		
PENNSYLVANIA	113.496		
MASSACHUSETTS	112.271		
DELAWARE	111.081		
FLORIDA	105.549		
WYOMING	99.630		
ILLINOIS	99.129		
LOUISIANA	98.370		
KENTUCKY	98.083		
NEW JERSEY	93.775		
NEW HAMPSHIRE	90.260		
HAWAII	87.124		
MISSISSIPPI	86.512		

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## DRUG - (9062) CODEINE BASE

STATE	CUMULATIVE- TO-DATE	STATE	CUMULATIVE- TO-DATE
DIST OF COLUMBIA	26,126.634	WISCONSIN	9,809.500
MICHIGAN	21,978.380	CONNECTICUT	9,620.791
OREGON	20,567.206	MINNESOTA	9,441.392
NEVADA	19,606.908	MAINE	9,402.065
CALIFORNIA	19,501.647	DELAWARE	8,988.035
KENTUCKY	18,717.735	SOUTH DAKOTA	8,451.808
WASHINGTON	18,183.235	NORTH DAKOTA	7,827.013
WEST VIRGINIA	17,856.523	NEW HAMPSHIRE	7,780.374
IDAHO	17,417.180	MASSACHUSETTS	7,601.615
ARIZONA	17,139.890	NEW JERSEY	7,298.410
UTAH	15,980.928	VERMONT	7,013.039
OHIO	15,787.245	VIRGIN ISLANDS	1,881.359
TENNESSEE	15,609.127	PUERTO RICO	1,631.347
MISSOURI	15,572.216	TRUST (GUAM)	520.047
ILLINOIS	14,727.039		
OKLAHOMA	14,497.428		
FLORIDA	14,307.843		
ALABAMA	14,251.565		
GEORGIA	13,719.113		
TEXAS	13,465.847		
MONTANA	13,281.498		
ARKANSAS	12,948.679		
SOUTH CAROLINA	12,899.187		
INDIANA	12,645.358		
MISSISSIPPI	12,630.101		
RHODE ISLAND	12,170.630		
NEW YORK	11,980.495		
NORTH CAROLINA	11,775.495		
ALASKA	11,694.125		
LOUISIANA	11,583.390		
COLORADO	11,460.737		
HAWAII	11,123.141		
KANSAS	11,026.383		
VIRGINIA	10,877.109		
WYOMING	10,457.358		
MARYLAND	10,441.623		
IOWA	10,405.282		
PENNSYLVANIA	10,231.694		
NEW MEXICO	10,167.301		
NEBRASKA	10,008.369		

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DRUG - (9104) NORCODEINE

STATE	CUMULATIVE- TO-DATE	STATE	CUMULATIVE- TO-DATE
ILLINOIS			

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CUMULATIVE QUARTERLY PER-CAPITA CONSUMPTION OF DRUGS  
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## DRUG - (9120) DIHYDROCODEINE

STATE	CUMULATIVE- TO-DATE	STATE	CUMULATIVE- TO-DATE
ARKANSAS	708.368	RHODE ISLAND	85.838
OKLAHOMA	643.778	MASSACHUSETTS	78.544
TEXAS	590.134	SOUTH DAKOTA	73.742
NEVADA	530.722	DIST OF COLUMBIA	68.191
LOUISIANA	470.741	DELAWARE	64.871
TENNESSEE	443.555	CONNECTICUT	63.175
SOUTH CAROLINA	410.780	MINNESOTA	62.161
OREGON	407.772	MONTANA	61.302
GEORGIA	396.915	NEW JERSEY	57.765
MISSISSIPPI	349.650	ALASKA	24.995
IDAHO	298.861	PUERTO RICO	18.059
OHIO	286.679	HAWAII	7.299
ALABAMA	286.270	VIRGIN ISLANDS	4.629
KENTUCKY	279.549	TRUST (GUAM)	.178
INDIANA	275.278		
NORTH CAROLINA	253.368		
VERMONT	232.135		
UTAH	232.116		
CALIFORNIA	208.747		
WEST VIRGINIA	208.443		
COLORADO	199.440		
NEBRASKA	195.098		
WASHINGTON	186.760		
MAINE	185.229		
FLORIDA	184.167		
KANSAS	177.207		
MISSOURI	172.509		
VIRGINIA	171.863		
ARIZONA	156.673		
MICHIGAN	147.887		
NEW MEXICO	141.331		
IOWA	139.403		
PENNSYLVANIA	128.056		
ILLINOIS	118.657		
WYOMING	112.811		
WISCONSIN	107.560		
NORTH DAKOTA	104.493		
NEW HAMPSHIRE	103.684		
MARYLAND	103.530		
NEW YORK	95.005		

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## DRUG - (9130) DIHYDROCODEINONE (USE 9193)

STATE	CUMULATIVE- TO-DATE	STATE	CUMULATIVE- TO-DATE
ALABAMA	1,442.152	MAINE	277.250
GEORGIA	1,190.210	ILLINOIS	263.289
TENNESSEE	948.791	NEW YORK	257.949
TEXAS	905.327	MONTANA	256.726
ARKANSAS	815.314	MASSACHUSETTS	231.127
LOUISIANA	814.380	NEW HAMPSHIRE	229.735
MISSISSIPPI	732.853	SOUTH DAKOTA	201.740
UTAH	703.126	PUERTO RICO	180.688
RHODE ISLAND	700.635	NORTH DAKOTA	166.175
NEVADA	651.246	VERMONT	156.869
KENTUCKY	642.410	MINNESOTA	149.507
OKLAHOMA	585.659	ALASKA	98.855
FLORIDA	579.442	VIRGIN ISLANDS	21.672
NORTH CAROLINA	578.965	TRUST (GUAM)	.045
OREGON	577.286		
IDAHO	571.988		
OHIO	560.609		
HAWAII	567.275		
CALIFORNIA	553.087		
SOUTH CAROLINA	550.835		
VIRGINIA	528.812		
INDIANA	514.879		
PENNSYLVANIA	491.019		
NEW MEXICO	484.695		
MISSOURI	462.381		
WEST VIRGINIA	449.780		
ARIZONA	429.280		
DIST OF COLUMBIA	411.083		
NEBRASKA	401.070		
WASHINGTON	398.505		
NEW JERSEY	385.614		
MICHIGAN	381.933		
COLORADO	380.390		
DELAWARE	378.540		
MARYLAND	359.886		
CONNECTICUT	347.753		
IOWA	345.649		
WYOMING	339.616		
KANSAS	316.750		
WISCONSIN	281.648		

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## DRUG - (9143) OXYCODONE

STATE	CUMULATIVE- TO-DATE	STATE	CUMULATIVE- TO-DATE
CONNECTICUT	1,330,650	CALIFORNIA	403,187
NEVADA	1,314,899	IDAHO	398,805
MASSACHUSETTS	1,219,772	KANSAS	389,148
UTAH	1,212,993	NEW YORK	387,934
ARIZONA	1,177,883	IOWA	343,959
PENNSYLVANIA	1,080,113	MINNESOTA	339,131
MARYLAND	996,394	ARKANSAS	334,895
FLORIDA	932,722	NORTH DAKOTA	334,585
DIST OF COLUMBIA	919,250	PUERTO RICO	309,486
NEW MEXICO	905,822	TEXAS	243,548
OREGON	882,690	SOUTH DAKOTA	210,174
WEST VIRGINIA	884,512	ILLINOIS	152,588
DELAWARE	864,643	TRUST (GUAM)	15,967
NEW JERSEY	842,317	VIRGIN ISLANDS	9,545
WASHINGTON	836,770		
NEW HAMPSHIRE	825,255		
COLORADO	807,705		
OKLAHOMA	743,224		
MAINE	712,789		
TENNESSEE	697,239		
OHIO	694,778		
VERMONT	683,716		
HAWAII	676,992		
ALABAMA	620,407		
NORTH CAROLINA	619,182		
WYOMING	612,086		
GEORGIA	604,923		
VIRGINIA	600,970		
KENTUCKY	595,872		
RHODE ISLAND	579,808		
ALASKA	577,844		
LOUISIANA	576,669		
MONTANA	555,351		
NEBRASKA	537,264		
MISSOURI	532,175		
INDIANA	485,557		
WISCONSIN	473,041		
SOUTH CAROLINA	469,243		
MICHIGAN	461,887		
MISSISSIPPI	412,071		

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## DRUG - (9150) HYDROMORPHONE/DIHYDROMORPHINON

STATE	CUMULATIVE- TO-DATE	STATE	CUMULATIVE- TO-DATE
DIST OF COLUMBIA	125.847	LOUISIANA	30.223
NEVADA	81.377	IDAHO	27.415
PENNSYLVANIA	77.931	ARKANSAS	26.498
OREGON	72.638	MINNESOTA	25.685
MICHIGAN	72.091	MONTANA	25.209
RHODE ISLAND	70.077	NORTH DAKOTA	23.165
CALIFORNIA	69.931	WYOMING	20.742
TENNESSEE	66.633	NEBRASKA	15.970
MASSACHUSETTS	65.967	HAWAII	13.442
FLORIDA	65.288	SOUTH DAKOTA	10.731
DELAWARE	53.470	UTAH	9.833
WEST VIRGINIA	62.923	PUERTO RICO	2.417
MARYLAND	62.013	TRUST (GUAM)	244
NEW HAMPSHIRE	61.073		
OHIO	57.280		
KENTUCKY	57.113		
MISSOURI	56.189		
NEW JERSEY	54.540		
ALABAMA	53.672		
NEW YORK	50.226		
COLORADO	48.461		
VIRGINIA	46.441		
IOWA	45.663		
TEXAS	45.153		
CONNECTICUT	44.135		
NORTH CAROLINA	42.072		
WASHINGTON	40.188		
GEORGIA	40.087		
INDIANA	39.621		
ILLINOIS	39.462		
ARIZONA	38.091		
OKLAHOMA	38.048		
NEW MEXICO	38.199		
MAINE	36.938		
SOUTH CAROLINA	35.720		
KANSAS	32.087		
WISCONSIN	31.850		
VERMONT	30.833		
MISSISSIPPI	30.561		
ALASKA	30.437		

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DRUG - (9170) DIPHENOXYLATE

STATE	CUMULATIVE- TO-DATE	STATE	CUMULATIVE- TO-DATE
CALIFORNIA	5.872		

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DRUG - (9180) ECgonine

STATE	CUMULATIVE- TO-DATE	STATE	CUMULATIVE- TO-DATE
DIST OF COLUMBIA	.039		

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DRUG ENFORCEMENT ADMINISTRATION  
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DRUG - (9190) ETHYLMORPHINE

STATE	CUMULATIVE- TO-DATE	STATE	CUMULATIVE- TO-DATE
OHIO	.161		

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## DRUG - (9220) LEVORPHANOL

STATE	CUMULATIVE- TO-DATE	STATE	CUMULATIVE- TO-DATE
DIST OF COLUMBIA	21.572	MISSOURI	1.548
CONNECTICUT	13.339	NORTH CAROLINA	1.251
WISCONSIN	12.683	VERMONT	1.037
NEBRASKA	10.355	MISSISSIPPI	.925
HAWAII	8.013	KENTUCKY	.894
SOUTH DAKOTA	7.923	LOUISIANA	.881
NORTH DAKOTA	7.914	DELAWARE	.860
NEW YORK	7.833	GEORGIA	.848
MAINE	7.702	UTAH	.835
ILLINOIS	6.992	ALASKA	.734
NEVADA	6.935	RHODE ISLAND	.393
PENNSYLVANIA	6.537		
SOUTH CAROLINA	6.511		
WYOMING	5.711		
OHIO	5.337		
NEW HAMPSHIRE	4.947		
NEW JERSEY	4.912		
MINNESOTA	4.718		
ALABAMA	4.609		
OKLAHOMA	4.493		
FLORIDA	4.218		
TEXAS	4.167		
ARIZONA	4.119		
WASHINGTON	4.090		
MICHIGAN	4.082		
NEW MEXICO	3.813		
WEST VIRGINIA	3.580		
COLORADO	3.524		
MONTANA	3.343		
IOWA	3.341		
KANSAS	3.304		
ARKANSAS	2.787		
VIRGINIA	2.712		
CALIFORNIA	2.532		
MARYLAND	2.413		
IDAHO	2.387		
MASSACHUSETTS	2.344		
OREGON	2.321		
INDIANA	2.207		
TENNESSEE	1.606		

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## DRUG - (9230) MEPERIDINE (PETHIDINE)

STATE	CUMULATIVE- TO-DATE	STATE	CUMULATIVE- TO-DATE
TEXAS	6,094,023	CALIFORNIA	2,145,824
DIST OF COLUMBIA	4,378,911	NEW JERSEY	2,130,408
ALASKA	4,192,646	NEW YORK	2,117,030
UTAH	3,905,698	IOWA	2,101,505
OKLAHOMA	3,780,502	KANSAS	2,085,127
GEORGIA	3,779,456	NEBRASKA	2,017,999
ARIZONA	3,742,265	SOUTH DAKOTA	1,989,248
ALABAMA	3,624,776	HAWAII	1,966,372
FLORIDA	3,503,040	ILLINOIS	1,834,257
MICHIGAN	3,454,726	WISCONSIN	1,720,177
MONTANA	3,383,717	VERMONT	1,525,224
WASHINGTON	3,276,351	VIRGIN ISLANDS	1,351,598
OHIO	3,188,814	PUERTO RICO	976,156
SOUTH CAROLINA	3,151,209	TRUST (GUAM)	93,242
NEW MEXICO	3,134,347		
MISSISSIPPI	3,105,641		
CONNECTICUT	3,087,119		
LOUISIANA	3,079,485		
OREGON	3,046,388		
INDIANA	3,040,395		
NEVADA	2,976,776		
ARKANSAS	2,960,222		
VIRGINIA	2,913,786		
MASSACHUSETTS	2,808,363		
MISSOURI	2,768,025		
NEW HAMPSHIRE	2,740,946		
NORTH CAROLINA	2,696,920		
WYOMING	2,636,634		
WEST VIRGINIA	2,607,552		
KENTUCKY	2,583,422		
MARYLAND	2,524,102		
MAINE	2,469,668		
TEXAS	2,462,810		
NORTH DAKOTA	2,387,977		
PENNSYLVANIA	2,236,272		
DELAWARE	2,234,459		
IDAHO	2,222,898		
COLORADO	2,168,448		
MINNESOTA	2,154,953		
RHODE ISLAND	2,147,114		

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## DRUG - (9250) METHADONE

STATE	CUMULATIVE- TO-DATE	STATE	CUMULATIVE- TO-DATE
NEW YORK	267.647	KENTUCKY	48.864
WASHINGTON	232.478	MISSOURI	47.702
MASSACHUSETTS	160.565	OKLAHOMA	45.399
MINNESOTA	145.545	LOUISIANA	44.597
OREGON	138.256	ALABAMA	42.752
VERMONT	132.194	TEXAS	42.356
PENNSYLVANIA	127.709	NEW JERSEY	41.997
NEBRASKA	124.899	OHIO	39.833
IDAHO	120.852	ILLINOIS	34.334
CONNECTICUT	120.160	MISSISSIPPI	30.118
ARIZONA	120.121	SOUTH CAROLINA	14.866
MONTANA	113.849	PUERTO RICO	2.035
UTAH	113.318	TRUST (GUAM)	1.608
DIST OF COLUMBIA	104.243	VIRGIN ISLANDS	.405
NEVADA	92.015		
GEORGIA	86.157		
TENNESSEE	85.251		
RIODE ISLAND	80.114		
MAINE	79.172		
WISCONSIN	76.932		
NEW HAMPSHIRE	75.894		
NEW MEXICO	75.755		
COLORADO	71.223		
CALIFORNIA	68.532		
MICHIGAN	64.866		
INDIANA	63.710		
VIRGINIA	59.304		
ALASKA	58.845		
HAWAII	58.661		
IOWA	57.586		
KANSAS	56.922		
NORTH DAKOTA	56.848		
MARYLAND	55.424		
DELAWARE	55.387		
ARKANSAS	54.782		
WEST VIRGINIA	51.661		
SOUTH DAKOTA	49.622		
NORTH CAROLINA	49.509		
WYOMING	49.305		
FLORIDA	48.992		

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DRUG - (9273) DEXTROPROPOXYPHENE

STATE	CUMULATIVE- TO-DATE	STATE	CUMULATIVE- TO-DATE
WEST VIRGINIA	9,192		

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## DRUG - (9300) MORPHINE

STATE	CUMULATIVE- TO-DATE	STATE	CUMULATIVE- TO-DATE
DIST OF COLUMBIA	1,088.364	TEXAS	225.170
NEVADA	612.548	KANSAS	219.260
OREGON	607.103	COLORADO	218.935
DELAWARE	518.402	UTAH	204.623
MAINE	486.499	VERMONT	199.071
MINNESOTA	465.346	NEW MEXICO	198.073
WASHINGTON	459.060	ALASKA	190.097
FLORIDA	437.376	ARKANSAS	176.249
CALIFORNIA	419.328	LOUISIANA	171.745
CONNECTICUT	412.654	MISSISSIPPI	164.857
ARIZONA	402.052	WYOMING	151.854
MASSACHUSETTS	372.278	PUERTO RICO	42.008
NORTH DAKOTA	369.699	VIRGIN ISLANDS	10.862
TENNESSEE	366.431	TRUST (GUAM)	2.836
WEST VIRGINIA	355.344		
IDAHO	344.540		
SOUTH DAKOTA	341.179		
PENNSYLVANIA	330.645		
NEW HAMPSHIRE	328.707		
MISSOURI	323.375		
IOWA	321.618		
NEBRASKA	319.205		
WISCONSIN	310.221		
NORTH CAROLINA	303.877		
OHIO	302.405		
INDIANA	302.311		
MICHIGAN	294.870		
ALABAMA	289.683		
NEW JERSEY	289.150		
MARYLAND	282.540		
KENTUCKY	261.856		
GEORGIA	261.574		
HAWAII	249.315		
OKLAHOMA	246.527		
SOUTH CAROLINA	246.507		
MONTANA	244.199		
ILLINOIS	243.489		
NEW YORK	235.130		
RHODE ISLAND	234.246		
VIRGINIA	229.182		

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## DRUG - (9400) NALORPHINE

STATE	CUMULATIVE- TO-DATE	STATE	CUMULATIVE- TO-DATE
HAWAII	.025	ARKANSAS	.002
COLORADO	.021	WYOMING	.005
RHODE ISLAND	.016	VERMONT	.003
NEVADA	.015	WISCONSIN	.008
MONTANA	.012	WEST VIRGINIA	.003
NEBRASKA	.011	SOUTH CAROLINA	.004
MICHIGAN	.016	TENNESSEE	.009
MINNESOTA	.015	TEXAS	.003
KANSAS	.017	VIRGINIA	.009
KENTUCKY	.012		
FLORIDA	.010		
CALIFORNIA	.017		
CONNECTICUT	.015		
ALASKA	.018		
ARIZONA	.013		
WASHINGTON	.019		
PENNSYLVANIA	.007		
OKLAHOMA	.005		
OREGON	.008		
NEW MEXICO	.003		
NEW YORK	.003		
OHIO	.005		
NORTH CAROLINA	.003		
NORTH DAKOTA	.001		
NEW HAMPSHIRE	.004		
NEW JERSEY	.009		
MISSOURI	.008		
MISSISSIPPI	.002		
MARYLAND	.003		
MAINE	.001		
LOUISIANA	.008		
MASSACHUSETTS	.005		
IOWA	.003		
IDAHO	.004		
ILLINOIS	.008		
INDIANA	.007		
GEORGIA	.005		
DELAWARE	.003		
DIST OF COLUMBIA	.007		
ALABAMA	.005		

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DRUG - (9610) OPIUM EXTRACT

STATE	CUMULATIVE TO-DATE	STATE	CUMULATIVE- TO-DATE
ILLINOIS	.006		

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CUMULATIVE QUARTERLY PER-CAPITA CONSUMPTION OF DRUGS  
BY AMOUNT FROM 01/85 TO 12/85

PROCESSING DATE 07/25/86

## DRUG - (9630) OPIUM TINCTURE

STATE	CUMULATIVE- TO-DATE	STATE	CUMULATIVE- TO-DATE
UTAH	917.675	IOWA	54.891
MASSACHUSETTS	250.189	SOUTH DAKOTA	49.214
PENNSYLVANIA	248.406	WYOMING	47.648
ALABAMA	242.662	ILLINOIS	46.103
TENNESSEE	209.861	NEBRASKA	40.155
IDAHO	199.209	CALIFORNIA	39.690
LOUISIANA	198.925	PUERTO RICO	35.442
DELAWARE	184.212	MINNESOTA	34.104
CONNECTICUT	171.225	WISCONSIN	27.541
GEORGIA	161.219	HAWAII	26.899
MARYLAND	158.317	NORTH DAKOTA	22.842
FLORIDA	156.394	ALASKA	16.490
WEST VIRGINIA	151.981	VIRGIN ISLANDS	9.639
NEW HAMPSHIRE	145.936		
MAINE	141.797		
OHIO	140.213		
VIRGINIA	135.136		
NORTH CAROLINA	134.234		
RHODE ISLAND	131.839		
MISSISSIPPI	128.201		
DIST OF COLUMBIA	125.672		
MONTANA	119.504		
NEVADA	112.250		
TEXAS	111.924		
SOUTH CAROLINA	110.016		
NEW YORK	104.123		
KENTUCKY	103.287		
MISSOURI	99.522		
VERMONT	97.941		
NEW JERSEY	96.034		
ARKANSAS	92.360		
NEW MEXICO	85.400		
KANSAS	81.604		
OREGON	79.988		
INDIANA	75.896		
MICHIGAN	71.290		
WASHINGTON	69.075		
COLORADO	62.272		
OKLAHOMA	61.714		
ARIZONA	59.425		

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DRUG ENFORCEMENT ADMINISTRATION  
CUMULATIVE QUARTERLY PER-CAPITA CONSUMPTION OF DRUGS  
BY AMOUNT FROM 01/85 TO 12/85

PROCESSING DATE 07/25/86

## DRUG - (9639) OPIUM POWDERED

STATE	CUMULATIVE- TO-DATE	STATE	CUMULATIVE- TO-DATE
IOWA	103.766	OKLAHOMA	11.581
INDIANA	77.546	GEORGIA	11.335
MINNESOTA	60.565	ALASKA	11.100
NORTH DAKOTA	55.268	NEW YORK	10.858
OHIO	51.957	MASSACHUSETTS	10.695
NEBRASKA	50.164	LOUISIANA	10.574
PENNSYLVANIA	49.433	VIRGINIA	10.668
KANSAS	46.778	HAWAII	9.717
WYOMING	45.722	NORTH CAROLINA	8.832
VERMONT	39.360	RHODE ISLAND	8.613
SOUTH DAKOTA	38.456	ARKANSAS	5.109
WISCONSIN	35.733	TRUST (GUAM)	.801
MICHIGAN	33.102	PUERTO RICO	.084
TENNESSEE	32.981		
COLORADO	32.014		
MAINE	31.907		
WASHINGTON	29.748		
OREGON	28.936		
MONTANA	28.376		
KENTUCKY	28.071		
MISSOURI	26.995		
WEST VIRGINIA	26.915		
CONNECTICUT	24.207		
ILLINOIS	22.786		
NEW HAMPSHIRE	19.930		
FLORIDA	19.319		
ALABAMA	18.648		
MARYLAND	18.049		
NEW JERSEY	17.716		
NEVADA	17.638		
DIST OF COLUMBIA	17.432		
ARIZONA	16.841		
DELAWARE	16.639		
MISSISSIPPI	16.242		
TEXAS	15.900		
UTAH	14.179		
NEW MEXICO	14.073		
CALIFORNIA	13.343		
IDAHO	13.181		
SOUTH CAROLINA	12.240		

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DRUG ENFORCEMENT ADMINISTRATION  
CUMULATIVE QUARTERLY PER-CAPITA CONSUMPTION OF DRUGS  
BY AMOUNT FROM 01/85 TO 12/85

PROCESSING DATE 07/25/86

## DRUG - (9648) MIXED ALKALOIDS OF OPIUM

STATE	CUMULATIVE- TO-DATE	STATE	CUMULATIVE- TO-DATE
ALABAMA	7.312	WASHINGTON	.243
SOUTH CAROLINA	5.573	NEBRASKA	.194
MASSACHUSETTS	5.304	MINNESOTA	.184
VERMONT	5.282	DIST OF COLUMBIA	.166
RHODE ISLAND	4.936	NEVADA	.137
OHIO	4.731	UTAH	.126
MARYLAND	4.568	IDAHO	.104
MAINE	4.528		
GEORGIA	3.194		
MICHIGAN	3.139		
ARIZONA	3.124		
CONNECTICUT	3.083		
WISCONSIN	3.067		
KANSAS	2.994		
TEXAS	2.979		
NORTH CAROLINA	2.647		
WEST VIRGINIA	2.273		
MISSISSIPPI	2.083		
DELAWARE	1.928		
NEW YORK	1.750		
PENNSYLVANIA	1.378		
NEW JERSEY	1.294		
OKLAHOMA	1.239		
KENTUCKY	1.192		
TENNESSEE	1.187		
FLORIDA	1.073		
NEW MEXICO	.757		
CALIFORNIA	.753		
VIRGINIA	.706		
NEW HAMPSHIRE	.700		
LOUISIANA	.683		
INDIANA	.683		
HAWAII	.599		
COLORADO	.594		
OREGON	.589		
IOWA	.570		
ILLINOIS	.569		
ARKANSAS	.503		
MISSOURI	.451		
ALASKA	.290		

DRUG ENFORCEMENT ADMINISTRATION  
 CUMULATIVE QUARTERLY PER-CAPITA CONSUMPTION OF DRUGS  
 BY AMOUNT FROM 01/85 TO 12/85

PROCESSING DATE 07/25/86

DRUG - (9652) OXYMORPHONE

STATE	CUMULATIVE- TO-DATE	STATE	CUMULATIVE- TO-DATE
IDAHO	2.813	RHODE ISLAND	.125
KENTUCKY	1.799	WEST VIRGINIA	.110
NEW MEXICO	1.589	MISSOURI	.118
OKLAHOMA	1.429	NORTH DAKOTA	.080
OREGON	1.250	IOWA	.082
MINNESOTA	1.087	SOUTH CAROLINA	.078
DELAWARE	1.065	SOUTH DAKOTA	.066
TENNESSEE	1.026	ALABAMA	.059
TEXAS	1.003	MONTANA	.043
MAINE	.961	HAWAII	.046
DIST OF COLUMBIA	.962	WYOMING	.039
CONNECTICUT	.941	VERMONT	.018
COLORADO	.851		
CALIFORNIA	.846		
WASHINGTON	.807		
VIRGINIA	.787		
PUERTO RICO	.737		
NEW JERSEY	.662		
UTAH	.602		
ALASKA	.589		
PENNSYLVANIA	.579		
NEW YORK	.567		
ARIZONA	.541		
GEORGIA	.527		
NEBRASKA	.477		
MICHIGAN	.448		
WISCONSIN	.407		
NEVADA	.392		
OHIO	.361		
NORTH CAROLINA	.303		
MASSACHUSETTS	.270		
FLORIDA	.250		
ILLINOIS	.241		
MISSISSIPPI	.236		
KANSAS	.235		
INDIANA	.204		
NEW HAMPSHIRE	.191		
ARKANSAS	.173		
MARYLAND	.144		
LOUISIANA	.149		

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RCS-E3463-2

DRUG ENFORCEMENT ADMINISTRATION  
CUMULATIVE QUARTERLY PER-CAPITA CONSUMPTION OF DRUGS  
BY AMOUNT FROM 01/85 TO 12/85

PROCESSING DATE 07/25/86

DRUG - (9715) PHENAZOCINE

STATE

PENNSYLVANIA

CUMULATIVE-  
TO-DATE

STATE

CUMULATIVE-  
TO-DATE

74-587 - 88 - 12

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RCS-E3463-2

DRUG ENFORCEMENT ADMINISTRATION  
 CUMULATIVE QUARTERLY PER-CAPITA CONSUMPTION OF DRUGS  
 BY AMOUNT FROM Q1/85 TO 13/85

PROCESSING DATE 07/25/86

## DRUG - (9740) SUFENTANIL

STATE	CUMULATIVE- TO-DATE	STATE	CUMULATIVE- TO-DATE
DIST OF COLUMBIA	.079	MAINE	.016
UTAH	.045	KANSAS	.013
RHODE ISLAND	.041	LOUISIANA	.018
MISSOURI	.043	ILLINOIS	.015
VIRGINIA	.032	HAWAII	.017
OHIO	.037	IOWA	.017
NEVADA	.030	MINNESOTA	.007
NEBRASKA	.034	MONTANA	.009
MASSACHUSETTS	.031	DELAWARE	.002
IDAHO	.035	WYOMING	.007
ALABAMA	.034	WEST VIRGINIA	.009
WISCONSIN	.031	VERMONT	.002
TENNESSEE	.026		
TEXAS	.029		
SOUTH CAROLINA	.025		
SOUTH DAKOTA	.023		
OKLAHOMA	.020		
PENNSYLVANIA	.020		
NEW YORK	.021		
NEW JERSEY	.020		
NEW MEXICO	.022		
MICHIGAN	.028		
INDIANA	.023		
KENTUCKY	.028		
FLORIDA	.026		
GEORGIA	.029		
ARIZONA	.025		
CALIFORNIA	.026		
COLORADO	.022		
CONNECTICUT	.023		
ALASKA	.029		
ARKANSAS	.025		
WASHINGTON	.020		
PUERTO RICO	.011		
OREGON	.016		
NORTH CAROLINA	.017		
NORTH DAKOTA	.012		
NEW HAMPSHIRE	.017		
MISSISSIPPI	.012		
MARYLAND	.014		

DRUG ENFORCEMENT ADMINISTRATION  
CUMULATIVE QUARTERLY PER-CAPITA CONSUMPTION OF DRUGS  
BY AMOUNT FROM 01/85 TO 12/85

PROCESSING DATE 07/25/05

## DRUG - (9801) FENTANYL

STATE	CUMULATIVE- TO-DATE	STATE	CUMULATIVE- TO-DATE
DIST OF COLUMBIA	2.471	NEW HAMPSHIRE	.496
PENNSYLVANIA	1.030	UTAH	.481
NORTH DAKOTA	.921	NEW JERSEY	.475
MASSACHUSETTS	.929	ARKANSAS	.473
MISSOURI	.848	OKLAHOMA	.463
CONNECTICUT	.829	ALASKA	.455
NORTH CAROLINA	.790	IDAHO	.430
KANSAS	.798	INDIANA	.371
RHODE ISLAND	.777	HAWAII	.371
TENNESSEE	.760	WYOMING	.362
WEST VIRGINIA	.740	VIRGIN ISLANDS	.340
WASHINGTON	.725	MISSISSIPPI	.333
SOUTH DAKOTA	.702	PUERTO RICO	.101
MONTANA	.700	TRUST (GUAM)	.018
OHIO	.681		
VIRGINIA	.676		
DELAWARE	.676		
MICHIGAN	.650		
ALABAMA	.651		
MARYLAND	.649		
TEXAS	.633		
ARIZONA	.638		
NEVADA	.613		
MAINE	.615		
COLORADO	.613		
SOUTH CAROLINA	.606		
GEORGIA	.599		
MINNESOTA	.581		
NEW MEXICO	.574		
IOWA	.578		
VERMONT	.579		
NEBRASKA	.561		
CALIFORNIA	.563		
NEW YORK	.551		
ILLINOIS	.557		
WISCONSIN	.558		
OREGON	.545		
KENTUCKY	.532		
FLORIDA	.530		
LOUISIANA	.516		

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QUESTION 3(c)(ii):

WHAT ARE THE PLANS FOR PREPARING ASSESSMENTS FOR STATES FOR WHICH ASSESSMENTS HAVE NOT YET BEEN COMPLETED?

ANSWER:

As stated earlier, data has been collected for 42 states and is being compiled at this time on the remaining 8 states. In addition to the state profiles, our Diversion Assessments Unit has developed a state drug abuse/diversion analysis program. The major thrust of this program is to provide each DEA division or resident office with a report reflecting the following:

- (1) The drug distribution patterns of selected drug products as reported by the ARCOS data base.
- (2) The abuse of drug substances utilizing the DAWN data base or other appropriate information systems.
- (3) The identification of potential targets involved in drug diversion.

An initial report reflecting drug abuse and highlighting potential targets in the Commonwealth of Pennsylvania was distributed to the DEA Philadelphia Division and the Pittsburgh Resident Office in March 1987.

Currently, similar reports are being finalized for DEA offices in: Georgia, South Carolina, Oklahoma, Texas, North Carolina, California, Hawaii and Nevada.

QUESTION 3(c)(iii):

YOU STATED THAT "THE PERSONNEL ARE IN PLACE" FOR MAKING THESE ASSESSMENTS. HOW MANY PERSONNEL ARE IN PLACE? WHERE ARE THEY IN PLACE? WHAT ASSIGNMENTS HAVE THEY BEEN TAKEN FROM?

ANSWER:

With the substantial increase in authority and resources granted by Congress in the Diversion Control Amendments of 1984, the Diversion program has rapidly expanded its staffing and geographical coverage. The program has grown from approximately 150 diversion investigators on board in October of 1984, to approximately 300 on board at the present time. Nine additional DEA offices have been staffed with diversion personnel as a result of this expansion. In 1987-88 with additional resources and diversion personnel, the program will grow to approximately 400 diversion investigators, with placement in 15 states not currently staffed with diversion personnel. As a formal part of basic training, the investigators receive training in state cooperative relationships and procedures such as public interest revocations.

DEA feels that an integral part of the attempt to upgrade the state's efforts in diversion control is to establish close, daily working relationships with state counterparts in both the investigative aspect of cases and in policy and procedure.

QUESTION 3(d):

WHAT IS THE CURRENT STATUS OF STATE DIVERSION INVESTIGATIVE UNITS AROUND THE NATION? PLEASE DESCRIBE EACH STATE'S PROGRAM, AND ANY ASSISTANCE PROVIDED BY DEA. PLEASE DESCRIBE HOW EACH OF THOSE STATE'S DIU'S NOW COMPARE TO THE PROGRAMS WHICH WERE ESTABLISHED AT THE BEGINNING OF THE DECADE. PLEASE PROVIDE A SUMMARY OF THE PROSECUTIONS AND CONVICTIONS, AND ADMINISTRATIVE ACTION UNDERTAKEN BY THE STATE DIU'S.

ANSWER:

The Diversion Investigative Unit was conceived as a "seed" program. Its objective was to accomplish for each participating state a sound start by means of direct Federal funding and support and then to develop a permanent, state-sustained DIU. The program was initiated on a pilot basis in Texas and Michigan in September 1972 and in Alabama in December 1972.

Under this concept, DEA (BNDD) served as a catalyst to bring funding, manpower, expertise and scattered jurisdictions together into a unified effort. DIU's were manned and run by state authorities. However, they were trained by DEA (BNDD) and a DEA (BNDD) Special Agent was assigned on a full-time basis to each participating state in order to supply continuing expertise and support.

From 1972 through 1976, the start-up costs of DIU programs were funded by the Law Enforcement Assistance Administration (LEAA). In 1977, funds were transferred from LEAA to DEA in order that DEA might manage the entire program. Then, in 1982, DIU funding and personnel were eliminated from the DEA budget. By that time, 24 states and the District of Columbia had established DIU's. Of these, all but one state had, after an initial two-year period, assumed the expenses of the DIU program.

Since 1982, the reaction of individual states has varied. Some have continued the DIU program on their own, and others have continued a modified version. However, there has been no continuation of an organized effort by DEA to maintain or expand this concept.

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The following states have continued the DIU concept and have a dedicated and identifiable unit assigned to investigate diversion of licit pharmaceuticals:

Arkansas  
Indiana  
Massachusetts  
Washington, D.C.  
Arizona  
Illinois  
North Carolina  
Louisiana (discontinued in 1987 due to budget cuts)

This number of states is in sharp contrast to the 24 states and the District of Columbia who participated in the program from 1972 to 1982. Even in states where the DIU concept has continued, in most instances there have been substantial reductions in the number of personnel assigned and the funding allocated.

Since these units are not under Federal funding, centralized records of state prosecutions, convictions, and administrative actions are not kept.

Additionally, the Bureau of Justice Assistance (BJA) has announced (Federal Register, Volume 52, Number 53, March 19, 1987) that it will grant \$300,000 each for up to five state or local law enforcement jurisdictions to "strengthen the role of law enforcement, professional licensing boards and regulatory agencies in reducing diversion of legitimately produced controlled substance." Under these grants, each jurisdiction must address, among other elements, "a formal coordination with DEA and other appropriate Federal agencies." Consequently, such grants are viewed by DEA as a mechanism for providing, in a manner similar to the DIU program, appropriate assistance to the states.

QUESTION 3(e) ANTI-DIVERSION MOBILE STRIKE FORCES:

PLEASE DESCRIBE THE CURRENT STATUS OF THE ANTI-DIVERSION MOBILE STRIKE FORCES. PRECISELY HOW MANY PERSONNEL, OF WHAT GRADE, ARE ASSIGNED TO EACH STRIKE FORCE? ARE THESE TEMPORARY OR PERMANENT ASSIGNMENTS? PLEASE DESCRIBE YOUR LONG RANGE PLANS FOR PERMANENT ASSIGNMENTS.

ANSWER:

During the past 18 months, three mobile strike forces composed of DEA Diversion Investigator personnel and state enforcement personnel have been formed. These are field personnel who were assigned to task forces an as needed and temporary duty basis. The three are described below:

Operation Quaker State

Is a coordinated effort to reduce the diversion of Schedule II stimulants in the State of Pennsylvania which commenced in August 1986 and is currently in progress. Since 1982, Pennsylvania has ranked number one or number two in per capita consumption of Schedule II stimulants in relation to all other states. The primary thrust of Operation Quaker State is the immobilization of selected practitioner targets. Investigations are being conducted with the Pennsylvania Bureau of Narcotics. A total of 26 pharmacies are currently being investigated for possible violations of the Controlled Substance Act. Nineteen doctors have also been targeted. The Pennsylvania Bureau of Narcotics Investigations has had minimal success to date with the undercover approach to the doctors. The State of Pennsylvania decided to publish regulations which would prohibit the use of Schedule II stimulants for weight control and would severely restrict the use of other stimulants in Schedules III and IV.

Twelve Diversion Investigators have been assigned to this task force. Altogether, they have spent eighteen months on this assignment. In addition, the Philadelphia Division, the home office for this task force, has spent one and one-quarter years on this operation. One of the twelve investigators was a GS-12 and the others were at grades GS-5 thru 9.

Operation Beehive

Is a coordinated effort to reduce the diversion of Ritalin and other Schedule II stimulants in the Salt Lake City, Utah area. Based on ARCos data, the State of Utah ranked #1 nationally in terms of the per capita consumption of methylphenidate (Ritalin), #4 or #5 in amphetamine and methamphetamine, and #4 in cocaine for 1985 and early 1986. This operation commenced on April 20, 1987 for approximately 30 days and is targeting several pharmacies and doctors who are suspected of diverting these substances. The investigation is on-going and will be reviewed at the end of the 30-day period to determine if it should be extended. Seven 1810 Diversion Investigators and one secretary have been temporarily assigned to this operation. They have been assisted by a state investigator from the Division of Occupational and Professional Licensing.

Eight Diversion Investigators have been assigned to this task force for thirty days each. There is one supervisor at the GS-13 level, three GS-12's, one GS-11 and three at grades GS-7 thru 9.

Long Range Plans

The long range plan for these task forces is to develop them on an as needed basis to impact on diversion of controlled substances in specific geographic areas. The Office of Diversion Control is presently considering two other areas for task force operations. They involve the diversion of specific controlled substances on a localized area.

## Question 3(f):

Please provide the latest summary of the DAWN reporting that indicates the current mentions for diverted drugs in comparison with schedule I or imported drugs. Please provide a list of the top twenty mentioned drugs in DAWN with the number of mentions.

Answer:

The following is a listing of the DAWN data available which reflects the national DAWN hospital emergency room estimates for the top 20 controlled substances covering the time interval from January 1986 through September 1986.

**TOP TWENTY CONTROLLED SUBSTANCES BASED ON  
NATIONAL ESTIMATES OF DAWN EMERGENCY  
ROOM MENTIONS**

January 1986 through September 1986

<u>Drug</u>	<u>Estimated Mentions</u>	
o Cocaine	37,198	
+	Heroin	22,377
x Diazepam	17,495	
+	Marijuana	9,917
x Alprazolam	9,145	
x Codeine Comb	8,524	
+	PCP and PCP Comb	8,412
o Dex/Amp/Meth Preps	7,519	
x D-Propoxyphene	4,895	
x Oxycodone	4,167	
x Phenobarbital	3,812	
x Chlordiazepoxide	3,746	
x Lorazepam	3,666	
x Flurazepam	3,533	
x Clorazepate	2,696	
x Butalbital Comb	2,562	
x Methadone	2,445	
x Tempazepam	2,035	
+	LSD	1,836
x Codeine	1,768	
Total Mentions	157,748	
Total Mentions Involving Licit Substances	71,163	
Percentage of Total Mentions Involving Licit Substances	45.1	
Percentage of Total Mentions Involving Illicit Substances	54.9	

\* - August and September estimates are preliminary

x - Licit

+ - Illicit

o - Combination

TOP 20 CONTROLLED SUBSTANCES BASED ON NATIONAL  
ESTIMATES OF DAWN EMERGENCY ROOM MENTIONS

<u>DRUG</u>	<u>1985</u>	<u>1984</u>	<u>1983</u>	<u>1982</u>	<u>1981</u>	<u>1980</u>
+ Heroin	1 (26,586)	3 (23,308)	2 (21,834)	2 (20,014)	2 (15,225)	4 (12,302)
o Cocaine	2 (26,263)	2 (23,522)	3 (14,544)	5 (11,592)	8 ( 8,606)	11 (7,450)
x Diazepam	3 (25,921)	1 (28,315)	1 (32,569)	1 (36,099)	1 (40,411)	1 (44,053)
+ Marijuana	4 (11,413)	5 (11,288)	7 (10,117)	7 (10,543)	7 ( 8,938)	8 ( 8,320)
x Codeine Comb	5 (10,904)	6 (10,243)	5 (11,003)	6 (11,056)	5 (10,948)	7 ( 9,138)
x Alprazolam	6 (10,414)	8 ( 7,542)	16 ( 4,248)	- (-----)	- (-----)	- (-----)
o Dex/Amp/Meth Prep	7 ( 9,476)	4 (11,380)	4 (11,674)	3 (12,065)	3 (14,141)	5 (11,641)
+ PCP and PCP Comb	8 ( 8,932)	7 (10,157)	8 ( 9,803)	10 ( 7,575)	13 ( 5,731)	12 ( 7,219)
x D-Propoxyphene	9 ( 7,505)	10 ( 7,404)	9 ( 7,211)	8 ( 8,030)	9 ( 8,434)	6 ( 9,560)
x Flurazepam	10 ( 5,634)	9 ( 7,540)	6 (10,210)	4 (11,859)	4 (12,767)	2 (13,059)
x Lorazepam	11 ( 5,371)	13 ( 5,441)	13 ( 5,453)	14 ( 5,073)	14 ( 4,930)	20 ( 3,435)
x Chlordiazepoxide	12 ( 5,190)	12 ( 6,155)	11 ( 6,559)	11 ( 7,294)	11 ( 7,577)	9 ( 7,526)
x Phenobarbital	13 ( 5,189)	11 ( 6,341)	10 ( 7,122)	12 ( 7,039)	10 ( 7,619)	10 ( 7,502)
x Oxycodone	14 ( 4,705)	14 ( 5,124)	14 ( 4,904)	15 ( 4,755)	16 ( 4,504)	14 ( 4,254)
x Chlorazepate	15 ( 4,570)	15 ( 4,982)	12 ( 5,604)	13 ( 5,415)	12 ( 5,798)	(-----)
x Butalbital Comb	16 ( 3,745)	16 ( 3,691)	17 ( 4,066)	17 ( 4,322)	17 ( 4,451)	13 ( 4,308)
x Methadone	17 ( 3,035)	17 ( 3,138)	18 ( 3,890)	20 ( 3,709)	19 ( 3,726)	19 ( 3,557)
x Temazepam	18 ( 2,845)	- (-----)	- (-----)	- (-----)	- (-----)	- (-----)
+ LSD	19 ( 2,810)	20 ( 2,813)	20 ( 2,823)	18 ( 4,274)	18 ( 3,851)	18 ( 3,573)
x Codeine	20 ( 2,328)	18 ( 3,009)	- (-----)	- (-----)	- (-----)	- (-----)
x Methaqualone	- (-----)	19 ( 2,896)	15 ( 4,837)	9 ( 7,752)	6 (10,815)	3 (12,846)
x Pentazocine	- (-----)	- (-----)	19 ( 3,313)	16 ( 4,629)	15 ( 4,905)	15 ( 3,857)
x Ethchlorvynol	- (-----)	- (-----)	- (-----)	19 ( 3,796)	20 ( 3,714)	16 ( 3,781)
x Secobarb/Amobarb	- (-----)	- (-----)	- (-----)	- (-----)	- (-----)	17 ( 3,615)
Total Mentions	182,836	184,289	181,784	186,891	187,094	181,596
Total Mentions Involving Licit Substances	97,756	102,748	111,845	121,478	131,618	131,487
Percentage of Total Mentions Involving Licit Substances	53.5	55.8	61.5	65.0	70.3	72.4
- Licit						
- Illicit						
- Combination						

- Licit  
- Illicit  
- Combination

QUESTION 3(g):CLANDESTINE LABORATORY INVESTIGATION

PLEASE DESCRIBE THE CLANDESTINE LABORATORY INVESTIGATIONS AND THE REPROGRAMMING OF FUNDS FOR THAT PROGRAM.

ANSWER:

The initiation of clandestine laboratory investigations, like most other narcotic investigations, is usually based upon information received from cooperating individuals and informants. Many times these sources of information are employed by chemical wholesalers or retail distributors which are the outlets for the necessary precursor chemicals used to manufacture the controlled substances. DEA agents routinely monitor suspicious purchases from chemical supply firms.

Special Agents often monitor the movement of precursors from the distributors to suspect businesses and persons. Frequently long protracted surveillances of the movement of the chemicals will result in the locating of the clandestine laboratory site and the identity of suspects. When the clandestine manufacturing operation is in process, telltale odors are discharged into the atmosphere. These odors often alert both local citizens and law enforcement personnel to the presence of this clandestine manufacturing. Many illegal laboratories have been seized based upon citizen complaints of noxious odors. Search warrants are obtained based upon this information resulting in the seizure of laboratories and the arrest of defendants.

Clandestine laboratory investigations and subsequent raids are extremely dangerous operations. Not only are agents subjected to the constant threat of weapons, many of which are automatic, but many of these clandestine laboratories contain explosives and booby traps. An equally important threat is that of the chemicals which are encountered in the laboratories by both agents and DEA chemists. DEA has reprogrammed sufficient funds to purchase protective and safety equipment to outfit twelve clandestine laboratory groups. DEA is finalizing the development of a clandestine laboratory safety program and instruction in this area will begin in June 1987.

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The reprogramming of funds to domestic enforcement to handle precursor chemical tracking and clandestine laboratory operations has been previously discussed in the response to question 1(c).

QUESTION 4(a):STATE AND LOCAL TASK FORCE PROGRAMS

(a) ENCLOSED ARE THE WORKLOAD AND ACCOMPLISHMENTS SECTIONS REGARDING THE STATE AND LOCAL TASK FORCE PROGRAM FROM EACH OF DEA'S BUDGET REQUEST FOR FY 1985, FY 1986, FY 1987 AND FY 1988 (ATTACHMENT A). ON PAGE 40 OF THE FY 1985 SUBMISSION AND ON PAGE 44 OF THE FY 1986 SUBMISSION, DEA SAID THAT ITS CONVICTION RATE FOR ARRESTS BY THE STATE AND LOCAL TASK FORCES WAS 97% IN 1982, 98% FOR 1983 AND 98% IN 1984.

ON PAGE 42 OF THE FY 1987 SUBMISSION, DEA REVISED ITS STATEMENT OF THE STATE AND LOCAL TASK FORCE CONVICTION RATE DOWNWARD TO 77% IN 1984 AND REPORTED THE RATE TO HAVE BEEN 76% IN 1985.

IN THE FY 1988 BUDGET SUBMISSION, DEA HAS DISCONTINUED REPORTING ON THE CONVICTION RATE IN THE ACCOMPLISHMENTS AND WORKLOAD SUMMARY OF THE STATE AND LOCAL TASK FORCES PROGRAM. IN THE STATISTICS PRESENTED ON PAGE 36 OF YOUR FY 1988 SUBMISSION, IT APPEARS THAT IN 1985 THE TOTAL OF 2025 CONVICTIONS IN STATE AND FEDERAL COURT WAS ONLY 67% OF THE 3172 TOTAL ARRESTS (NOT THE 76% CLAIMED IN THE FY 1987 SUBMISSION), AND THAT IN 1986 THE TOTAL OF 2261 CONVICTIONS WAS ONLY 56% OF THE 4026 ARRESTS. IN YOUR ORAL TESTIMONY YOU DENIED THE ACCURACY OF THESE NUMBERS. PLEASE PROVIDE AN ACCURATE SUMMARY OF THE ARRESTS AND CONVICTIONS FOR THE STATE AND LOCAL TASK FORCES.

IF YOUR STATISTICS FROM THE FY 1987 AND FY 1988 SUBMISSIONS AND THE ARITHMETIC OF THE SUBCOMMITTEE ARE NOT WRONG, PLEASE EXPLAIN WHY THE CONVICTION RATE FOR THE STATE AND LOCAL TASK FORCES HAS FALLEN OFF SO SHARPLY.

ANSWER:

The arrest and conviction figures for the state and local task forces as provided in our FY 1988 budget submission are in fact accurate. When I spoke of the accuracy of these numbers, I was referring to the comparison of our total number of arrests to our total number of convictions in one particular year. To be specific, the question states that in 1986 the total of 2,261 convictions was only 56% of the 4,026 arrests. Because there is usually an extended time

- 2 -

period, as much as two years or more, between the time of arrest and conviction, the defendants convicted in a particular year do not represent those arrested during that year. In fact, of the 4,026 arrests made by the state and local task forces in 1986, 64 percent of these arrests are pending disposition. What has happened has been a significant increase in the number of arrests made by the state and local task forces in 1986 which we will hopefully see in an increased number of convictions two or three years in the future.

With regard to the conviction rate for state and local task forces, the figure has been relatively constant for the past three years (FY 84-86). Prior to the 1987 congressional budget submission, the conviction rate represented those offenders convicted as a percentage of those actually indicted and tried. Using the most recent data but under the old formula, the conviction rate for FY-84 was 97.2, for FY-85 was 97.3 and for FY-86 was 97.6. In the 1987 submission, the conviction rate was computed with dismissals included in the formula to gain a more accurate assessment of our workload. Under this new formula, the conviction rates were lowered to 80.7 in FY-84, 80.4 in FY-85, and 81.2 in FY-86. In subsequent budget submission, DEA decided to reflect total convictions and not include a conviction rate which can vary widely depending on the factors included in its computation.

QUESTION 4(b):

PLEASE DESCRIBE MORE FULLY THE ONGOING ACTIVITIES OF THE 24 ANTI-CRACK TASK FORCES THAT YOU SAID HAVE BEEN ESTABLISHED. HOW MANY AGENTS ARE ASSIGNED TO THESE TASK FORCES? HOW MANY ARRESTS HAVE BEEN ACHIEVED? WHAT ARE YOUR PLANS FOR THE FUTURE OF THESE TASK FORCES?

ANSWER:

Crack Teams have been designated in the following 22 locations throughout the country: Atlanta, Boston, Chicago, Dallas, Denver, Detroit, Houston, Los Angeles, Miami, Ft. Myers, Ft. Lauderdale, Newark, New Orleans, New York, Philadelphia, Phoenix, San Diego, Seattle, St. Louis, Kansas City, Washington, D.C. and DEA Headquarters. The remaining two sites to total 24 crack teams are under review. Forty-six Special Agent positions have been dedicated to staff these 22 crack teams from the \$8 million supplemental appropriation for domestic cocaine enforcement in the Anti-Drug Abuse Act of 1986. Two Agents are assigned to each crack team to work with state and local officers on crack investigations. The teams can avail themselves of DEA expertise, technical equipment, funds for the purchase of evidence and information, and asset sharing opportunities provided by the Comprehensive Crime Control Act of 1984.

Of the 22 selected crack team sites, teams have been established in 12 cities. The remaining 10 teams will be established within the next few months. The institution of the crack teams has been a steady and deliberate process for a number of reasons. Last summer, anticipating the serious crack problem, we did not formally establish organized crack teams with the host of procedures agreements and regulations that accompany any new institution. Rather, we relied heavily on our existing state and local task forces to redirect our focus toward crack investigations. The New York Drug Enforcement Task Force (NYDETF) has led the agency in crack investigations. Through its efforts, which preceded the current crack team assignments, the NYDETF has been able to use the existing state and local task force concept, and substantially benefit from the multi-agency approach and established relationship with state and local entities.

- 2 -

The NYDETF effort resulted in 300 to 400 arrests, substantial asset seizures including over 300 vehicles and numerous large crack and cocaine seizures. These results have been realized since the NYDETF emphasized crack enforcement operation since July 1986.

When DEA received its budget from Congress, \$10 million was appropriated for the expansion of State and Local Task Forces. DEA supports 34 State and Local Task Forces in which DEA Special Agents and officers from state and local enforcement agencies cooperate on narcotics investigations in order to disrupt the illicit traffic in certain geographic areas. By definition, these task forces are geared to mid-level and street violators. Many major cities which are experiencing crack problems have these task forces in operation. Since the state and local task forces are not limited to any specific drug, crack trafficking organizations can be targeted for law enforcement action by these task forces. The \$10 million appropriation is being used to enhance the existing 34 task forces and to establish five new ones in Boston, Atlanta, Tampa, Ft. Myers and San Francisco.

Within the next six months, we will have a system in place which will provide at that time statistical summaries of crack arrests and seizures made by both the crack teams and state and local task forces. The current system can only provide such figures under the broad category of cocaine.

While it is premature to elaborate on the statistical accomplishments, we feel confident that the 39 state and local task forces together with the 12 existing crack teams and the ten additional ones soon to be established, will have a significant impact on the nation's crack problem.

QUESTION 5(a) FOREIGN COOPERATIVE INVESTIGATIONS:

WHY IS YOUR PROPOSAL INCREASE IN THIS PROGRAM SO SLIGHT (NO ADDITIONAL AUTHORIZED POSITIONS) AND YET THE DOMESTIC ENFORCEMENT PROGRAM IS ASKING FOR 56 NEW POSITIONS?

ANSWER:

The Foreign Cooperative Investigations Program has been increased by 116 positions during the past two fiscal years. This represents an almost one-third increase in staffing for this program. Due to the level of these recent increases, it was decided to withhold requesting additional positions until the new positions are totally absorbed into the program. Additional foreign staffing is constrained by the respective embassies' ability to absorb substantial increases in personnel especially in countries where security is a major problem. Many of these dangerous posts coincide with the countries for which narcotics is an issue of major concern.

QUESTION:

5 (b) YOU STATED ON PAGE 8 OF YOUR PREPARED STATEMENT THAT THE MEXICAN SHARE OF THE U.S. HEROIN MARKET INCREASED MORE THAN 20% BETWEEN 1984 AND 1985, AND ANOTHER 13% IN JUST THE FIRST HALF OF 1986. WHAT IS THE OUTLOOK FOR THE HEROIN SITUATION IN MEXICO?

ANSWER:

The Mexican heroin situation is becoming a greater problem. It is presently believed that Mexico's share of the U.S. heroin market is now around 41% of the total. Year round opium cultivation, transshipments from other countries, black-tar production by the small entrepreneur and continued activity on the part of the large, insular, traditional groups all add up to a troublesome picture.

FOREIGN COOPERATIVE INVESTIGATIONS

**QUESTION:** 5C. In your prepared statement, you did not discuss Colombia, but you said that the Colombians are "Hitting" the refineries. Please provide the number of refineries that have been eliminated and indicate which of these are urban and which are jungle "Refineries." What is DEA's estimate of the number of new cocaine refineries established in Colombia in FY 1986 and FY 1987?

**ANSWER:** During 1986, an estimated 650 cocaine laboratory sites were identified in Colombia. Of this total, 509 cocaine paste, base and cocaine hydrochloride laboratories were destroyed. Fifty-one were positively identified as cocaine hydrochloride laboratories.

During 1987 to date, an estimated 110 laboratories have been identified in Colombia; 51 laboratories have been raided, of which 25 were cocaine hydrochloride. The remaining 26 laboratories were either producing cocaine paste or base.

Many laboratories are being rebuilt on previously destroyed sites making it hard to determine the number of new cocaine refineries. The above estimates include those sites previously destroyed and rebuilt.

Although specific records are not maintained, it is estimated that 90 percent are in the jungle or rural areas.

QUESTION 5(d)(i):

THE NUMBERS OF FOREIGN AGENTS TRAINED OR TO BE TRAINED (PAGE 27 OF THE SUBMISSION) DECREASED FROM FY 1985 (1,552) TO FY 1986 (1,341) AND IS SCHEDULED TO DECLINE SLIGHTLY TO 1,300 IN THIS FISCAL YEAR. FY 1988 IS PROJECTED TO REMAIN AT THE FY 1987 LEVEL. DOES DEA PAY FOR THIS TRAINING OR IS IT REIMBURSED BY THE BUREAU OF INTERNATIONAL NARCOTIC MATTERS OF THE DEPARTMENT OF STATE?

ANSWER:

This training is paid for in its entirety by the Bureau of International Narcotic Matters of the Department of State. This includes the salaries of DEA employees assigned to the International Training Division of DEA.

QUESTION

5(d)(ii) The House Foreign Affairs Committee Staff Report (U.S. Narcotics Control Programs Overseas: A Continuing Assessment March 1987) notes that small aid programs in certain countries would make a significant impact in anti-narcotic efforts. In what countries is DEA training foreign law enforcement officials? Is DEA training foreign law enforcement officials in any countries which have not previously received aid?

ANSWER

In FY 1986, twenty-six schools were conducted in foreign host countries, which provided instruction and assistance to more than 1,000 law enforcement officers. Concurrently, approximately 500 foreign officials from 70 nations were trained in the United States. In FY 1987 schools have been conducted in the following countries: Kenya, Thailand, Peru, Colombia, Austria, Turkey, Greece, Guatemala, Pakistan, Costa Rica, Dubai Singapore, India and Mexico. During the remaining five months of FY 1987 schools will also be conducted in the following countries: Paraguay, Argentina, Brazil, Trinidad, Finland, Bolivia and the South Pacific Seas Region. At some point in time, all of these countries have previously received aid in international narcotics control whether it be formalized training, law enforcement advice and assistance, or actual crop eradication funds.

For the most part, our international training effort is principally directed at those nations which produce and manufacture illicit drugs and is focused on methods of detecting and suppressing the narcotics traffic within their respective jurisdictions. Courses are also conducted in intelligence collection and analytical methods, asset removal, and management and supervision of narcotics units.

QUESTION 5e(i):

THE HFAC STAFF REPORT (MARCH 1987) RECOMMENDS THE ASSIGNMENT OF ADDITIONAL DEA AGENTS TO GUATEMALA. PLEASE COMMENT ON THAT RECOMMENDATION.

ANSWER:

The HFAC Staff Report was consistent with DEA's earlier findings such that two additional agents positions have been approved for Guatemala. These vacancies are soon to be announced for competitive selection.

5e(ii) QUESTION:

The HFAC Staff Report notes little interaction between DEA and the Regional Security Officers in the Mediterranean and the Middle East. What action have you taken to encourage greater cooperation between DEA and these officials?

ANSWER:

DEA always reports all security related information to Embassy security officials and participates as an active member of the Embassy action committees.

QUESTION: 5e(iii)

Please provide an update on DEA's effort to obtain radios and additional training for Greek Police Narcotic Squads.

ANSWER:

Radios for Greece are approved and presently being obtained. In October 1986, a one-week airport training school was conducted by DEA. Requests for future training schools have recently been made to all DEA overseas offices to prepare FY 1988 training schedules. Upon receipt of these responses, future training needs for Greece will be evaluated.

QUESTION: 5e(iv)

Please comment on the recommendations of the HFAC Staff Report that an additional agent or Intelligence Analyst be assigned to Cyprus and that an understanding with the U.S. Embassy in Beirut should be achieved to allow DEA personnel to make visits to Beirut.

ANSWER:

The increase in DEA Agent staffing to Cyprus is presently being studied. DEA Intelligence Analysts are being assigned on a temporary duty basis as the need arises and resources available. A major portion of DEA's budgetary enhancements have been directed to and utilized in South America.

The need to travel to Beirut will be addressed on a case-by-case basis as in the past due to the obvious security risks that are present in Lebanon especially those security risks that face U.S. personnel.

QUESTION 5e(v):

THE HFAC STAFF REPORT ARGUES THAT DEA'S DEPLOYMENT IN VIENNA IS INADEQUATE TO RESPOND TO THE DEMANDS OF THE LARGE REGION IT IS ASSIGNED TO COVER. ARE THERE ANY REASONS WHY DEA'S OFFICE IN VIENNA CANNOT BE EXPANDED BY ONE OR TWO ADDITIONAL AGENTS?

ANSWER:

In November 1986, a third agent was assigned to the Vienna Country Office to assist in meeting the demands of covering DEA Vienna's large geographical area of responsibility. At the present time, we do not see the need to increase the number of agents in this office until such time as we determine the effect that the recent assignment of the third agent has had on alleviating the burden of coverage. Moreover, given the seriousness of the problems and demands we face in the drug producing source countries, we believe our resources should be directed to these areas of the world rather than substantially increasing our European presence.

QUESTION: 5e(vi)

The HFAC staff report argues that security at DEA's Vienna Office is insufficient. Could you comment on that assertion?

ANSWER:

The Drug Enforcement Administration's Vienna Country Office is co-located in the Consulate with the consular offices, U.S. Customs and Immigration and Naturalization Services. The consulate is on the fourth floor of a steel reinforced concrete building connecting with the Vienna Marriott Hotel. The consulate is protected twelve hours a day by a two-man Marine security guard as well as a single, armed policeman.

Windows on the fourth floor are of hardened plastic further protected with shatter-resistant film. The door accessing the Drug Enforcement Administration/Customs space off the elevator lobby is of solid cored wood with a Simplex digital lock. This door is maintained in a locked condition. A second door off the Drug Enforcement Administration accessing one of the building stairwells is a ballistic fire door with a fifteen minute forced entry rating.

Austria is a politically stable country, but the State Department's Physical Security Survey Report cites a potential for anti-American terrorist activities.

The Vienna Country Office will be the subject of a Drug Enforcement Administration physical security inspection and threat analysis later this year. Office security will be appropriately reviewed at that time.

**5e(vii) QUESTION:**

The HFAC Report noted that the Government of Mauritius is anxious for DEA assistance. Has that fact been communicated to DEA? What steps are DEA taking to provide assistance?

**ANSWER**

The fact that Mauritius is anxious for DEA assistance has been communicated via our Country Attaché in Cairo. In addition, our Country Attaché in Cairo makes periodic liaison trips to Mauritius to conduct basic drug enforcement and airport interdiction training programs. In FY88, a Regional Training School for the eastern section of Africa is tentatively scheduled to be held in Mauritius. DEA has provided recommendations relative to asset and precursor controls at the Ministerial level which have been adopted in the new drug bill for Mauritius.

QUESTION 5e(viii):

IS DEA UNDERTAKING ANY NEW INITIATIVES IN THE REGION OF THE PERSIAN GULF, PARTICULARLY IN KUWAIT?

ANSWER:

In April of 1987, DEA's Office of International Training conducted a two-week International Narcotics School in the United Arab Emirates to which Kuwait was an attendee. DEA representatives based in Pakistan conduct periodic liaison trips into the Persian Gulf area for limited training and provide ideas for new narcotics interdiction programs.

QUESTION 5e(ix):

THE HFAC STAFF REPORT NOTED THAT THE STATE DEPARTMENT INSPECTOR GENERAL RECOMMENDED STATIONING A DEA AGENT IN KATHMANDU, NEPAL. WHAT IS DEA'S RESPONSE TO THAT RECOMMENDATION?

ANSWER:

From April to May 1987, a senior DEA Special Agent traveled throughout India, Bangladesh and Nepal conducting a staffing study of these areas with particular emphasis on establishing an office in Kathmandu. Based on his findings, we are supporting the stationing of an Agent in Kathmandu.

QUESTION 5e(x):

PAGE 25 OF THE BUDGET SUBMISSION SETS FORTH DEA'S PLANNING TO EXPAND ITS NETWORK OF OVERSEAS OFFICES. PLEASE PROVIDE A DETAILED JUSTIFICATION FOR THIS PLAN AND THE PRIORITIES OF THE TIMETABLE. ARE THERE ANY REASONS TO DELAY THE 1989 OFFICE OPENINGS ONE YEAR OTHER THAN FISCAL? WERE THE DECISIONS TO DELAY OPENINGS UNTIL 1989 MADE AT DEA OR AT MAIN JUSTICE OR THE OFFICE OF MANAGEMENT AND BUDGET? CAN THE OFFICE EXPANSIONS BE ADVANCED ONE YEAR? IN PARTICULAR, GIVEN THE SITUATION IN THE INDIAN SUBCONTINENT, WHAT IS THE JUSTIFICATION FOR DELAYING THE OPENING OF A CALCUTTA REGIONAL OFFICE UNTIL 1989?

ANSWER:

The plan for expanding DEA's network of overseas offices is based on DEA's international enforcement objectives and is totally dependent upon the approval of host country government officials.

The offices planned for 1986 have been established. The 1987 expansion is intended to focus upon Central and South American countries involved in cocaine trafficking. During 1988, DEA plans to expand its presence in Africa and the Middle East. The scheduled openings during 1989 will further expand DEA coverage in Africa and Asia.

The proposed openings have been scheduled through 1989 based on enforcement priorities and the anticipated receptivity of host country officials. In particular, the Calcutta opening is being delayed pending establishment of permanent staffing levels for India.

QUESTION 5(d):

IN YOUR STATEMENT'S DISCUSSION OF THE SEIZURE OF 509 CLANDESTINE LABORATORIES, YOU MENTIONED THE SEIZURE OF 1000 WEAPONS. WHAT ARE THE WEAPONS SEIZURE STATISTICS FOR THE OTHER TYPES OF ARRESTS THAT YOU MAKE?

ANSWER:

DEA instituted a weapons seizure reporting system during the fourth quarter of FY 1986. Attached are copies of the first three DEA Quarterly Weapons Seizure Report.

We are unable to respond to the subcommittee's question about the types of cases in which weapons are seized because the format of the statistics reported to DEA Headquarters is identical to that of the attached summary reports, which do not identify types of cases involved.

Statistics on weapons seized in conjunction with clandestine laboratory seizures are from a separate reporting series for clandestine laboratory seizures.

UNITED STATES GOVERNMENT

## memorandum

MAY 26 1987  
Peter F. Gruden, Assistant Administrator  
Planning and Inspection Division

REPLY TO:  
ATTN OF:

SUSJECT:

Firearms Seizure Report (FFS 060-07.2)

TO: SEE DISTRIBUTION

Attached is the Firearms Seizure Report for October 1986 - March 1987, which is based upon information in the Field Management Reports prepared by divisional and country offices.

Data are summarized for the domestic field divisions. A total of thirty-two reports were received from foreign offices (excluding those that report to the Miami Division). Twenty-two of those were negative reports. The remaining ten reported weapons seizures in nine cases, six armed defendants, and a total of nineteen weapons seized - 2 automatic weapons, 3 rifles, 6 shotguns, 7 revolvers, and 1 semi-automatic pistol.

Please refer any questions to Mr. Hunter Peil, Chief, Statistical Operations Unit, at FTS 272-6387.

## Attachment

## DISTRIBUTION:

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OPTIONAL FORM NO. 10  
(FEB-74-74)  
GSA FPMR (41 CFR) 101-11.8  
EO10-114  
\* GPO: 1988-491-248/20641

74-587 0198

05/19/87

DEA FIREARMS SEIZURE REPORT  
OCTOBER 1986 THROUGH MARCH 1987  
STATISTICAL OPERATIONS UNIT

DIVISION	NUMBER CASES	ARMED AUTOMATIC			SEMI-AUTOMATIC			TOTAL PISTOLS	TOTAL WEAPONS
		DEFENDANTS	WEAPONS	RIFLES	SHOTGUNS	REVOLVERS			
ATLANTA	25	19	0	32	24	104	65	225	
BOSTON	13	22	1	19	10	22	7	59	
CHICAGO	15	35	2	5	5	19	10	41	
DALLAS	40	44	4	54	27	50	51	186	
DENVER	26	25	4	13	14	36	13	80	
DETROIT	63	40	8	58	67	112	73	318	
HOUSTON	63	49	7	82	26	67	73	255	
LOS ANGELES	30	24	5	25	12	23	24	89	
MIAMI	38	32	15	8	7	31	37	98	
NEWARK	4	4	4	0	3	5	1	13	
NEW ORLEANS	9	13	0	9	3	11	4	18	
NEW YORK	64	46	25	22	17	77	53	194	
PHILADELPHIA	15	5	2	6	9	20	6	43	
PHOENIX	10	8	0	2	0	8	5	15	
SAN DIEGO	116	69	5	61	41	114	68	289	
SAN FRANCISCO	32	20	1	34	22	39	68	164	
SEATTLE	28	21	3	95	45	66	45	254	
ST LOUIS	18	15	5	36	18	46	38	143	
WASHINGTON	21	1	4	18	13	46	28	109	
*** Total ***	630	492	95	570	363	896	669	2593	

DEA FIREARMS SEIZURES  
OCT. 1986 - MAR. 1987  
TOTAL = 2593

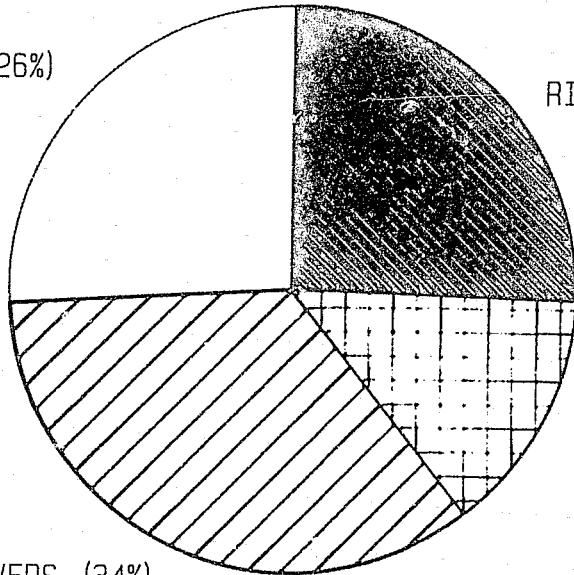
AUTO. WEAPONS (4%)

SEMAUTO PIST. (26%)

RIFLES (22%)

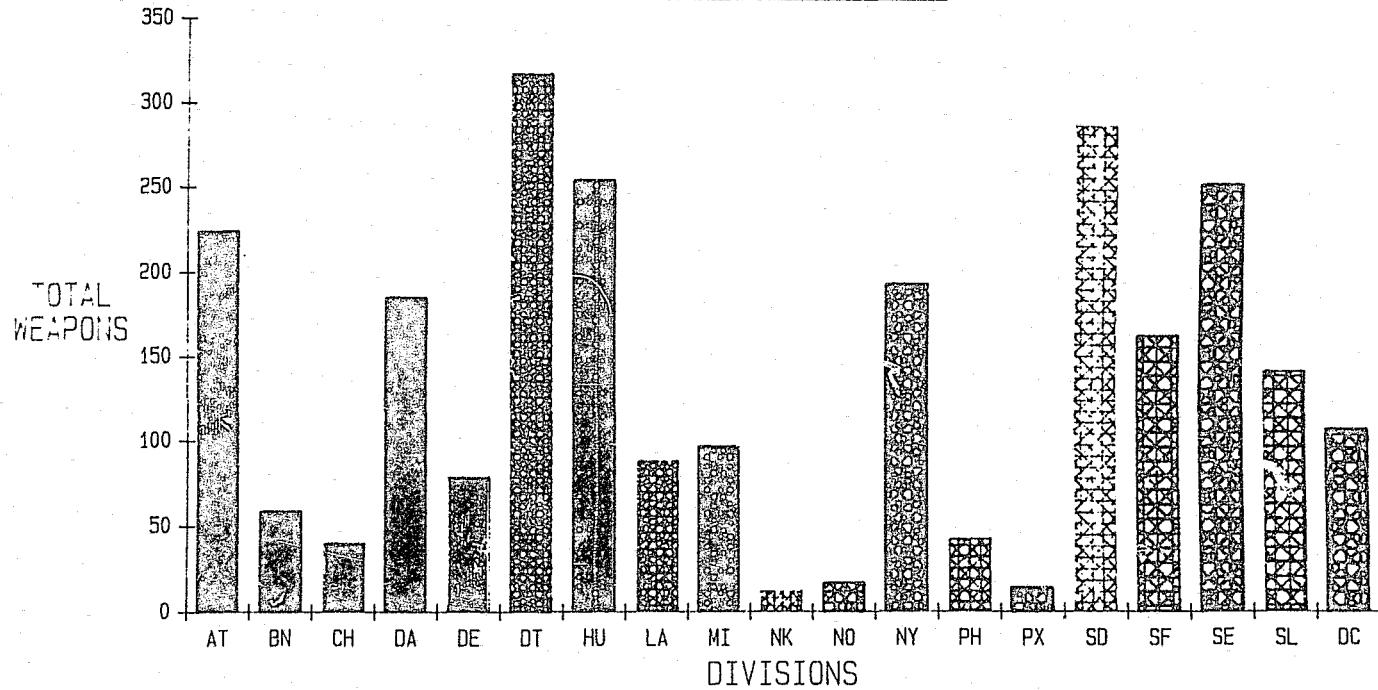
SHOTGUNS (14%)

REVOLVERS (34%)



384

DEA FIREARMS SEIZURES  
OCT. 1986 - MAR. 1987  
TOTAL = 2593



UNITED STATES GOVERNMENT  
memorandum

**DATE:** MAR 16 1987

**REPLY TO** ATTN OF: Peter E. Graden, Assistant Administrator  
Program and Inspection Division

**SUBJECT:** Quarterly Weapons Seizure Report (FFS: 060-07.2)

**TO:** SEE DISTRIBUTION

Attached is the Quarterly Weapons Seizure Report for October-December 1986, which is based upon information in the Field Management Reports prepared by field offices.

This is the second issue of the Weapons Seizure Report. The total number of weapons seized increased from 912 in the fourth quarter of FY 1986 to 1,145 in the first quarter of FY 1987. The types of weapons seized, however, remained essentially unchanged (see the pie chart in the attachment).

Data are summarized for the domestic field divisions. A total of nineteen reports were received from foreign offices (excluding those that report to the Miami Division). Sixteen of those were negative reports. The remaining three reported weapons seizures in four cases, three armed defendants, and a total of seven weapons seized: 1 automatic weapon, 1 rifle, 1 shotgun, 3 revolvers, and 1 semi-automatic pistol.

The availability of this report is a function of the timeliness of the Field Management Reports. SACs are requested to ensure compliance with requirements of Subchapter 6143.1 of the DEA Agents Manual.

Please refer any questions to Mr. Hunter Peil, Chief, Statistical Operations Unit, at FIS 272-6387.

Attachment

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OPTIONAL FORM NO. 10  
(REV. 1-80)  
GSA FPMR (41 CFR) 101-11.8  
5010-114

\*U.S. G.P.O. 1983-281-522/6401

74-587 0202

DEA WEAPONS SEIZURES  
OCT.-DEC. 1986  
TOTAL = 1145

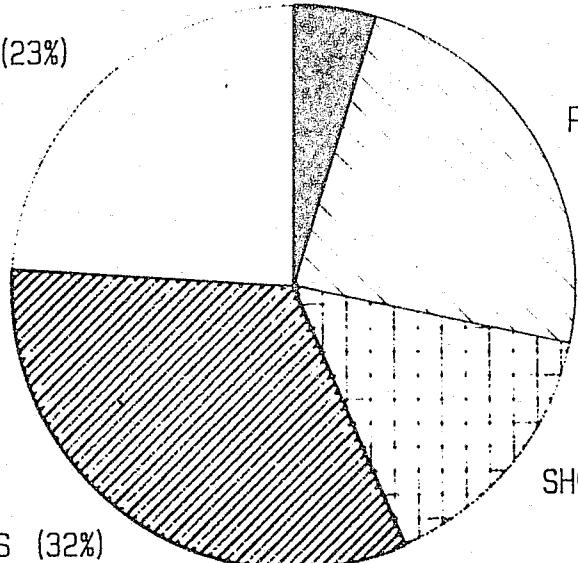
AUTO. WEAPONS (4%)

SEMAUTO PIST. (23%)

RIFLES (23%)

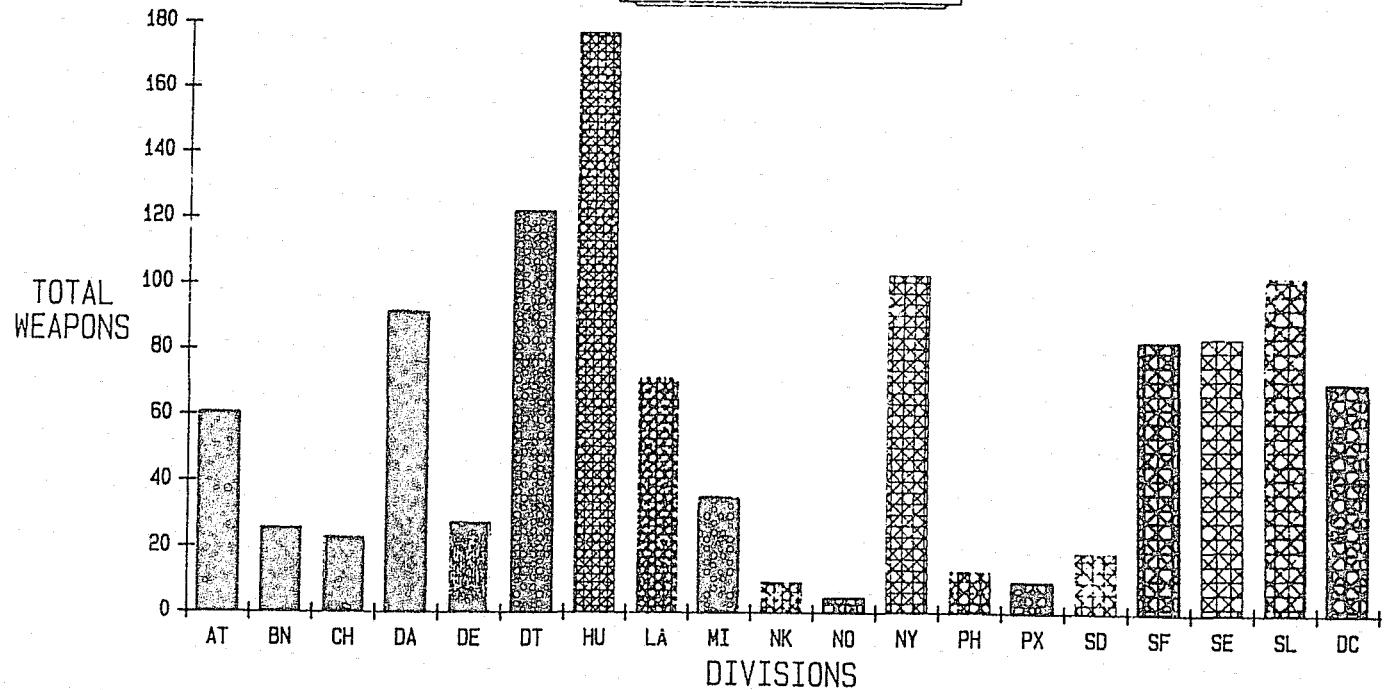
SHOTGUNS (15%)

REVOLVERS (32%)



1887

DEA WEAPONS SEIZURES  
OCT.-DEC. 1986  
TOTAL = 1145



03/13/87

DEA WEAPONS SEIZURE REPORT  
OCTOBER-DECEMBER 1986  
STATISTICAL OPERATIONS UNIT

DIVISION	NUMBER CASES	ARMED AUTOMATIC DEFENDANTS	WEAPONS	RIFLES	SHOTGUNS	REVOLVERS	SEMI-AUTOMATIC PISTOLS	TOTAL WEAPONS
ATLANTA	14	11	0	13	15	26	7	61
BOSTON	9	16	1	3	4	13	3	26
CHICAGO	10	14	1	3	4	12	3	23
DALLAS	13	15	3	26	20	27	16	92
DENVER	10	12	2	7	13		4	28
DETROIT	16	4	7	26	22	39	29	123
HOUSTON	29	26	3	66	14	43	52	178
LOS ANGELES	21	18	3	24	10	19	16	72
MIAMI	9	6	4	1	5	12	14	36
NEWARK	3	4	4	0	0	5	1	10
NEW ORLEANS	3	2	0	0	3	1	1	5
NEW YORK	37	20	16	12	7	36	33	104
PHILADELPHIA	8	5	1	0	1	7	4	13
PHOENIX	7	6	0	2	0	5	3	10
SAN DIEGO	10	5	0	6	2	9	2	19
SAN FRANCISCO	13	5	1	11	16	27	29	84
SEATTLE	7	6	1	30	13	24	16	85
ST LOUIS	9	8	2	33	18	31	20	104
WASHINGTON	10	1	4	15	11	24	18	72
<b>*** Total ***</b>	<b>238</b>	<b>183</b>	<b>64</b>	<b>276</b>	<b>172</b>	<b>373</b>	<b>271</b>	<b>1145</b>

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UNITED STATES GOVERNMENT

## memorandum

DATE: NOV 17 1986  
 REPLY TO: Marion S. Ramey, Deputy Assistant Administrator  
 ATTN/C: Office of Planning and Evaluation  
 SUBJECT: Domestic Quarterly Weapons Seizure Report (FFS 060-07.2)  
 TO: SEE DISTRIBUTION

DEA instituted a Weapons Seizure Report as an attachment to the Field Management Report effective with the fourth quarter of FY 1986. A summary of the reports submitted by the domestic divisions is attached, and covers the time period July-September 1986. Please be advised that no distinction is made between weapons that were seized as assets versus those seized from the traffic.

A negative report was submitted by the Newark Field Division. The Atlanta and Washington Divisions both reported weapons seized in Georgia under a Baltimore case. Atlanta statistics were adjusted to exclude the seizures also reported by Washington; this is consistent with DEA case documentation procedures and statistical practice.

Country offices submit weapons seizure reports, but at this writing only nine had been received - including five negative reports. Due to the paucity of data, no summary of foreign weapons seizures is provided.

The attached summary consists of (1) a table showing each division's statistics for the number of cases in which weapons were seized, the number of armed defendants who were arrested, and the number of weapons seized by type of weapon, (2) a pie chart showing the types of weapons seized, and (3) a bar chart showing the divisional distribution of total weapons seized.

Future editions of this summary should be available about 45 days after the end of each fiscal year quarter. Please refer any questions to Mr. Hunter Peil, Chief, Statistical Operations Unit, at FTS 272-6387.

## Attachment

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OPTIONAL FORM NO. 10  
 (REV. 1-60)  
 GSA FPMR (41 CFR) 101-11.8  
 3010-114

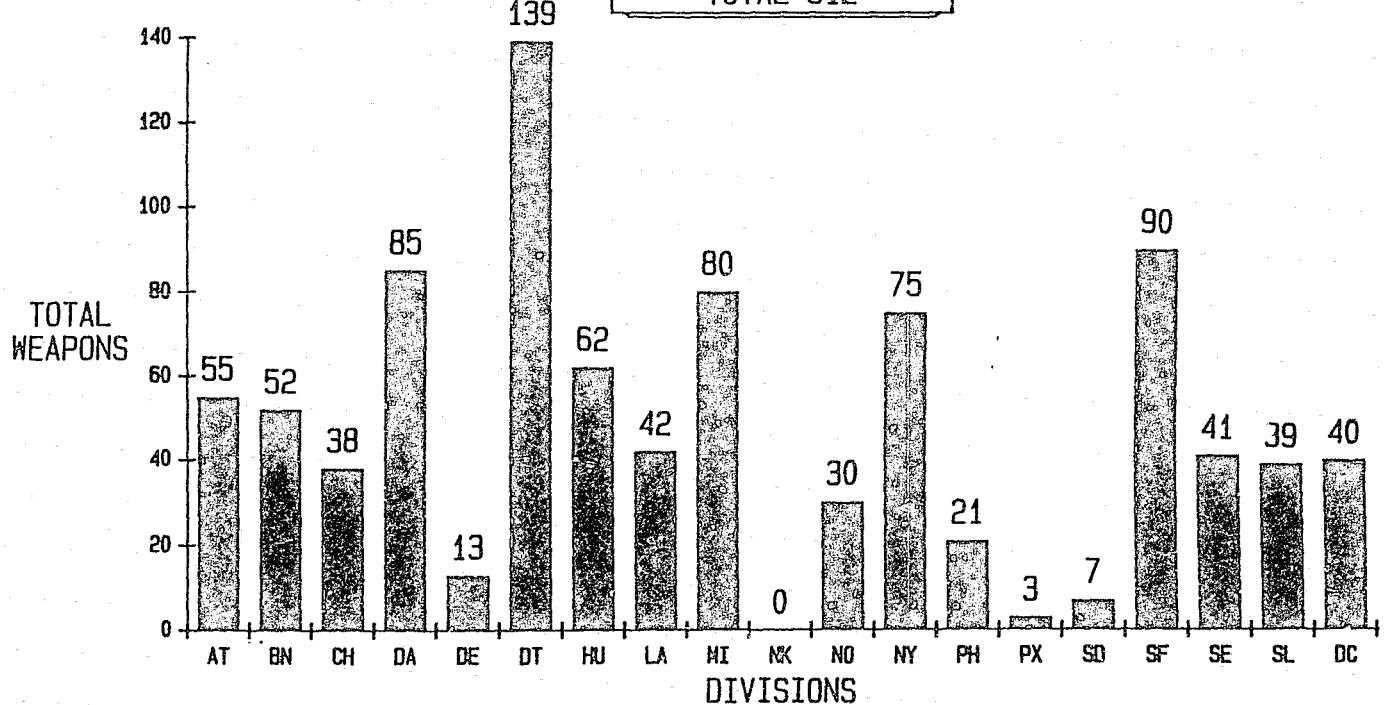
\* U.S. G.P.O. 1983-3817526/6401

Page No. 1  
11/14/86

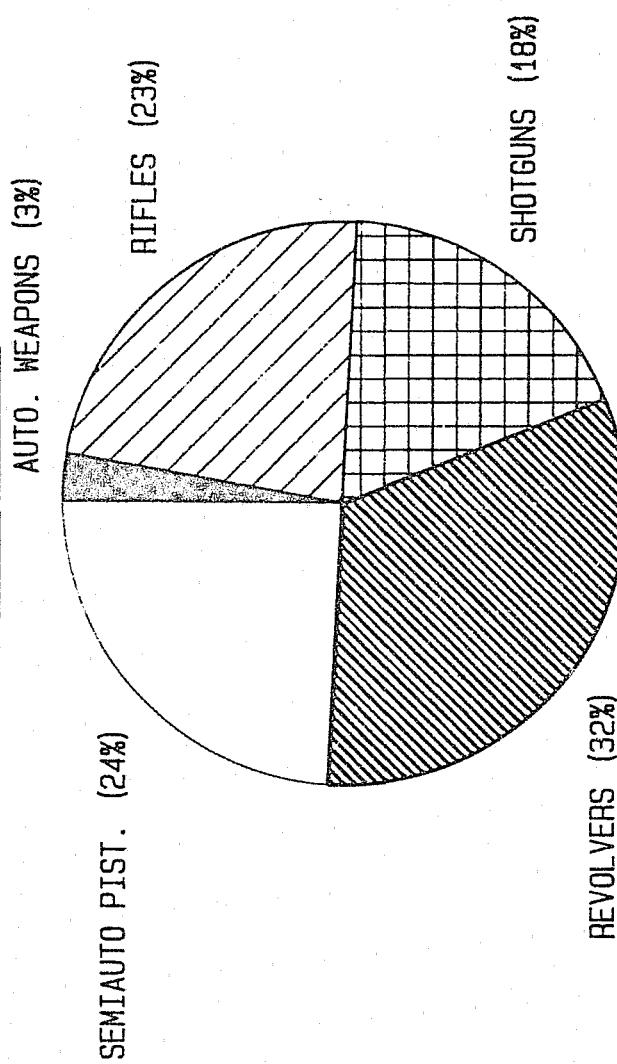
DEA WEAPONS SEIZURE REPORT  
JULY-SEPTEMBER 1986  
STATISTICAL OPERATIONS UNIT

DIVISION	NUMBER OF CASES	ARMED DEFENDANTS				WEAPONS			SEMI-AUTOMATIC PISTOLS	TOTAL WEAPONS
		RIFLES	SHOTGUNS	REVOLVERS	WEAPONS					
ATLANTA	15	11	3	19	13	17			7	55
BOSTON	6	4	0	13	13	13			13	52
CHICAGO	9	21	1	4	7	15			11	38
DALLAS	18	19	7	20	15	34			9	85
DENVER	9	13	0	1	0	11			1	13
Detroit	17	19	4	48	42	21			22	139
HOUSTON	19	16	0	7	5	27			23	62
LOS ANGELES	7	11	2	11	7	14			8	42
MIAMI	22	10	2	11	14	22			31	80
NEWARK	0	0	0	0	0	0			0	0
NEW ORLEANS	17	22	0	5	2	12			11	30
NEW YORK	33	18	2	9	8	30			26	75
PHILADELPHIA	5	0	1	10	0	7			3	21
PHOENIX	3	2	0	1	0	0			2	3
SAN DIEGO	5	4	0	0	1	1			5	7
SAN FRANCISCO	17	11	1	28	19	25			18	90
SEATTLE	15	2	1	11	10	7			12	41
ST. LOUIS	12	7	1	5	4	18			11	39
WASHINGTON	8	4	1	11	2	17			9	40
*** Total ***		231	189	20	212	161	289	222	912	

DEA WEAPONS SEIZURES  
JULY-SEPT. 1986  
TOTAL 912



DEA WEAPONS SEIZURES  
JULY-SEPT. 1986  
TOTAL 912



QUESTION 5(d):

WHAT ROLE DOES THE BATF PLAY IN DEVELOPING LEADS TO LEAD TO THOSE LABORATORY SEIZURES?

ANSWER:

The Bureau of Alcohol, Tobacco, and Firearms does not play a major role in the development of leads which result in laboratory seizures. The BATF plays a support role in clandestine laboratory investigations.

At this time, the role played by the BATF in developing leads to laboratory seizures could best be categorized as one of support. However, the BATF's increased application of 18 U.S.C. 924 (c) which provides mandatory penalties for those convicted of using or carrying a firearm during and in relation to any drug trafficking crime is likely to enhance their role in clandestine laboratory investigations. The staff of DEA and BATF are currently formulating guidelines which will facilitate cooperation in such cases.

QUESTION 5(d):

YOU SAID 15% OF THE WEAPONS SEIZED WERE AUTOMATIC. TO YOUR KNOWLEDGE DOES BATF DO AN INVESTIGATION ON EACH ONE OF THOSE WEAPONS?

ANSWER:

In response to the fact that 15% of all of the weapons seized on clandestine laboratory raids are automatic; the BATF does open investigations on each of these weapons. The BATF has assigned special agents to several DEA offices on a part-time basis to conduct follow-up investigations on these weapons. In San Diego and San Francisco these agents are assigned full-time due to the large number of these weapons that are encountered.

## 6. DEA INTELLIGENCE PROGRAM

### QUESTION

ASIDE FROM EPIC, WHAT TYPES OF INTELLIGENCE AND COLLECTION ANALYSES DOES THE INTELLIGENCE OFFICE GENERATE?

### ANSWER

THE OFFICE OF INTELLIGENCE AT DEA HEADQUARTERS IS COMPOSED OF THREE SECTIONS: OPERATIONAL INTELLIGENCE, STRATEGIC INTELLIGENCE AND FINANCIAL INTELLIGENCE. THE STRATEGIC INTELLIGENCE SECTION PROVIDES EVALUATED INFORMATION ON BROAD PATTERNS AND TRENDS WHICH ASSISTS POLICY PLANNERS AND DECISION MAKERS TO MAKE APPROPRIATE RESOURCE AND LEGISLATIVE DECISIONS. THE SECTION DEVELOPS A COMPREHENSIVE AND CURRENT PICTURE OF DRUG TRAFFIC; IT ANALYZES SCOPE AND SEVERITY OF PRESENT AND FUTURE ABUSE PATTERNS; IT DESCRIBES LONG-RANGE PROSPECTS AND PROBLEMS IN REDUCING THE SUPPLY OF ILLICIT DRUGS; AND IT IDENTIFIES INTELLIGENCE GAPS AND GENERATES NECESSARY COLLECTION REQUIREMENTS.

THE OPERATIONAL INTELLIGENCE SECTION PROVIDES ANALYTICAL SUPPORT TO THE INVESTIGATION AND PROSECUTION PROCESS. THE SECTION PREPARES REPORTS ON INDIVIDUALS, ORGANIZATIONS, CLANDESTINE LABORATORIES AND PRODUCTION SITES. THE REPORTS CAN REVEAL IDENTITIES, METHODS OF OPERATIONS, RELATIONSHIPS AND CONSPIRACIES. OPERATIONAL SUPPORT IS PROVIDED PRIMARILY TO THOSE MAJOR DRUG INVESTIGATIONS AND SPECIAL ENFORCEMENT OPERATIONS THAT EXTEND BEYOND THE JURISDICTION OF DIVISIONAL BOUNDARIES AND INCLUDE FOREIGN OFFICES.

THE OFFICE OF INTELLIGENCE (OI) GENERATES INTELLIGENCE COLLECTION REQUIREMENTS WHICH ARE LEVIED ON DEA'S FOREIGN AND DOMESTIC OFFICES AND ON OTHER U.S. AGENCIES. THESE REQUIREMENTS INCLUDE INFORMATION ON DRUG CULTIVATION, PRODUCTION, AVAILABILITY, SMUGGLING PATTERNS AND ABUSE PATTERNS. OI ALSO REPRESENTS DEA IN INTERAGENCY DRUG INTELLIGENCE PROGRAMS CONDUCTED BY FEDERAL LAW ENFORCEMENT AND INTELLIGENCE AGENCIES.

QUESTION 6:

IS DEA CURRENTLY PARTICIPATING IN OPERATION GREENBACK IN FLORIDA?

ANSWER:

DEA has had three Special Agents assigned full time in Operation Greenback since January 1987. Through this effort, we have worked with Customs and IRS to make substantial drug and currency seizures from documented traffickers and money launderers. From a statistical standpoint, since January, DEA has initiated eight separate investigations in Operation Greenback and has pursued leads on several spin-off cases, which has resulted in the arrest of 21 defendants, and the seizure of approximately 179 kilos of cocaine, \$4.2 million U.S. currency, 26 vehicles and 4 weapons.

QUESTION 6:

WEREN'T THERE PERIODS WHEN DEA WAS NOT PARTICIPATING IN OPERATION GREENBACK?

ANSWER:

Yes. Operation Greenback is based on violations of Title 31, Bank Secrecy Act as it pertains to movement of currency across the U.S. Customs/IRS focused on violations of its reporting requirements without regard to the origin of the currency. In the beginning stages, DEA participated in a liaison capacity only in those instances where the currency violator was identified as a drug trafficker. DEA's degree of participation increased when it was determined that a large number of the currency violators were documented traffickers.

From January 1985 until January 1986, DEA's Miami Field Division assigned one entire group to Operation Greenback in an attempt to develop the ongoing money laundering investigations into Title 21 prosecutions. One significant drug investigation was developed during this period and is still being pursued jointly by DEA, Customs and IRS. After January 1986, DEA participated in the Greenback Operation only on an ad hoc case-by-case basis until 1987 when three agents were assigned full time. DEA's decision not to maintain a full group was predicated on the fact there were few investigations prosecutable under Title 21.

QUESTION

IS THERE ANY DUPLICATION OF EFFORT BETWEEN TREASURY'S FINANCIAL LAW ENFORCEMENT AND DEA'S FINANCIAL INTELLIGENCE PROGRAM?

ANSWER

NO, THEY ACTUALLY COMPLEMENT EACH OTHER. DEA ATTEMPTS TO TRACE THE PROCEEDS OF AN IDENTIFIED TRAFFICKER AND OFTEN TIMES UTILIZES TREASURY'S DATA FOR THIS PURPOSE. CUSTOMS IDENTIFIES CURRENCY VIOLATIONS AND ATTEMPTS TO IDENTIFY THE SUSPECTS. DEA'S DATA SOMETIMES PROVIDES THE LINK.

QUESTION 7 - RELATIONSHIP BETWEEN THE DEA AND THE FBI:

IN YOUR VIEW, WHAT HAS BEEN THE EFFECT UPON DEA AGENT MORALE OF THE PLACEMENT OF FBI AGENTS IN MANY OF THE TOP POSITIONS AT DEA? ARE YOU AWARE OF ANY DEA AGENTS HOLDING TOP MANAGEMENT POSITIONS AT THE FBI? IS SUCH A PROSPECT AT ALL LIKELY?

ANSWER:

Following the 1981 announcement of DEA/FBI concurrent jurisdiction, the placement of FBI Agents in top positions at DEA had an initial serious impact upon DEA agent morale. The merging of the two agencies at this time seemed to be a realistic possibility which, if implemented, would have an inevitable and understandable effect upon all DEA employees. Since that time, DEA has maintained its independence and developed a fine working relationship with the FBI in joint investigations. The Attorney General's recent announcement that there will in fact be no merger of the two agencies, has assured the agency its continued independence.

The Administrator and Deputy Administrator of DEA are both former FBI executives who have been nominated by the President and approved by the Senate for their current positions. They are no longer FBI employees. The DEA Special Agent in Charge (SAC) of Training carries a second title of Deputy Assistant Director of the FBI. In the absence of the Assistant Director of Training, the DEA SAC is authorized to be in full control of the FBI Academy. In view of the FBI's multi-faceted mission in criminal law enforcement, the prospect of other top DEA managers within the FBI is not likely. We believe morale, however, within DEA is outstanding. The agency has vigor, productivity and is functioning at a high level of efficiency.

## 8. DEA LABORATORY AND THE METROPOLITAN POLICE

QUESTION (a)

Precisely what is the effect of the unresolved question of DEA Laboratory Support for the Metropolitan Police Department upon planning for a new DEA laboratory?

ANSWER

The unresolved question of DEA Laboratory support for the Metropolitan Police Department is having an adverse effect upon planning for a new DEA Laboratory. Because a resolution to this issue is still pending, we are unable to accurately determine the size, vault storage capacity, chemist and support staffing levels, number and type of scientific instrumentation and administrative equipment, special requirements, e.g., proximity to location of Superior Court, and, therefore, the total cost of construction, maintenance and operations funds for a new laboratory facility. All of the above items are directly related to the evidence workload demand (number and type of controlled drug exhibits of evidence requiring laboratory analysis).

The dilemma in planning a new laboratory is summarized as follows:

- If DEA must continue to provide support to the Metropolitan Police Department, the new laboratory facility would need to be approximately 40% larger than the present facility to accommodate additional staff and equipment to adequately accomplish the increased Metropolitan Police Department workload.
- If DEA does not provide support to the Metropolitan Police Department, we will construct a new laboratory facility (approximately half the size of the present facility) to accomplish the DEA, FBI and Other Federal agency workload emanating from the current jurisdictional areas (Maryland, Virginia, District of Columbia and West Virginia).

QUESTION 8(b)

Has any formal recommendation been made to President Reagan that the DEA Laboratory responsibility to the Metropolitan Police Department be terminated and the laboratory be transferred to the responsibility of the Metropolitan Police Department?

ANSWER

No formal recommendation has been made to President Reagan regarding terminating DEA Laboratory support and transferring responsibility to the Metropolitan Police Department for laboratory analysis of its own controlled drug evidence.

DEA initiated formal discussions of this issue with the Metropolitan Police Department in May 1985. Since that time DEA Administrator Lawn and Metropolitan Police Department Chief of Police Turner have met several times to discuss this issue. Operational level meetings between DEA, DOJ, the MPD, and the District of Columbia government have been held and documented. DEA Administrator Lawn has informed Attorney General Meese of the problem and has kept him advised on the status of this issue.

QUESTION: 8(c)

IS THE CAPACITY OF THE CURRENT DEA MID-ATLANTIC LABORATORY WHICH PROVIDES THE SUPPORT TO THE METROPOLITAN POLICE SUFFICIENT THAT THE LABORATORY COULD SERVE AS A REGIONAL LABORATORY FOR THE CITIES AND COUNTIES THAT ARE MEMBERS OF THE WASHINGTON COUNCIL OF GOVERNMENTS.

ANSWER:

The capacity of the current DEA Mid-Atlantic Laboratory is not sufficient to serve the cities and counties that are members of the Washington Council of Governments. It should be noted that the cities and counties in Northern Virginia are served by a state laboratory; Montgomery County in Maryland has its own crime laboratory and Prince Georges County is serviced by the Maryland State Police Laboratory.

QUESTION 8(d)

What is the current "turn around time" at the laboratory for Metropolitan Police Department evidence? Would you obtain from the United States Attorney the numbers and types of cases dismissed for lack of laboratory evidence?

ANSWER

The current "turn around time" (from when the laboratory receives a subpoena indicating the evidence is needed for presentation in court to when the analysis of evidence and laboratory report is completed) for Metropolitan Police Department evidence is currently averaging 14 days.

The United States Attorney's Office, District of Columbia, has indicated that since mid-March 1987 there probably have been a few cases that were dismissed in Superior Court, however, there is no data available at this time to determine if the cause was due to the lack of completed laboratory analysis of Metropolitan Police Department controlled drug evidence.

QUESTION 8(e)

What is the annual contribution by the District of Columbia government to the operation of the Mid-Atlantic Laboratory? Does this sum approximate the output demands generated by the Metropolitan Police Department? What is an appropriate time frame for resolving the questions of the Mid-Atlantic Laboratory and the apparently one-sided responsibility of the laboratory to the District of Columbia?

ANSWER

The annual contribution by the District of Columbia government to the operation of the Mid-Atlantic Laboratory amounts to the salary of four Metropolitan Police Department police officers. Two of these police officers maintain custody and control of the Metropolitan Police Department evidence in a vault located within the DEA Laboratory facility and the other two police officers perform the identification analysis on Metropolitan Police Department evidence that consists only of marijuana exhibits and subsequently testify in court as to their analysis, if requested.

This sum is a small percentage of the total annual funding expended by DEA to provide laboratory support for the analysis of evidence generated by the Metropolitan Police Department.

The question regarding DEA laboratory support of Metropolitan Police Department controlled drug evidence should be resolved as expeditiously as possible. A firm decision regarding this matter must be made prior to the beginning of FY 1988 in order for DEA to initiate either action for an orderly transfer of function to the Metropolitan Police Department or action for construction of a new larger facility for the Mid-Atlantic Laboratory.

Question: B(f)

Concerning problems in other laboratories, DEA is being required to store large quantities of contraband. You said that a report has been prepared for the Attorney General on this problem. Please provide a copy of that report, and a description of the efforts undertaken with the United States Attorneys to resolve the contraband storage problem.

Answer:

The Department of Justice, Criminal Division, Narcotic and Dangerous Drug Section, in conjunction with the Drug Enforcement Administration, conducted a drug evidence destruction study in 1986. This study proposed certain regulations concerning the destruction of drug evidence held by DEA and the FBI. The report and the proposed regulations have been reviewed, modified, and approved by DEA, the Attorney General's Advisory Committee of the United States Attorneys, and Associate Attorney General Stephen Trott. The proposed regulations were sent to the Attorney General in early June by the chairman of the Attorney General's Advisory Committee of the United States Attorneys and the Administrator of DEA recommending his approval. Upon approval, the regulations would be published as a portion of the Code of Federal Regulations.

DEA divisions have made considerable efforts to secure authorizations from prosecutors for pretrial bulk evidence destruction. However, U.S. Attorneys and their assistants have unfortunately been less than responsive. DEA has taken the initiative of systematically pursuing within each judicial district the goal of pretrial destruction of bulk drug evidence.

QUESTION 9 - CONSTRUCTION OF NEW DEA HEADQUARTERS

CAN YOU PROVIDE SOME DETAILS OF WHAT YOU ENVISION THE NEW  
DEA HEADQUARTERS TO BE?

ANSWER:

The new building will most probably be a commercial office building of the type normally found in the Northern Virginia suburbs. Those that have expressed interest to the previous advertisements have been high rise office towers. One of DEA's requirements has been that the location be sufficiently segregated from surrounding buildings to provide perimeter and access security. DEA's total requirement is 316,000 square feet of useable space.

QUESTION 9:

WHERE IS IT TO BE LOCATED?

ANSWER:

GSA is advertising in Northern Virginia for sufficient space to house both DEA and U.S. Marshals in a single complex within two (2) blocks of a subway station. At the present time, GSA has not signed any lease or begun official negotiations for a particular site or building.

QUESTION 9:

WHAT WILL BE LOCATED THERE?

ANSWER:

DEA currently plans to relocate all of its Headquarters entities with the exception of the laboratories. These Headquarters functions are now housed at five separate locations.

QUESTION 9:

WHY IS THE CURRENT BUILDING AT 14TH AND I STREETS INADEQUATE?

ANSWER:

The existing lease at 1405 I Street, N.W. expires November 1988. In addition, DEA's current consolidation requirements, totaling 316,000 square feet far exceed the existing building's capacity of 163,786 square feet of space. Even if a new lease for existing space at 1405 I Street, N.W. could be executed, DEA's Headquarters elements would remain fragmented among various satellite locations and our Headquarters operations would continue to be seriously impaired.

QUESTION 9:

WHAT IS THE CONSTRUCTION COST OF THE NEW BUILDING?

ANSWER:

The construction cost of a new building is unknown at this time, however, GSA has estimated that approximately \$103,887,000.00 will be required to build a new facility.

QUESTION 9:

WHO HAS AUTHORIZED THE CONSTRUCTION OF THE BUILDING?

ANSWER:

Construction is not planned.

Congressional Prospectus Number PNCR-87001, approved September 24, 1986 by full committee, recommends a 30-year lease alternative with a current cost value of \$114,497,000. The current advertisement also calls for a lease arrangement.

**QUESTION 9:**

WHAT WILL THE COSTS BE FOR THE TRANSFER?

**ANSWER:**

To physically move Headquarters furniture, equipment, and telephones, we anticipate the costs to be at \$654,800.00. This is based upon an estimate of \$400 per person. This does not include specially built space for computer areas, etc.

**QUESTION 9:**

HOW EXPENSIVE WILL IT BE TO DUPLICATE THE SECURITY, THE ELECTRONICS AND TELECOMMUNICATIONS CAPABILITIES OF YOUR CURRENT LOCATION?

**ANSWER:**

Presently, we estimate that \$3,975,000 would be required to duplicate the existing security (\$750,000) and the electronics and the telecommunications (\$3,225,000) capabilities. However, since the exact consolidation site has yet to be identified, these estimates may require significant revision. For example, the exact size and configuration of the consolidated facility will impact upon ultimate security needs and costs. At the same time, costs for electronics and telecommunications needs may be reduced if the consolidated facility is identified prior to construction completion. In this situation, special electrical, cabling, and structural requirements could be incorporated into the design process at less cost than would be necessary to retrofit a completely finished facility. In view of these factors, a more precise estimate is not possible at this time.

QUESTION 9:

DO YOU KNOW WHAT PLANS THERE ARE FOR A NEW FEDERAL TENANT  
FOR YOUR CURRENT LOCATION?

ANSWER:

Since the existing GSA lease expires in November 1988, we do  
not expect that GSA will house any subsequent Federal  
tenants at 1405 I Street.

QUESTION 10:

## 10. TRAINING

DEA HAS BEEN GROWING VERY RAPIDLY IN 1987. ACCORDING TO YOUR SUBMISSION, CONGRESS HAS AUTHORIZED 629 ADDITIONAL POSITIONS ABOVE THE PRESIDENT'S 1987 BUDGET REQUEST. IN 1986 YOU HAD A TOTAL OF 4706 WORKYEARS OUT OF 4895 AUTHORIZED POSITIONS. YOUR 1987 LEVEL IS 443 WORKYEARS MORE THAN THAT AND 785 ADDITIONAL POSITIONS.

WHAT STRESSES HAS THAT PUT ON YOUR ABILITY TO ADEQUATELY TRAIN ALL OF THESE NEW HIRES?

ANSWER

The additional workload has required that our Basic Agent training program be streamlined from 15 weeks to a 13 week curriculum. Even though the curriculum has been reduced by two weeks, little has been cut from the program. The new 13 week program has more night practical exercises and seven Saturdays scheduled for classes. The increased basic agent training and our desire to maintain consistent levels of in-service training has taxed the existing training staff. This is being remedied by modest increases in training staff.

QUESTION 10:

10. HOW MANY AGENTS WHO WOULD OTHERWISE BE DOING INVESTIGATIVE WORK HAVE BEEN PULLED INTO TRAINING?

ANSWER

Because of the increased workload and demands on the Office of Training, twelve additional Course/Developer Instructor positions have been approved. These positions have been advertised and are in the process of being filled; however, they will not be on board at Training until July, 1987. Most of these additional Course Developer/Instructor positions would be required without the added positions in order to handle increased training in Special Agent Safety and Survival as well as increased in-service training which has been lacking from our program. Additionally, 33 Special Agents will be called on to serve as class counselors. This will entail a 13 week TDY assignment. This is an increase of 21 over what would be required to conduct a schedule to accommodate attrition alone.

QUESTION 11. DEFINITION OF "MAJOR CASES"

This response subdivides the Subcommittee's question.

QUESTION 11(a):

What is the significance of the term "major cases" if well over two-thirds of all the cases are characterized as a major case?...As you used the term major case, what did you mean?

ANSWER:

At the end of FY 1986, 43% of DEA's open investigations were categorized as major cases. (The comparable figure as of March 31, 1987 was 42%). Over two-thirds of DEA's FY 1986 arrests were made in major cases.

"Major cases" refers to investigations in which the principal subject is classified as a Class I or II violator according to the Geo-Drug Enforcement Program (G-DEP), which is DEA's basic system for measuring its enforcement activities. G-DEP uses a combination of qualitative and quantitative criteria to classify violators, and the top two levels of violators are designated Class I and II. (See response to Question 11(c).)

The significance of statistics from major (Class I and II) cases lies in the fact that they reflect all of the accomplishments resulting from those investigations, including the arrest of lower level violators who were arrested in the major cases.

QUESTION 11(b):

Similarly, on page 13 of your submission in summarizing the enforcement accomplishments, 59% of the 7326 arrests were class I arrests (4329). How much does that tell us?

ANSWER:

Fifty-nine percent of the 7,326 arrests were made in Class I cases, and include arrests of Class I, II, III, and IV violators. This tells us that the bulk of DEA's arrests are made in cases where the principal subject is a Class I violator, and that our enforcement efforts are properly focused.

QUESTION 11(c):

(Given changes in the quantities of drugs handled by traffickers...) Isn't it likely that a smaller Class I trafficker today compared to a large Class I trafficker would have been a Class III trafficker 8 years ago when compared to a Class I trafficker at that time?

ANSWER:

It would not be possible to classify today's Class I or II violator as a Class III violator in the past. A Class I or II violator classification is based upon both quantitative and qualitative criteria. A Class III violator, by definition, has no qualitative criteria and a Class IV violator meets no criterion. While quantitative requirements may be easier, or more difficult, to meet due to changes in the drug traffic, qualitative criteria are less subject to variation due to such changes.

Examples of the qualitative criteria are a laboratory operator, financier, or head of a criminal organization - all of which are appropriate targets of investigation so long as minimum standards are met for quantities of drugs. DEA monitors Class I and II qualitative criteria to ensure that they reflect emerging aspects of the drug traffic: Corrupt public officials became a qualitative criterion in 1984, and cannabis cultivators were adopted as a qualitative criterion in 1987.

QUESTION 11(d):

Do you worry that when 59% of your arrests are Class I violators your system for measuring significant cases may have lost its value?

ANSWER:

Answers to Questions 11(b) and 11(c), above, respond to this question.

QUESTION 12. THE DEFINITION OF PROGRESS

According to your FY-1988 budget submission, the number of convictions in 1986 (5,247) was 2,303 fewer than in 1985 (7,540) (page 13). That appears to be a drop in the number of convictions of thirty percent. For 1987 you predict that convictions will total only 5,520, still a substantial number below 1985, and substantially less than half of the 12,789 arrests you project for 1987.

Considering the increased availability of cocaine and steady supply of most other illicit drugs along with a reduction in your absolute number of convictions, can you characterize our current effort as making progress?

ANSWER

Convictions decreased only for DEA initiated cases, which are a subset of the Domestic Enforcement Decision Unit in the DEA budget. Increases were reported for all other areas, including the OCDETF and the State and Local Task Forces. This should not be unexpected, given the increasing emphasis of recent years to investigations involving other Federal and state agencies and major cooperative efforts like the OCDETF.

DEA-wide convictions have increased at a slower rate than arrests, which is explained by the lag between the making of an arrest and a subsequent conviction. DEA-wide arrests are up 43% from FY 1984 to FY 1986, and DEA-wide convictions are up 13% over the same years. Those statistics attest to the progress that we are making on the enforcement front, which is but one aspect of the Federal Government's overall effort.

13.

OPERATION BLAST FURNACE

QUESTION: What was the total cost to the United States of all of the different components in the United States and abroad, Civilian and Military, of Operation Blast Furnace? What was the cost of the salaries of U.S. Military Personnel, their logistical support and aircraft cost?

ANSWER: The total cost of Operation Blast Furnace is unknown to DEA due to the unavailability of cost figures from the Department of Defense which advised that requests for such information must be submitted directly to the Department of Defense.

The cost of DEA operations during Operation Blast Furnace are estimated at \$1,657,000 excluding salaries. These totals include all aircraft operations. Approximately 48 permanently assigned and TDY personnel were involved in the Bolivian operation.

QUESTION: Were any major cocaine traffickers arrested or convicted as a result of Operation Blast Furnace?

ANSWER: No, the purpose of the operation was to suppress laboratory operations. We did not expect to find any major traffickers at the sites.

QUESTIONS: Were any hectares of coca bush eradicated by this operation?

ANSWER: No, this operation dealt exclusively with laboratory operations and had nothing to do with the eradication program in Bolivia.

13. OPERATION BLAST FURNACE

QUESTION: Your testimony was that 22 laboratories were immobilized during this operation. Please describe the sophistication of the cocaine processing laboratories immobilized in Bolivia. What is DEA's estimate of the cost of setting up these laboratories? At the current time, how many of those laboratories have started up again or been replaced?

ANSWER: The sophistication of laboratories seized during Blast Furnace ranged from rudimentary and ill-equipped to very sophisticated. No estimate is available regarding cost of setting up these laboratories. Such costs would vary greatly depending on time of year, level of sophistication and existing resources of traffickers.

Of the 22 laboratory sites raided during Blast Furnace, nine have recent activity and have been targetted for reconnaissance and subsequent raids where appropriate.