



National Drug Policy Board Federal Drug Enforcement Progress Report 1986

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April 1987

NATIONAL DRUG POLICY BOARD
FEDERAL DRUG ENFORCEMENT PROGRESS REPORT 1986

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U.S. Department of Justice
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National Drug Policy Board

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Submitted to the Congress by the
National Drug Policy Board pursuant
to the National Narcotics Act of 1984
(21 U.S.C. §§1201-1204).

PREFACE

On March 26, 1987 the President signed Executive Order 12590 creating the National Drug Policy Board. The Policy Board centralizes oversight for all Federal drug control programs: drug law enforcement and drug abuse prevention, education, treatment, and rehabilitation. It expands the scope of the National Drug Enforcement Policy Board and builds upon the successes of that organization.

This first report of the National Drug Policy Board describes Federal drug enforcement accomplishments for fiscal year 1986.

The final section of Chapter II of the report describes the Organized Crime Drug Enforcement Task Force (OCDETF) Program. Annual reports for the OCDETF Program were prepared for calendar years 1983 and 1984. The National Drug Policy Board has decided to consolidate reporting on subsequent OCDETF accomplishments within Policy Board progress reports.

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* Pertains to the Organized Crime Drug Enforcement Task Force Program.

INTRODUCTION

In 1986, the global problems of drug production, trafficking, and abuse, and the health, welfare, and national security risks these problems engender, captured the Nation's attention. Prompted by the drug-induced deaths of two gifted athletes in the spring and an alarming rise in the popularity and availability of "crack" cocaine, the subject of drugs jumped into the limelight--to newspaper headlines and magazine cover-stories, to the top of political agendas, to colloquia and conversations throughout the country. This national focus fueled an unprecedented commitment to fight drug trafficking and abuse on all fronts.

The intensified national campaign against the abuse of drugs has included many participants. School, community, and parent groups have mobilized anti-drug efforts; "just say no" campaigns have been instituted and expanded; the media have described drug abuse and promoted drug awareness through special programs, articles, and advertisements; and public and private employers have issued strict regulations regarding employee drug use, initiated employee assistance programs, and encouraged treatment of addicted employees. United States law enforcement agencies have also intensified the attack on drug production and trafficking in 1986. Under the general policy guidance of the National Drug Enforcement Policy Board, a record drug law enforcement budget of nearly \$1.9 billion funded the expanded drug control efforts of many Federal enforcement agencies.

In August 1986, President Reagan announced six initiatives to lead us toward a drug-free America, including programs for drug-free schools and workplaces, strengthened law enforcement and international cooperation, and expanded public awareness and attention. In conjunction with these initiatives, the President and Mrs. Reagan issued a nationally televised plea to reject drug abuse, promote drug-free living, and reinforce the notion that any use of illegal drugs is utterly unacceptable. Earlier in 1986, the President issued a National Security Decision Directive declaring drugs a national security threat because of their potential for destabilizing democratic allies, and directing an appropriate response from the law enforcement agencies, the intelligence community, and the Department of Defense. And in October, the President signed the most comprehensive drug legislation in history, the Anti-Drug Abuse Act of 1986. This omnibus drug legislation significantly enhances the legal, material, and manpower resources necessary to halt drug trafficking and abuse.

This report, prepared by the National Drug Policy Board, details Federal drug enforcement progress in fiscal year 1986. It updates the accomplishments and activities reported in the National Drug Enforcement Policy Board's Federal Drug Enforcement Progress Report, 1984-1985, distributed in March 1986. The

reader is urged to refer to that document for a more complete description of Federal drug efforts, achievements, and strategies, and to the National and International Drug Law Enforcement Strategy, published by the National Drug Enforcement Policy Board in January 1987.

This document is similar in structure to the last progress report. It describes Federal agency accomplishments organized by function, rather than by agency. A chapter is devoted to each of the major strategies for reducing drug production and trafficking: investigation and prosecution; interdiction; international drug control; domestic cannabis eradication; regulation of the legitimate drug industry; and intelligence. Additional chapters: review the drug problem in 1986; outline the Anti-Drug Abuse Act of 1986; and consider the role of the Federal drug law enforcement community in reducing the demand for illicit drugs.

National Drug Policy Board

The National Drug Policy Board, created by the President on March 26, 1987, oversees all Federal drug control efforts. The Policy Board expands the activities of the National Drug Enforcement Policy Board to include efforts to reduce the demand for drugs in the United States, as well as efforts to reduce their supply. The Board serves as the cabinet-level forum for significant policy decisions, interagency coordination, and information exchange within the drug law enforcement and drug abuse prevention and health communities. Much of the Board's work, as well as that of its Coordinating Groups and Staff, occurs "behind the scenes" by facilitating, encouraging, and providing advice in support of individual agencies and operations. In 1986, the Board undertook a number of significant drug law enforcement activities including the following:

- Operation Alliance: The Policy Board analyzed the severe and growing drug problems along the Southwest border and established a subcommittee of the Board's Coordinating Group to oversee plans for an effective response. In turn, the Assistant Secretary of the Treasury for Enforcement, the Administrator of the Drug Enforcement Administration, and the Commissioners of the United States Customs Service and the Immigration and Naturalization Service, under the auspices of the Policy Board, established Operation ALLIANCE. ALLIANCE is designed to halt the flow of drugs, firearms, and other contraband across the United States-Mexico border. The Operation, coordinated with the National Narcotics Border Interdiction System, involves thousands of Federal, State, and local law enforcement officials and sophisticated new

equipment to fight drug trafficking along the entire 2,000 mile U.S.-Mexico border and adjacent waters.

- Operation Blast Furnace: The Policy Board established the policy groundwork for, was briefed on, and approved of Operation BLAST FURNACE prior to its commencement. This Operation virtually stopped the trafficking in coca leaves in Bolivia during the summer and fall of 1986; resulted in the destruction of 20 cocaine laboratories; achieved a dramatic decrease in the production of and price for coca leaves; and reduced civil air traffic in Bolivia by 90 percent.
- Southeast Border Air Interdiction: A comprehensive Policy Board Staff study examined air and related marine interdiction capabilities along the Southeast Border, and presented a variety of options and recommendations for greatly enhancing the effectiveness of those capabilities. E-2C aircraft, aerostat radar, communications and intelligence facilities, and other additional resources will enhance our air interdiction system.
- Anti-Drug Abuse Act of 1986: The Policy Board is overseeing effective implementation of the Anti-Drug Abuse Act of 1986, and has approved a mechanism for ensuring that all reporting requirements set forth in the Act are fulfilled in a timely fashion.
- Federal Prison Situation: The Policy Board has reviewed the Federal prison overcrowding situation and is examining options for addressing it in the long-term. Currently, over one-third of all Federal prisoners were convicted of drug offenses. Enhanced penalties mandated by the Anti-Drug Abuse Act of 1986 will likely increase that number, further straining prison capacity. To alleviate this problem, the President has proposed significant new funding in his 1988 budget.
- Federal Drug Resource Allocation: The Policy Board has mounted an important effort to bring greater consistency to reporting of drug law enforcement spending, both by agency and by drug enforcement strategy. This activity will improve the understanding of how Federal dollars are spent and help the Board determine the most effective and efficient use of Federal resources.
- National and International Drug Law Enforcement Strategy: The Policy Board developed a national and international drug law enforcement strategy that builds upon the drug enforcement accomplishments of recent years. The Strategy details national drug enforcement plans, programs, and objectives for the next two years.

CHAPTER I: THE DRUG PROBLEM IN 1986

Drug trafficking and abuse continued to pose serious threats to the health, welfare, and national security of the United States in 1986. Millions of Americans abuse drugs; this abuse costs society billions of dollars annually in reduced productivity, health care, and other costs. Furthermore, drug trafficking trends indicate that as enforcement pressure grows, incidents of violence and reliance on corruption increase--another illustration of the seriousness of this global problem.

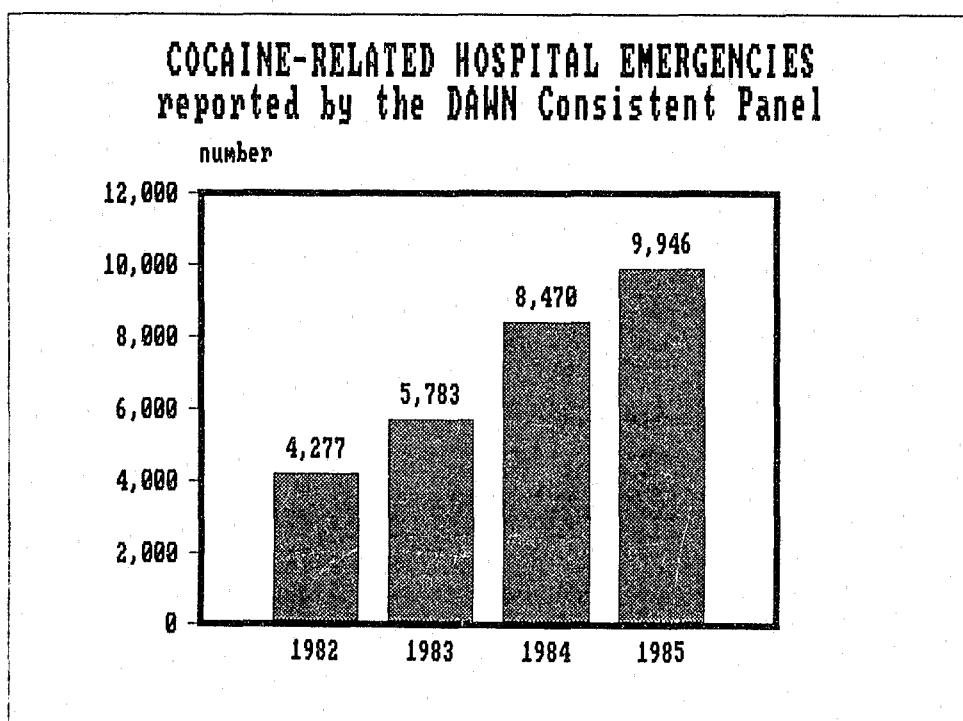
The extent of drug production, trafficking, and abuse defies exact measurement, since these activities occur covertly. However, surveys of certain segments of the population (e.g., households, high school seniors), estimates of foreign crop eradication and cultivation, and reports from emergency rooms and medical examiners provide base estimates of the quantity of drugs available and consumed nationwide. These estimates are sufficiently accurate to provide reliable estimates of general trends, which are discussed below.

Cocaine poses the most serious drug problem for the United States because of its widespread availability, use, and significant health consequences. According to the most recent National Household Survey (sponsored by the National Institute on Drug Abuse in 1985) approximately 5.8 million Americans used cocaine at least once in the month prior to the survey. This represents an increase of 1.6 million users (38 percent) since 1982 when the last National Household Survey was taken. The National Institute on Drug Abuse's "Annual Survey of High School Seniors" for 1986 showed that one senior in six (17 percent) had tried cocaine, 13 percent had used it in the prior year, and 6 percent used it at least once in the month prior to the survey. The 1986 survey showed no appreciable change from 1985. In addition, the number of Drug Abuse Warning Network (DAWN) cocaine-related hospital emergencies continued to increase in 1985.^{1/} From 1982 to 1983, the number of cocaine-related

^{1/} DAWN is an ongoing drug abuse data collection system of hospital emergency rooms and medical examiners' offices located primarily in 26 selected metropolitan areas. DAWN data represent the DAWN Consistent Panel and include only those data reported by facilities on a consistent basis, that is, at 90 percent or more during each year. Note that some facilities fail to report consistently. Therefore, DAWN data are an accurate indicator of national trends but do not portray national totals.

hospital emergencies rose 35 percent; from 1983 to 1984 they increased 47 percent; and from 1984 to 1985 they rose 17 percent. Exhibit I-1 depicts the increase in cocaine-related emergencies from 1982 to 1985.

EXHIBIT I-1



Cocaine-related deaths have also increased nationwide. In 1985, cocaine-related deaths reported by the DAWN Consistent Panel increased five percent over the number reported in 1984. In addition, information from drug treatment facilities continued to show increases in the number and proportion of individuals entering treatment for cocaine use.

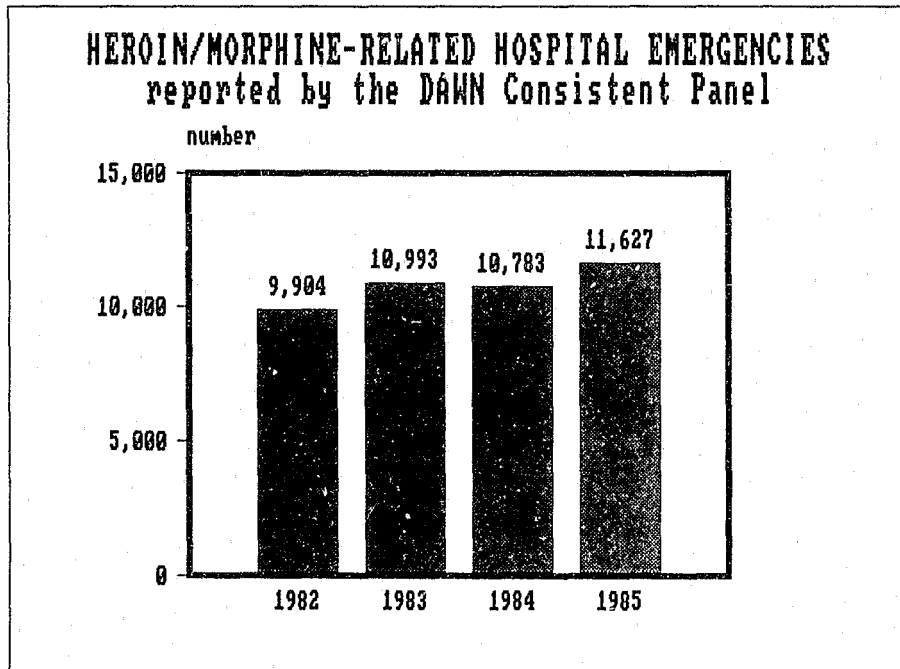
The increase in DAWN cocaine abuse reports is attributed partially to increased intensity of cocaine use among current users. Extremely toxic forms of use such as smoking, injection, and combining cocaine with heroin in "speedballs" have increased in recent years. For example, the number of emergency room episodes involving smoking more than doubled from 1984 to 1985, and those involving "speedballing" increased about 10 percent.

The use of "crack," also known as "rock" on the West Coast, has been a significant drug trend during 1985 and 1986. Crack is an inexpensive, highly addictive form of cocaine that is processed by converting cocaine hydrochloride (HCl) back to cocaine base. Because crack is smoked, its effects are more intense and occur more rapidly than those resulting from cocaine ingested nasally. Crack is readily available in many areas of the country, and generally is sold by low-level, retail dealers on the street or in crack houses (also known as rock, base, freebase, and smoke houses) for as little as \$5-\$10 in vials containing 60 to 100 mg of cocaine. Reported quantities seized from these dealers seldom exceed one ounce.

Almost all of the cocaine seized in the United States is produced in South America, cultivated primarily in Peru and Bolivia, and converted into cocaine HCl primarily in Colombia. In 1985, South American coca cultivation yielded an estimated 130,000 metric tons of coca leaf. If all of this leaf had been converted to cocaine, the yield would have been 251 to 273 metric tons of cocaine HCl. Production estimates for 1984 were similar.

Heroin use in the United States remained relatively stable from 1982-1984, with the addict/user population estimated at approximately one-half million. However, heroin consumption may have increased in 1985. The number of DAWN heroin/morphine-related hospital emergency room mentions has increased over the past four years, nearly eight percent from 1984 to 1985. Exhibit I-2 shows the changes in heroin/morphine-related emergencies from 1982 to 1985 as reported by the DAWN Consistent Panel.

EXHIBIT I-2



This increase in heroin-related injuries may be related to the increasing use of a crude form of heroin from Mexico known as "black tar" or "tootsie roll." The demand for black tar stems from its high purity, relatively low price, and widespread availability. Purity levels have been recorded as high as 93 percent with 60 to 70 percent purities common even at the retail level. In contrast, in 1985 the average retail purity of conventional heroin was 5.3 percent. A geographic breakdown of DAWN data presents evidence of the presence of black tar heroin as heroin-related injuries reported by a consistent panel in western United States cities increased 45 percent from 1984 to 1985.

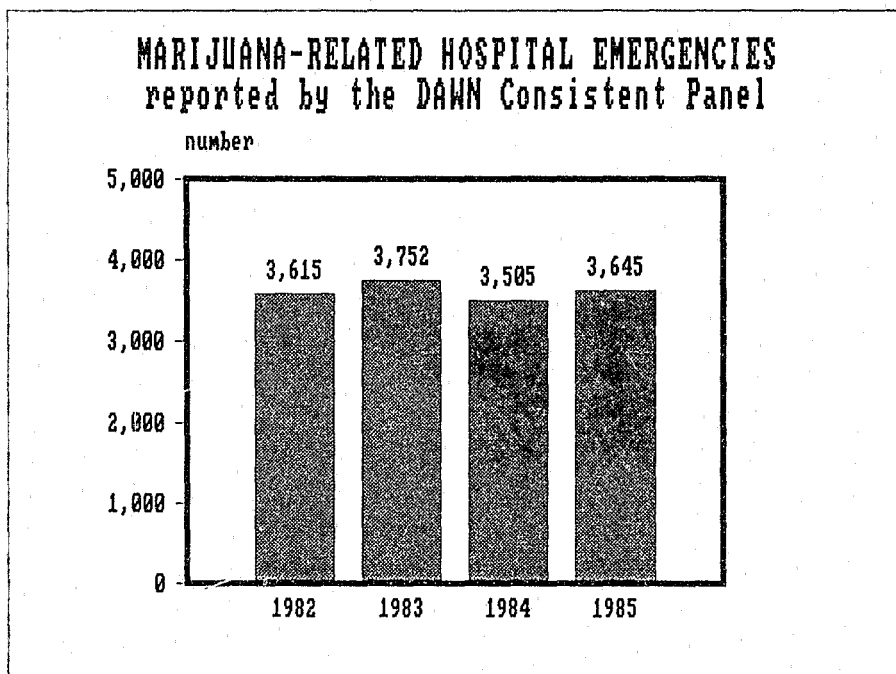
United States heroin users continue to combine heroin with other drugs. Heroin combination emergency room mentions rose from 30 percent in 1978 to 41 percent of all emergency room mentions in 1985. The heroin/cocaine "speedball" was present in 49 percent of all heroin combination overdoses. Although injection remains the most common method of heroin administration, there are indications it was slightly less prevalent than in previous years compared to other forms of ingestion.

The connection between Acquired Immune Deficiency Syndrome (AIDS) and intravenous drug use is now one of the most serious health issues surrounding heroin use. In mid-1985, 26 percent of all AIDS cases in the United States involved intravenous drug users who contracted the disease through sharing needles and syringes.

Approximately 2,240 metric tons of licit and illicit opium were produced worldwide during 1985. It is estimated that licit opium production was approximately 740 metric tons of opium for medicinal purposes. The three primary illicit opium production areas, Southwest Asia, Mexico, and Southeast Asia, yielded approximately 1,500 metric tons of opium.

Marijuana is still the most widely used illicit drug in the United States. According to the 1985 Household Survey, an estimated 18.2 million Americans used marijuana at least once in the month prior to the survey, and six million Americans reported they used marijuana almost daily. In addition, marijuana-related emergency room mentions at consistently reporting hospitals increased by six percent in 1985 after a decrease of 11 percent from 1983 to 1984. Exhibit I-3 displays the changes in marijuana-related hospital emergencies from 1982 to 1985 as reported by the DAWN Consistent Panel.

EXHIBIT I-3



The National Institute on Drug Abuse's "Annual Survey of High School Seniors" for 1986 showed that prior month use of marijuana by high school seniors fell from 26 percent in 1985 to 23 percent in 1986. One in 25 high school seniors surveyed reported using marijuana every day.

An estimated 81 percent of the marijuana available in the United States in 1985 was produced abroad and 19 percent was produced domestically. During 1985, most of the marijuana smuggled into the United States from foreign sources came from Mexico and Colombia, which accounted for 32 percent and 31 percent, respectively, of the total supply. Marijuana was also smuggled into the United States from growers in Jamaica and Belize, with lesser amounts originating in Costa Rica, Guatemala, Panama, and Thailand.

The abuse of dangerous drugs, which refers to all drugs other than heroin and opium, cannabis products, and cocaine, continued in 1985 and 1986. The slight decrease in most types of dangerous drug-related emergencies in 1985, however, was an encouraging sign.

Both PCP and methamphetamine-related hospital emergencies, as reported by the DAWN Consistent Panel, increased between 1983 and 1984, then slightly decreased in 1985. However, the PCP-related emergencies in 1985 still represent a 29 percent increase over 1982 figures, and the methamphetamine emergencies represent an increase of nine percent from 1982. LSD-related emergencies, which had declined steadily over the last several years, increased by approximately 23 percent in 1985. DAWN Consistent Panel methaqualone-related emergencies continued to decline, with almost an 85 percent decrease from 1982. Exhibits I-4, I-5, I-6, and I-7 display dangerous drug-related emergencies from 1982 to 1985 as reported by the DAWN Consistent Panel.

EXHIBIT I-4

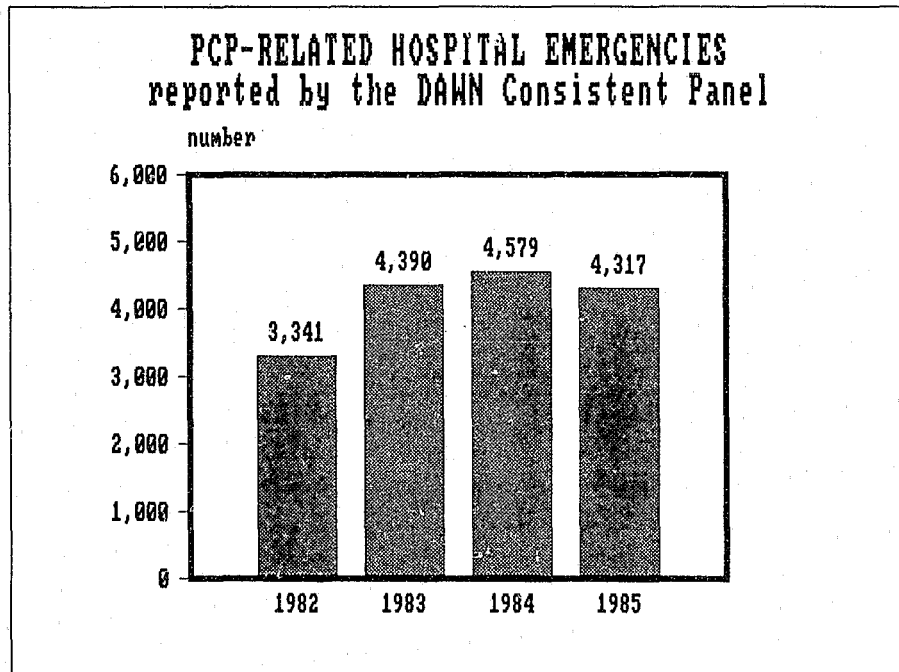


EXHIBIT I-5

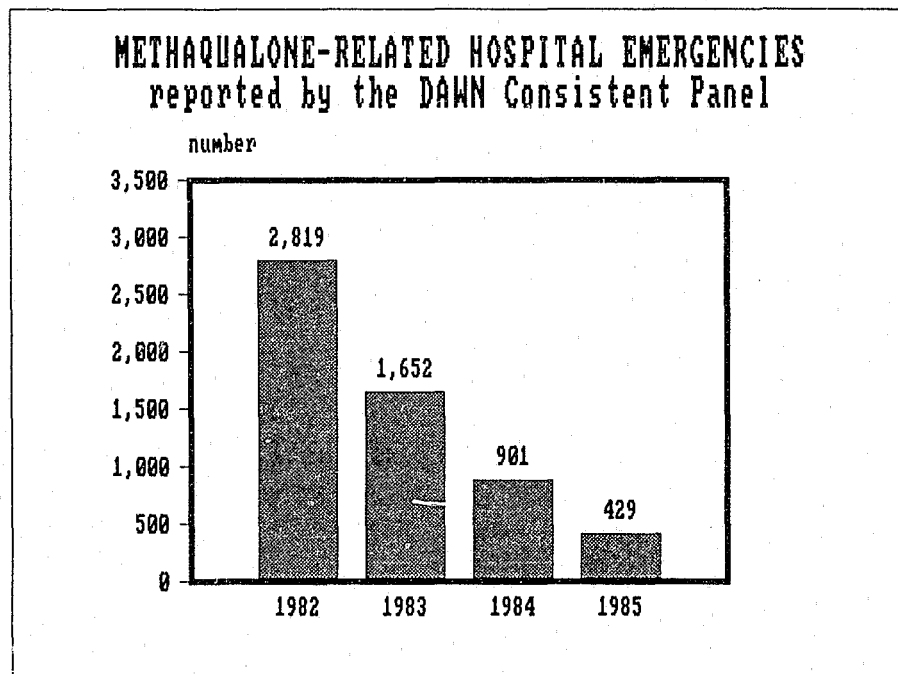


EXHIBIT I-6

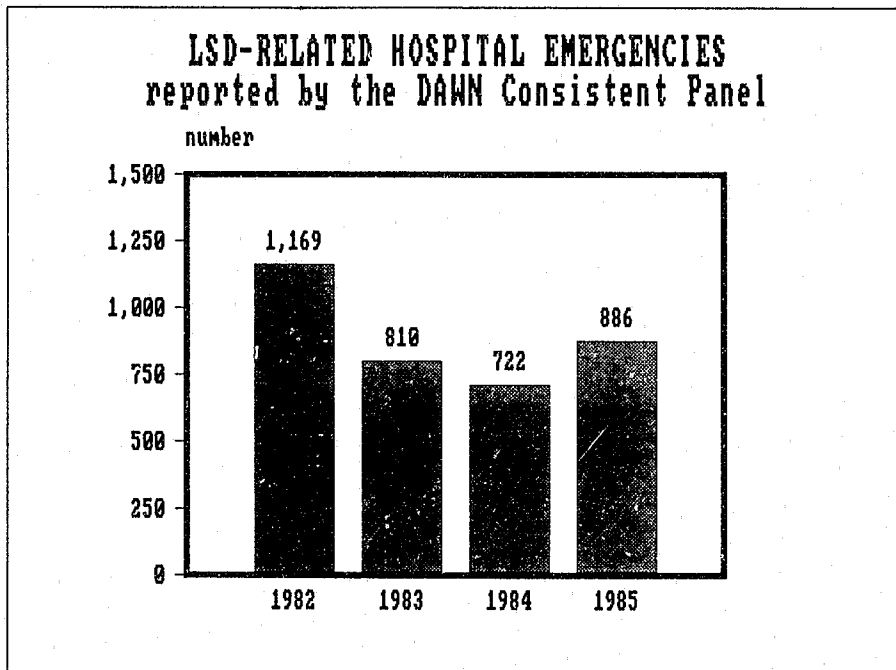
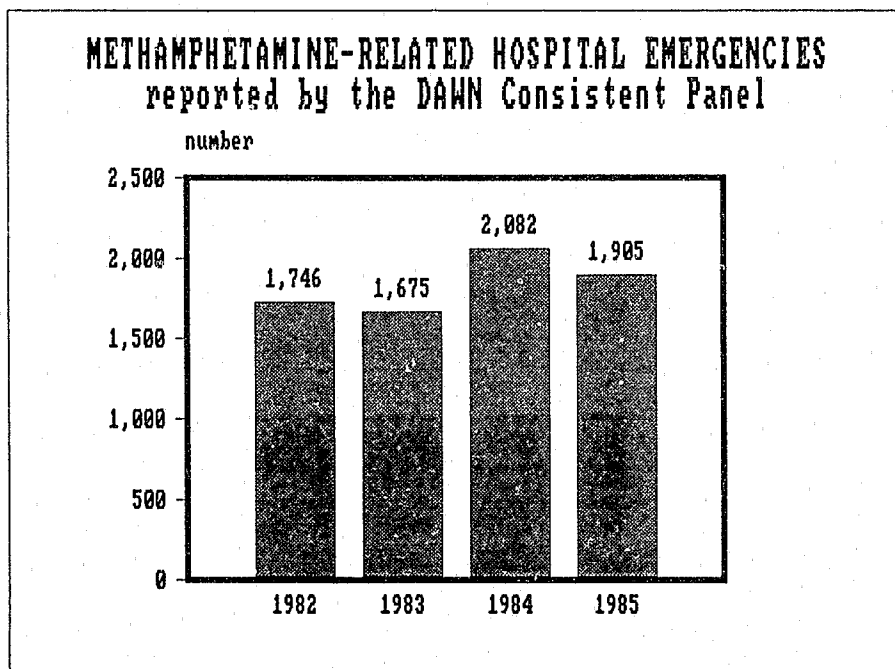


EXHIBIT I-7



The complexity, diversity, and scope of the drug abuse and trafficking problems confronting the United States continue to require a dedicated, comprehensive, and coordinated approach. Although many of the trends reported here are troubling, the enforcement and prevention forces have stepped up their efforts towards eliminating the trafficking and use of illegal drugs. The attitude of the American public towards drugs is changing to reflect an intolerance of drug abuse of any kind, and strong enforcement efforts are continuing to reduce the supply of drugs. The combination of demand and supply reduction efforts will reverse these negative trends, reducing crime and making this society healthier, more productive, and more secure against drug-related subversive activity worldwide.

CHAPTER II: INVESTIGATION AND PROSECUTION

INTRODUCTION

The objective of the investigation and prosecution strategy is to immobilize drug trafficking organizations by incarcerating their members, seizing their drugs, obtaining drug-related asset forfeitures, and deporting alien traffickers. This strategy, therefore, focuses on a variety of interrelated activities, including the following:

- Use of a variety of investigative techniques, including in-depth financial investigations, to identify and seize assets and obtain their forfeiture.
- Seizure of drugs, clandestine laboratories, and drug precursors.
- Prosecution, conviction, and incarceration of drug traffickers and others involved in drug-related activities.
- Investigation of domestic and international money laundering operations.
- Use of cooperative investigations, both informal and formal.
- Use of intelligence derived from all sources to contribute to the investigative process.

The combined Federal effort in investigating and prosecuting drug trafficking organizations involves many Federal agencies, including the Drug Enforcement Administration (DEA), the Federal Bureau of Investigation (FBI), the U.S. Customs Service (Customs), the U.S. Coast Guard (Coast Guard), the Department of Defense (DOD), the Internal Revenue Service (IRS), the Immigration and Naturalization Service (INS), the Bureau of Alcohol, Tobacco and Firearms (ATF), the U.S. Marshals Service (Marshals), the Criminal and Tax Divisions of the Department of Justice (DOJ), and the U.S. Attorneys. The Federal effort also involves State and local law enforcement agencies.

PROGRESS IN 1986

Drug enforcement agencies continued to intensify their investigative and prosecutorial efforts in 1986. For example, DEA arrests and convictions reached new highs both in quality and quantity of cases. In May 1986, the FBI initiated a revised drug strategy focused on selected geographic areas in an effort to

attack the highest-level offenders and use its investigative resources more efficiently. The Criminal Investigation Division of IRS continued to report increases in recommended prosecutions, indictments and informations returned, and convictions. In addition, Customs reports increases in arrests and convictions, fines and penalties, and seizures and forfeitures involving drug-related violations. Other agencies also report significant achievements. Drug law investigative and prosecutorial progress, categorized by type of activity, is described on the following pages.

INVESTIGATIVE TECHNIQUES

Investigative agencies use a number of sophisticated techniques in investigating drug trafficking and drug trafficking networks. For example, DEA, FBI, and Customs use electronic surveillance when appropriate in high-level drug investigations. The use of electronic surveillance, which must be authorized by court order, can provide critical evidence of drug trafficking. In addition, DEA, FBI, Customs, IRS, Criminal and Tax Divisions (DOJ), and U.S. Attorneys cooperate on tracing drug-derived assets that may be subject to forfeiture laws, currency and tax laws, the money laundering statute, and international agreements relating to tax evasion and money laundering. Financial investigations can lead to the forfeiture of assets, convictions on criminal charges, and the collection of Federal taxes on specified income.

Electronic Surveillance

Electronic surveillance is a carefully employed investigative tool for obtaining evidence against powerful drug traffickers and their associates. The need for this type of surveillance, authorized by Title III of the Omnibus Crime Control and Safe Streets Act of 1968 (18 U.S.C. §§2510 et seq.), varies by case.

- Exhibit II-1 presents the use of electronic interceptions by DEA and FBI for fiscal years 1982 through 1986.

EXHIBIT II-1

DEA AND FBI ELECTRONIC INTERCEPTIONS (TITLE III)

<u>Fiscal Year</u>	<u>Court Orders Obtained</u>	<u>Initiations</u>	<u>Extensions</u>
DEA			
1982	64	38	26
1983	81	48	33
1984	85	57	28
1985	142	82	60
1986	81	58	23
FBI			
1982	39	31	8
1983	155	84	71
1984	308	148	160
1985	159	101	58
1986	83	53	30

- For each fiscal year, the total number of orders obtained include initial interception orders (which are valid for only a specified number of days) and extensions of those orders. All orders are authorized by the court.
- As shown, the number of electronic interceptions authorized by the court decreased in 1986. This is due, in part, to increased case selectivity in the effort to use available surveillance resources on only the most significant investigations.

Witness Protection

Drug organizations become increasingly violent as enforcement pressure grows, and investigating and prosecuting these criminal networks often involves protecting witnesses and offering them immunity from prosecution.

- In 1986, the Marshals provided protection to 54 Organized Crime Drug Enforcement Task Force (OCDETF) witnesses and their families. These witnesses had been jeopardized because of their willingness to provide information and testimony against important targets. Since 1982, the Marshals have protected 108 prisoners who testified in cases against drug traffickers.

- The value of the Witness Security Program is illustrated by the Adler "Barry" Seal case. Seal, a major Federal witness against a prominent drug trafficking cartel, refused the protection of the program. Seal was murdered in February 1986 before he could continue his testimony.

Asset Forfeiture

The goal of asset forfeiture efforts is to destroy the economic power of drug enterprises. Both the Department of Justice and the Department of the Treasury have continued to place strong emphasis in 1986 on asset forfeiture as a means of denying drug traffickers the fruits of their illicit activities, as well as the means by which those activities may be continued. Forfeited monies may be used for the payment of awards, purchase of evidence, retrofitting of usable property, and the satisfaction of liens on seized property.

- Exhibit II-2 shows the appraised value of drug-related assets turned over to or seized by DEA, FBI, and Customs for fiscal years 1984 through 1986. The exhibit also displays forfeitures resulting from DEA, FBI, and Customs drug investigative activities.

EXHIBIT II-2

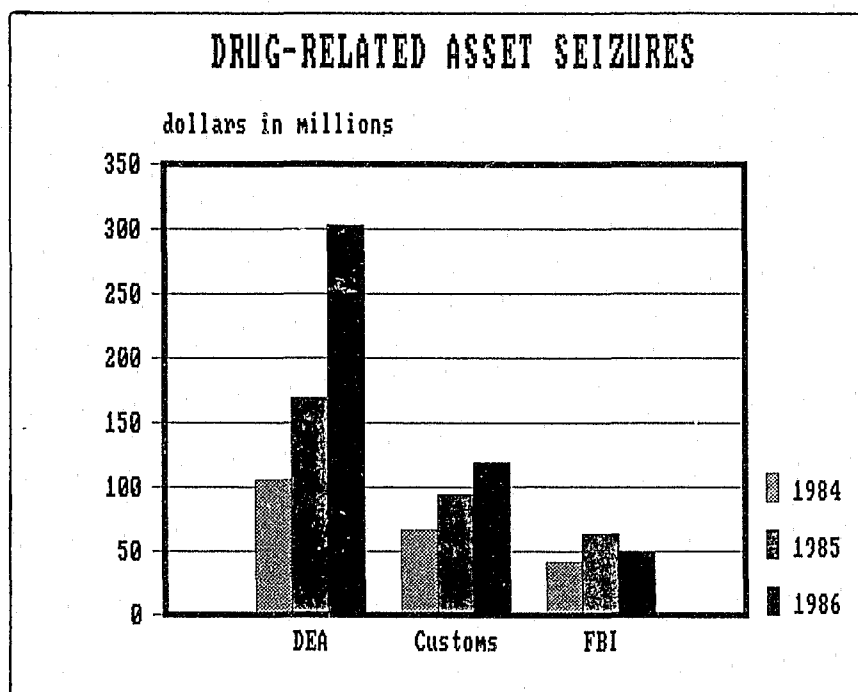
DRUG-RELATED ASSET SEIZURES AND FORFEITURES*
(in millions, by fiscal year)

	<u>1984</u>	<u>1985</u>	<u>1986</u>
DEA			
Seizures	\$105.6	\$171.9	\$305.4
Forfeitures	37.6	59.2	46.4
FBI			
Seizures	43.6	64.4	52.3
Forfeitures	6.7	10.0	19.7
Customs			
Seizures	67.7	95.8	121.5
Forfeitures**	25.6	36.2	45.9

* The United States will actually realize less than the total amount of forfeitures reported here, reflecting the payment of valid liens and expenses, pressing property into official Federal use, and transferring equitable shares of forfeited property to State and local law enforcement agencies.

** These figures are preliminary and based on statistical geographical sampling using drug-related forfeitures in the Southeast region.

EXHIBIT II-2
(continued)



- The total value of drug-related assets seized by DEA increased significantly (78 percent) from 1985 to 1986. Customs drug-related asset seizures also increased in value from 1985 to 1986 by nearly 27 percent.
- The value of drug-related assets forfeited to the government through FBI investigative activities increased 97 percent from 1985 to 1986, although FBI seizures decreased 19 percent during the same period.
- In 1986, the Department of Justice forwarded \$17,128,000 to State and local law enforcement agencies from the Department's Asset Forfeiture Fund. In addition, the sharing of forfeited property valued at \$5,716,000 was also approved. Most forfeited assets result from drug investigations.
- In 1986, Customs distributed \$3,591,000 in assets to State and local law enforcement agencies from the Customs Asset Forfeiture Fund.

The government must store and maintain seized property from the time of seizure until disposition following forfeiture. The Marshals' National Asset Seizure and Forfeiture Program (NASAF) manages seized assets for Department of Justice agencies. NASAF also manages Justice's Asset Forfeiture Fund.

- Exhibit II-3 displays the number and value of property managed by the Marshals.

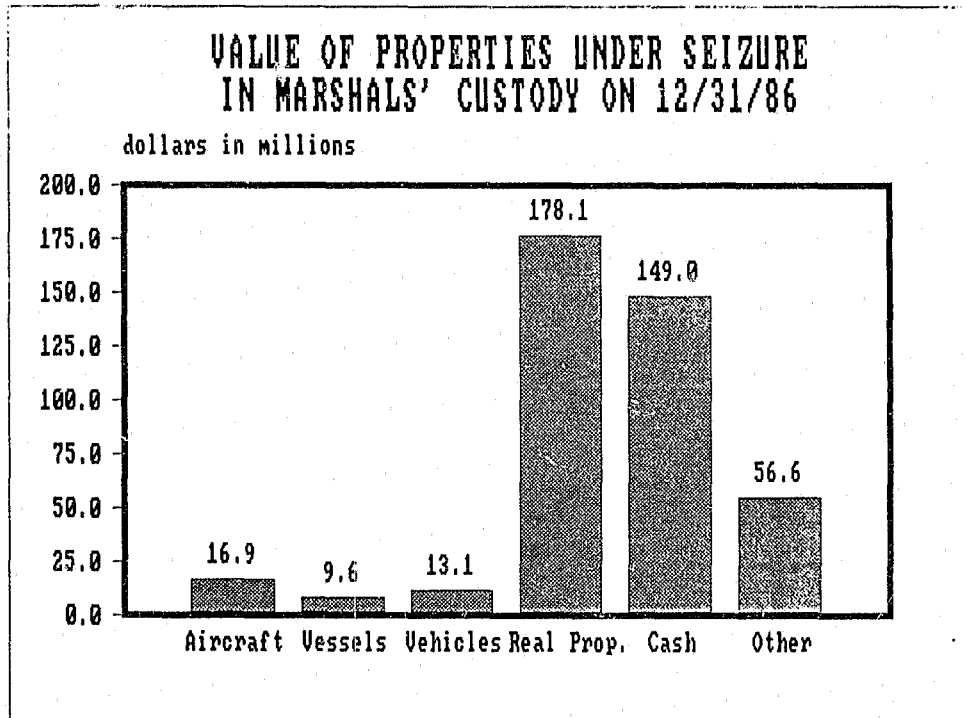
EXHIBIT II-3

U.S. MARSHALS SERVICE
NUMBER AND VALUE OF SEIZED PROPERTIES
IN MARSHALS' CUSTODY

(Excluding DEA & INS Administrative Seizures)

<u>Types of Properties</u>	<u>Number of Properties</u>		<u>Value of Properties (millions)</u>	
	<u>12/31/85</u>	<u>12/31/86</u>	<u>12/31/85</u>	<u>12/31/86</u>
Aircraft	68	93	\$ 8.2	\$ 16.9
Vessels	143	91	51.1	9.6
Vehicles	1,098	1,429	10.0	13.1
Real Property	417	886	106.7	178.1
Cash	868	2,006	85.6	149.0
Other	<u>1,069</u>	<u>1,381</u>	<u>59.3</u>	<u>56.6</u>
Total	3,663	5,886	\$ 320.9	\$423.3

EXHIBIT II-3
(continued)



- The data above indicate that total seizures in the Marshals' custody increased by 61 percent between 12/31/85 and 12/31/86. This represents a 36 percent increase in seized aircraft, a 36 percent decrease in seized vessels and a 30 percent increase in seized vehicles.
- The value of seized property also increased significantly in 1986. The total value of seized property in the Marshals' custody at the end of 1986 was \$423,300,000--a 32 percent increase over that held at the end of 1985.

Investigations

DEA, FBI, Customs, and IRS conduct investigations of money laundering and other financial activities. The Criminal Investigation Division of IRS identifies and refers for prosecution individuals who derive substantial income from drug trafficking. IRS investigators also, through their ability to trace the movement of funds and the acquisition of assets, document drug traffickers' acquisition of forfeitable assets.

- DEA's Operation PISCES, directed at cocaine traffickers' money laundering activities, continued its success in 1986. The operation resulted in asset seizures of \$140 million, 10 tons of cocaine, and 6.5 tons of hashish, as well as the arrest of 200 individuals.
- DEA established Operation MAN, directed at false corporations laundering marijuana smuggling profits. The operation has resulted in the seizure of \$15 million in real property assets; another seizure of \$9 million is expected in 1987.
- Customs has initiated numerous special operations aimed at the detection, apprehension, and prosecution of individuals and corporations involved in money laundering activities. These efforts, particularly Operation GREENBACK (which included significant participation by other agencies including IRS and DOJ) and Operation BUCKSTOP, have resulted in monetary seizures of \$17,000,000 and \$20,400,000 respectively in 1986.
- Exhibit II-4 summarizes the results of Customs Operation GREENBACK and Operation BUCKSTOP from fiscal years 1983 through 1986.

EXHIBIT II-4

U.S. CUSTOMS SERVICE OPERATIONS GREENBACK AND BUCKSTOP*

	<u>1983</u>	<u>1984</u>	<u>1985</u>	<u>1986</u>
Operation GREENBACK:				
Currency Seizures	\$12,600,000	\$4,900,000	\$9,200,000	\$17,000,000
Indictments	43	19	8	65
Arrests	37	29	33	80
Convictions	19	31	12	27
Value of Assets Seized	\$ 1,000,000	\$3,700,000	\$257,000	\$2,100,000
Operation BUCKSTOP:				
Currency Seizures	--	--	\$5,400,000	\$20,400,000
Indictments	--	--	22	25
Arrests	--	--	28	31
Convictions	--	--	17	18
Value of Assets Seized	--	--	\$30,000	\$100,000

* Operation BUCKSTOP was initiated in October 1985.

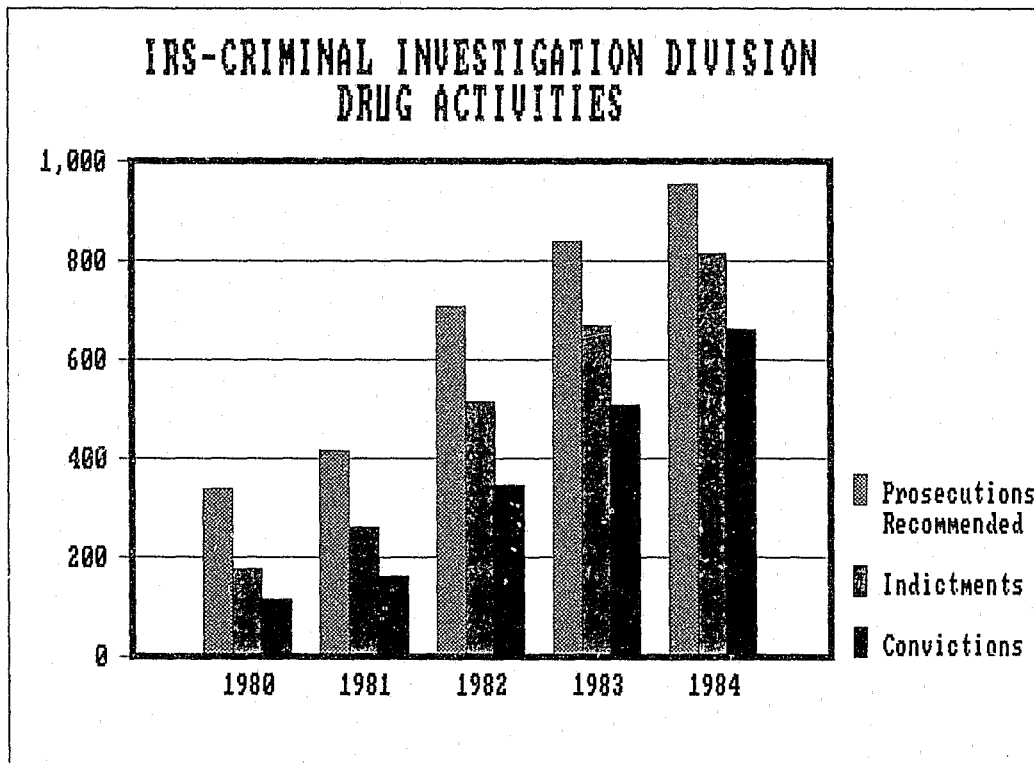
- Exhibit II-5 summarizes IRS Criminal Investigation Division drug activities for fiscal years 1982 through 1986.

EXHIBIT II-5

INTERNAL REVENUE SERVICE - CRIMINAL INVESTIGATION DIVISION
SUMMARY OF DRUG ACTIVITIES
(by fiscal year)

	<u>1982</u>	<u>1983</u>	<u>1984</u>	<u>1985</u>	<u>1986</u>
Prosecutions Recommended	343	421	712	840	956
Indictments and Informations	180	265	516	673	817
Convictions including Guilty Pleas	121	167	353	515	666
Percent of Convicted Sentenced to Prison	76%	87%	71%	80%	73%
Average Prison Sentence (months)	45	67	52	67	68
Total Fines (thousands)	\$1,709	\$893	\$4,572	\$4,235	\$9,738

EXHIBIT II-5
(continued)



- The number of prosecutions recommended by the IRS Criminal Investigation Division (CID), the number of indictments and informations returned on CID cases, and the number of convictions obtained involving CID investigative efforts continued to increase in 1986. Prosecutions recommended increased 14 percent, indictments and informations increased 21 percent, and convictions increased 29 percent from 1985 to 1986.
- Total fines imposed more than doubled from 1985 to 1986, from \$4,235,000 in 1985 to \$9,738,000 in 1986; however, the percentage of convicted defendants sentenced to prison decreased seven percentage points.
- The trend reflects the continuing enforcement emphasis on financial investigations of high-level drug traffickers and their organizations.

Tax Assessments

Jeopardy and termination tax assessments by the IRS result in the immediate demand for payment of taxes. Jeopardy assessments are made when collection of any tax is in jeopardy after the due date for filing a tax return is passed. Termination assessments are made when collection of income tax is in jeopardy before the end of the tax year. Jeopardy and termination assessments against drug traffickers apply to property used in or obtained by illegal activities as well as all other property owned by the individual.

- Exhibit II-6 presents jeopardy and termination assessments against drug traffickers for fiscal years 1982 through 1986.

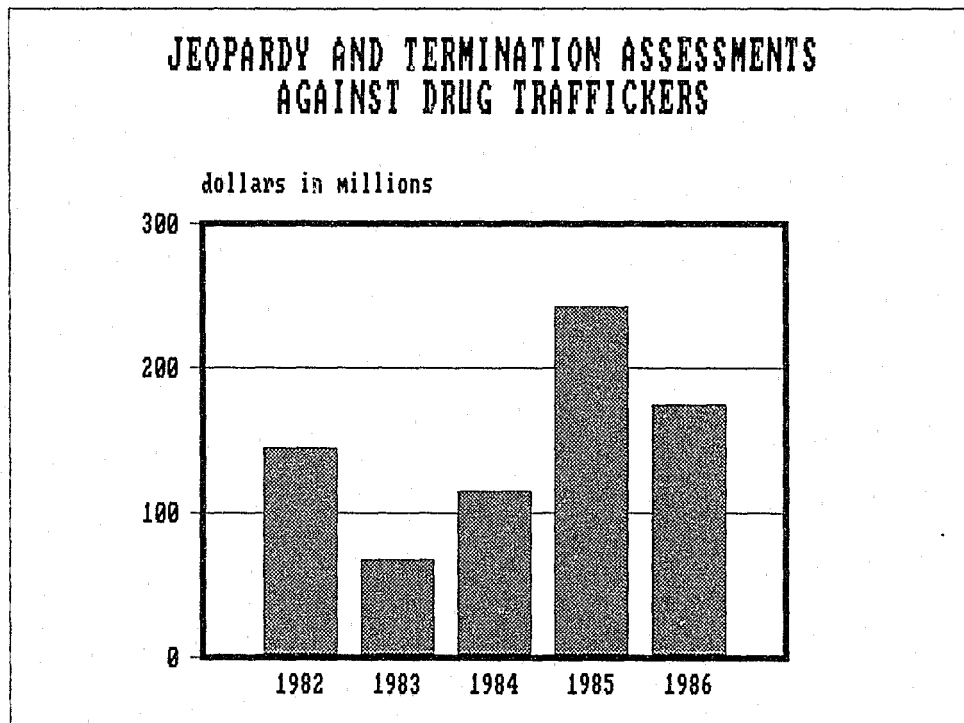
EXHIBIT II-6

JEOPARDY AND TERMINATION ASSESSMENTS AGAINST DRUG TRAFFICKERS

<u>Fiscal Year</u>	<u>Number of Cases</u>	<u>Assessments (millions)</u>	<u>Average Assessment</u>
1982	166	\$147.4	\$887,951
1983	260	68.8	264,615
1984	297	116.6	392,592
1985	296	244.0*	824,324
1986	<u>280</u>	<u>176.0</u>	<u>628,571</u>
Total	1,299	\$752.8	\$579,523

* In 1985, one case involved an assessment of nearly \$93 million.

EXHIBIT II-6
(continued)



- Over the past five years, the total value of jeopardy and termination assessments against drug traffickers totaled \$752,800,000. The average assessment for the five-year period was \$579,523.

DRUG-RELATED FIREARMS AND EXPLOSIVES INVESTIGATIONS

Over the past several years, officials responsible for the enforcement of drug laws at all levels of government have been exposed to an alarming increase in the number of drug violators who use firearms and explosives. Firearms, particularly automatic weapons, are becoming popular among drug traffickers who seek to protect their profits and further their illicit enterprises.

- Exhibit II-7 presents the variety and number of firearms and explosives taken into custody by ATF during drug-related investigations.

EXHIBIT II-7

BUREAU OF ALCOHOL, TOBACCO AND FIREARMS
FIREARMS AND EXPLOSIVES TAKEN INTO ATF CUSTODY
DURING DRUG-RELATED INVESTIGATIONS
(by fiscal year)

	<u>1985*</u>	<u>1986</u>
Handguns	424	457
Rifles/Shotguns	335	441
Machineguns	44	35
Sawed-off Shotguns/Rifles	24	34
Destructive Devices (bombs)	22	59
Silencers	41	47
Explosives (in pounds)	1281	470
Ammunition (rounds)	16,433	36,756

* Statistics for years prior to 1985 are unavailable.

- The number and variety of firearms and explosives discovered during drug-related investigations attest to the continued violence of drug traffickers. Most significant in 1986 was the number of handguns, rifles/shotguns, and ammunition confiscated: 457 handguns; 441 rifles/shotguns; and 36,756 rounds of ammunition.

CORRUPTION INVESTIGATIONS

The existence of public corruption with drug-related aspects underscores the significance of the drug problem. Public corruption, which includes, for example, public officials' acceptance of bribes and payoffs to protect drug organizations or influence the outcome of prosecutions, undermines the public's trust and confidence in its elected and appointed officials. Allegations of drug-related corruption continue to be carefully scrutinized and are given high priority by the FBI and the Department of Justice.

- Exhibit II-8 displays public corruption convictions obtained through the investigative efforts of the FBI Organized Crime Corruption Program for fiscal years 1982 through 1986.

EXHIBIT II-8

FBI ORGANIZED CRIME CORRUPTION PROGRAM
PUBLIC CORRUPTION CONVICTIONS*
(by fiscal year)

	<u>1982</u>	<u>1983</u>	<u>1984</u>	<u>1985</u>	<u>1986</u>
Drug Investigations	0	35	40	68	48
Corruption of Public Officials Investigations- La Cosa Nostra and Others	18	14	52	59	60
OCDETF Investigations	<u>0</u>	<u>0</u>	<u>38</u>	<u>59</u>	<u>47</u>
Totals	18	49	130	186	155

* Includes those cases in which the defendant was referred to treatment or other supervision prior to trial (pretrial diversions).

- These convictions include those obtained through drug investigations, investigations of corruption of public officials that involve drugs, and Organized Crime Drug Enforcement Task Force investigations.
- The total number of drug-related public corruption convictions decreased by 16 percent from 1985 to 1986. This decrease largely results from a planned decrease in the number of FBI cases in an effort designed to enable enforcement resources to be used more effectively against the most significant violators. Other corruption matters are routinely referred to appropriate authorities in State and local government.

Public Corruption Investigative Operations

- FBI Operation MACH-TENN, a long-term investigation which terminated January 1986, investigated Eastern Tennessee's judicial and law enforcement officers' involvement in bribery to allow illicit drug trafficking. Two cases highlight the successes of this investigative operation: in July 1986 a Harrison, Tennessee City Judge was convicted on multiple counts of drug violations and was sentenced to ten years imprisonment and fined \$100,000; and in June 1986 a Scott County, Tennessee Sheriff and his Chief Deputy were convicted on multiple counts of drug violations--the sheriff was sentenced to 15 years imprisonment and his deputy was sentenced to 10 years imprisonment.
- FBI Operation BACO was initiated on August 9, 1985, to investigate "protection" of cocaine importation by the police officers at the North Bay Village Police Department, North Bay Village, Florida. The investigation included 36 consensually monitored conversations, a Title III electronic surveillance, and an undercover operation. In December 1986 three of the officers were convicted for conspiring to protect a narcotics importation operation run by the FBI. One defendant had previously pled guilty in March 1986. The police officers received prison sentences ranging from seven to 20 years and severe fines.

CLANDESTINE LABORATORY SEIZURES

Most drugs consumed in the United States are produced in foreign countries; however, marijuana and a large percentage of the drugs that can be manufactured in laboratories continue to be produced in the United States.

- Exhibit II-9 depicts the number of clandestine laboratories seized in the United States in fiscal years 1982 through 1986.

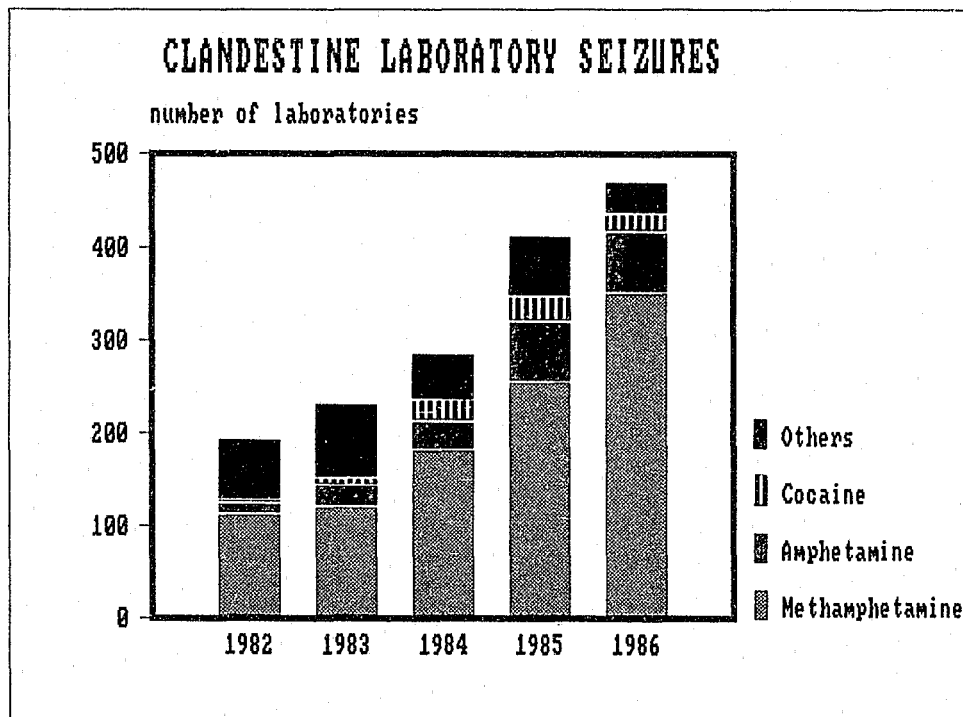
EXHIBIT II-9

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

	<u>1982</u>	<u>1983</u>	<u>1984</u>	<u>1985</u>	<u>1986</u>
Methamphetamine	112	122	184	257	372
P2P	4	7	14	25	21
Amphetamine	15	25	31	67	66
PCP/PCC	45	47	26	23	8
Cocaine	4	10	24	29	23
Methaqualone	7	11	4	5	4
Psilocybin	0	2	4	3	0
MDA	3	5	0	3	3
Fentanyl	0	0	0	2	3
Other	<u>7</u>	<u>12</u>	<u>4</u>	<u>5</u>	<u>9</u>
Totals	197	241	291	419	509

* Total national clandestine laboratory seizures are probably higher than those reported here since not all seizures are reported to DEA by local law enforcement agencies.

EXHIBIT II-9
(continued).



- Total clandestine laboratory seizures increased 21 percent from 1985 to 1986. This increase includes a 45 percent increase in methamphetamine lab seizures and decreases in the number of P2P, amphetamine, PCP/PCC, and cocaine labs seized.
- The number of P-2-P labs seized decreased in 1986 for several possible reasons. First, P-2-P is now a controlled substance. Second, the ephedrine method of producing methamphetamine, which does not require P-2-P, is now preferred.
- The decrease in PCP and PCC labs may be the result of the traffickers moving their operations to rural areas. Additionally, chemists have become more sophisticated and use better safety methods. Their precautions have reduced the number of laboratory seizures.
- The huge increase in dangerous drug removals is attributed to both the increase in labs and in their operating capacity. This has been prompted by the steadily increasing demand for methamphetamine.

ARRESTS, CONVICTIONS, SENTENCING

The number of quality arrests and convictions, and the length of sentences imposed upon convicted offenders, can be important indicators of enforcement activity. These figures reflect the efforts of the court and corrections systems as well as those of investigators and prosecutors.

- Exhibit II-10 shows FBI drug arrests, indictments, and convictions resulting from FBI drug-related investigations for fiscal years 1982 through 1986.
- Exhibit II-11 displays the number of DEA major violator arrests by case and violator for fiscal years 1982 through 1986. These arrests result from DEA and State, local, and other Federal agencies.
- Exhibit II-12 presents the breakdown of DEA arrests by type of agency involved.
- Exhibits II-13 and II-14 present DEA conviction and sentencing statistics for fiscal years 1982 through 1986.
- Refer to Chapter III, Exhibit III-3 for additional arrests by the U.S. Customs Service and the U.S. Coast Guard.

EXHIBIT II-10

FEDERAL BUREAU OF INVESTIGATION DRUG ARRESTS, INDICTMENTS, AND CONVICTIONS

<u>Fiscal Year</u>	<u>Arrests</u>	<u>Indictments*</u>	<u>Convictions**</u>
1982	137	174	43
1983	1,038	1,068	451
1984	1,694	2,224	1,570
1985	2,453	2,962	2,293
1986	2,346	3,203	2,791

* The number of indictments is larger than the number of arrests, indicating the existence of fugitives. Convictions in 1986 are larger than arrests because convictions may relate to defendants arrested in previous years.

** Includes pretrial diversions.

EXHIBIT II-10
(continued)

FBI DRUG ARRESTS, INDICTMENTS, AND CONVICTIONS

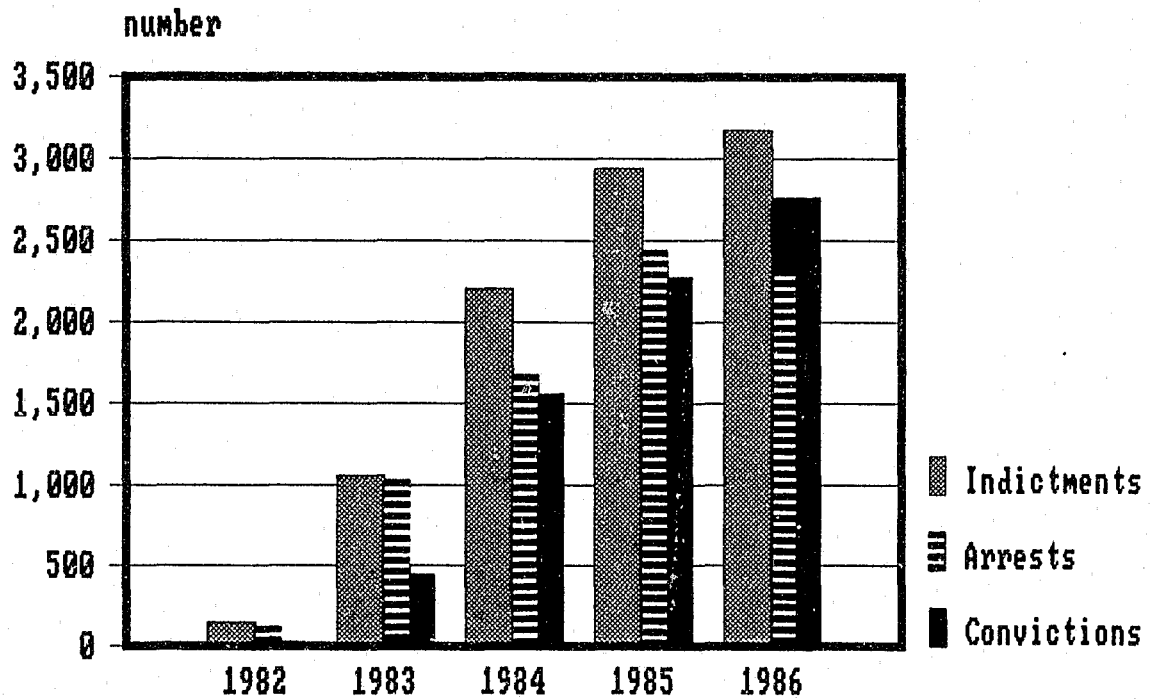


EXHIBIT II-11

DRUG ENFORCEMENT ADMINISTRATION
GEOGRAPHICAL DRUG ENFORCEMENT PROGRAM ARRESTS*

<u>Fiscal Year</u>	<u>Arrests by GDEP Class I & II Case**</u>	<u>Arrests by GDEP Class I & II Violator***</u>
1982	6,373	2,124
1983	6,816	2,495
1984	7,467	2,852
1985	9,441	4,057
1986	12,819	6,002

* The Geographical Drug Enforcement Program (GDEP) is DEA's basic system for measuring its enforcement activities. Using the GDEP Classification System, Class I and II violators are those that are the most significant.

** The number of arrests by "GDEP Class I and II case" includes data on all Class I and II case-related violators regardless of their classification. For example, if five suspects are arrested in a case, and one of those suspects is a Class I violator, then all five arrests are recorded in this column.

*** The number of arrests by GDEP Class I and II violator includes data on Class I and II violators only, i.e., the most significant violators. For example, if five suspects are arrested in a case, and one of those suspects is a Class I violator, then only one arrest is recorded in this column.

EXHIBIT II-11
(continued)

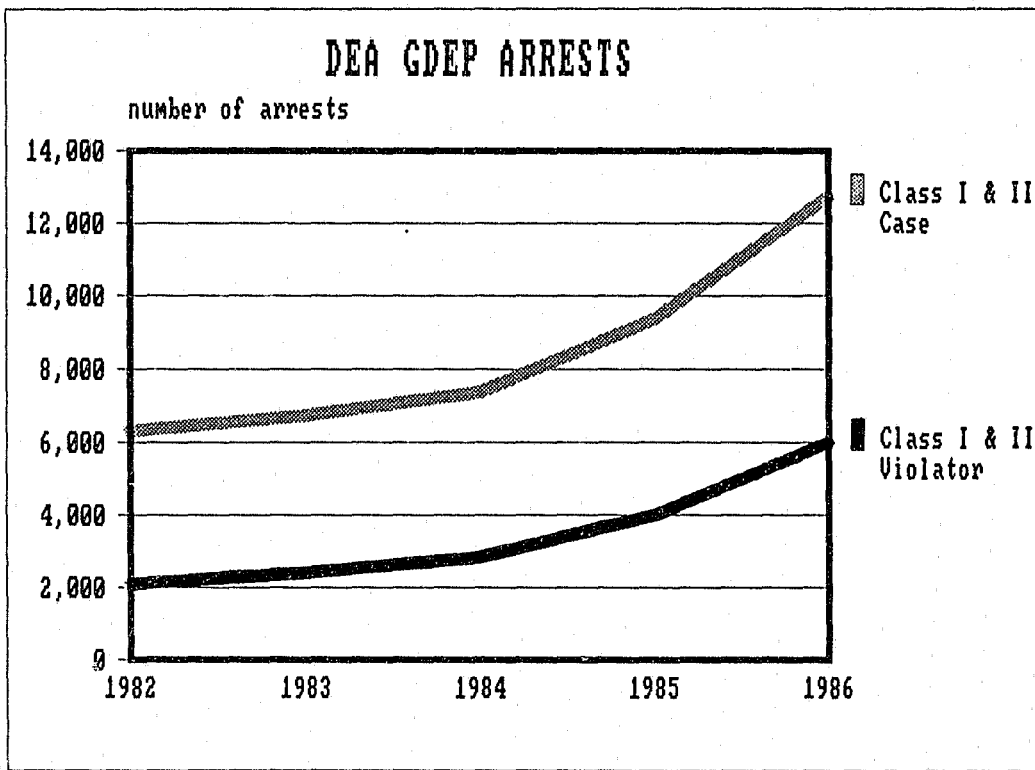


EXHIBIT II-12

DRUG ENFORCEMENT ADMINISTRATION
ARRESTS BY SOURCE

<u>Fiscal Year</u>	<u>DEA Only</u>	<u>State/Local Cooperative</u>	<u>State/Local Task Force</u>	<u>Federal Referrals</u>	<u>Total</u>
1982	7,614	1,126	2,642	798	12,180
1983	7,887*	1,436	2,703	971	12,997
1984	7,839*	1,724	2,465	1,098	13,126
1985	8,239*	2,940	3,172	1,344	15,695
1986	9,466*	3,466	4,433	1,381	18,746

* Includes Organized Crime Drug Enforcement Task Force Program arrests.

EXHIBIT II-13

DRUG ENFORCEMENT ADMINISTRATION
CONVICTIONS*

<u>SOURCE OF ARREST</u>	<u>1982</u>	<u>1983</u>	<u>1984</u>	<u>1985</u>	<u>1986</u>
DEA Only	3,730	6,001**	6,172**	6,455**	6,856**
S/L Cooperative***	617	1,087	1,245	1,157	2,006
S/L Task Force***	1,100	1,945	2,506	2,025	2,407
Federal Referrals	<u>480</u>	<u>933</u>	<u>892</u>	<u>912</u>	<u>1,179</u>
TOTAL	5,927	9,966	10,815	10,549	12,178

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

** Includes Organized Crime Drug Enforcement Task Force Program figures.

*** S/L abbreviates State/local.

EXHIBIT II-13
(continued)

DEA TOTAL CONVICTIONS

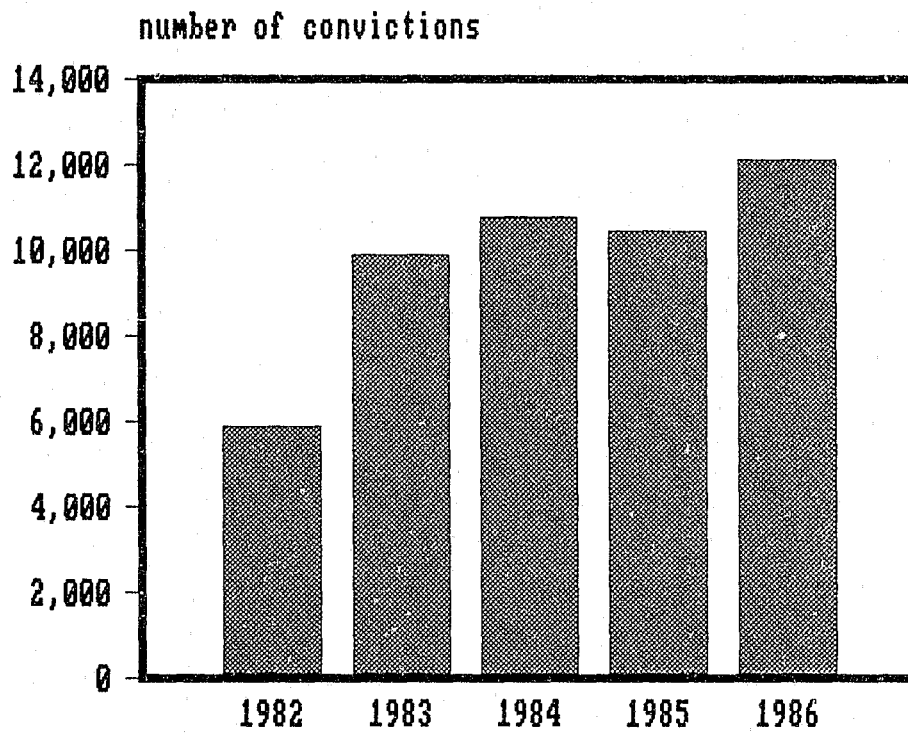


EXHIBIT II-14

DRUG ENFORCEMENT ADMINISTRATION
SENTENCING DATA
(in fiscal years)
(average sentences in months)

<u>Case Drug</u>	<u>1982</u>	<u>1983</u>	<u>1984</u>	<u>1985</u>	<u>1986</u>
<u>Heroin (Opiates)</u>					
Number imprisoned	940	1,565	1,522	1,526	1,470
Average sentence	64	64	68	68	69
<u>Cocaine</u>					
Number imprisoned	1,366	2,185	2,946	3,202	4,462
Average sentence	48	52	57	56	65
<u>Cannabis</u>					
Number imprisoned	904	1,899	2,151	1,977	2,022
Average sentence	44	42	51	46	51
<u>Dangerous Drugs</u>					
Number imprisoned	686	1,166	1,156	1,214	1,420
Average sentence	46	43	47	56	57
<u>TOTAL</u>					
Number imprisoned	3,896	6,815	7,775	7,919	9,374
Average sentence	51	50	56	56	61
<u>Source of Arrest</u>					
<u>DEA ONLY</u>					
Number imprisoned	2,615	4,302	4,721	5,010	5,270
<u>S/L Cooperative*</u>					
Number imprisoned	358	676	799	828	1,459
<u>S/L Task Force*</u>					
Number imprisoned	640	1,206	1,625	1,443	1,684
<u>Federal Referrals</u>					
Number imprisoned	283	631	630	638	961
<u>TOTAL</u>					
Number imprisoned	3,896	6,815	7,775	7,919	9,374

* S/L abbreviates State/local.

- DEA arrests and convictions were higher in fiscal year 1986 than in any other year in its history. FBI drug convictions also reached record levels.
- The total number of DEA arrests of Class I and II violators (the most significant) increased 49 percent from 1985 to 1986. The number of arrests in Class I and II cases increased 36 percent during the same period.
- Total drug-related arrests reported by DEA from all sources increased from 15,695 in 1985 to 18,746 (19 percent) in 1986. This increase includes additional arrests by DEA acting alone, DEA and State/local cooperative investigative efforts, DEA and State/local task forces, and referrals from other Federal agencies to DEA.
- Convictions obtained through investigations involving DEA also increased in 1986, from a total of 10,549 in 1985 to 12,178 in 1986 (15 percent).
- While FBI drug arrests decreased slightly from 1985 to 1986, the number of indictments rose eight percent. The number of convictions obtained increased by nearly 22 percent.
- DEA also reports record numbers of convicted offenders entering imprisonment on drug charges. In 1986, the total number imprisoned was 9,374, an 18 percent increase over 1985. Defendants convicted on cocaine-related charges represent the largest increase in imprisonments from 1985 to 1986, from 3,202 to 4,462 (39 percent).

The Executive Office for United States Attorneys (EOUSA) collects information on all Federal cases filed in Federal courts. This information reflects the efforts of investigative agencies and U.S. Attorneys' offices, among others in the criminal justice system.

- Exhibit II-15 presents EOUSA statistics regarding controlled substance cases for fiscal years 1982 through 1986.

EXHIBIT II-15

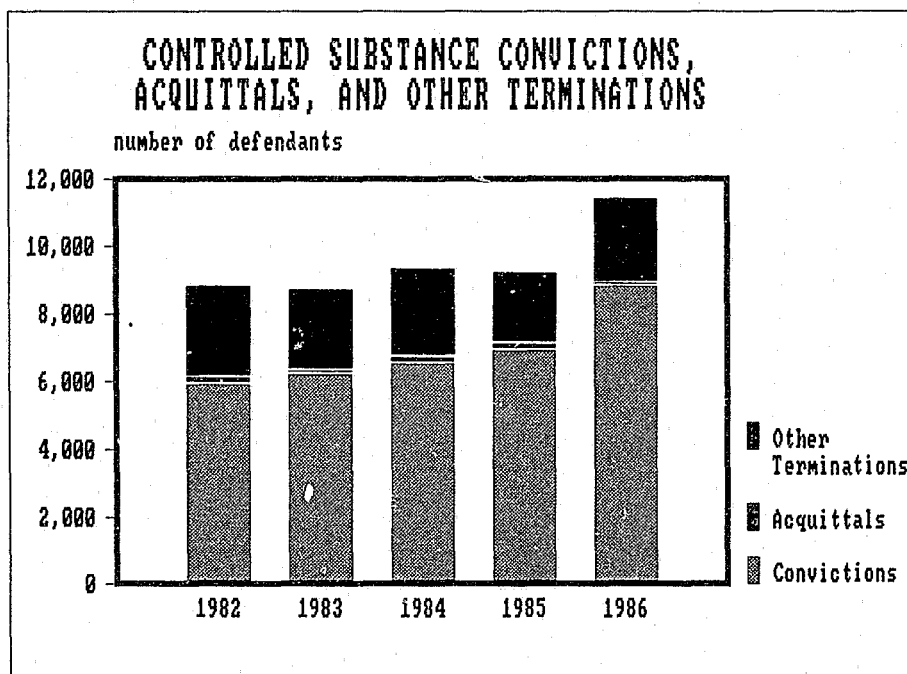
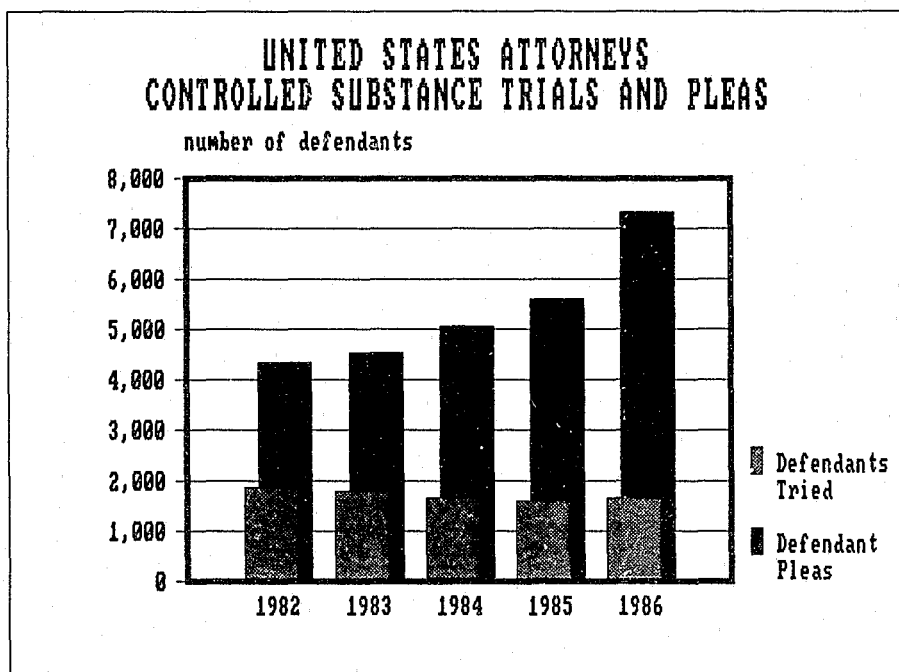
EXECUTIVE OFFICE FOR UNITED STATES ATTORNEYS
CONTROLLED SUBSTANCE STATISTICS*
(by fiscal year)

<u>Year:</u>	<u>Filed:</u>	<u>Pleas:</u>	<u>Defendants Tried:</u>	<u>Other:</u>			
<u>Year</u>	<u>Cases</u>	<u>Def's</u>	<u>Def</u> <u>Pleas</u>	<u>Total</u> <u>Tried</u>	<u>Guilty</u> <u>After</u> <u>Trial</u>	<u>Acquitted</u> <u>After</u> <u>Trial</u>	<u>Other**</u> <u>Terminations</u>
1982	4,314	9,133	4,361	1,868	1,585	283	2,720
1983	4,753	9,732	4,583	1,852	1,656	196	2,413
1984	5,245	11,049	5,102	1,688	1,448	240	2,608
1985	6,137	12,161	5,604	1,635	1,395	240	2,123
1986	7,295	14,932	7,387	1,677	1,479	198	2,577

* Includes OCDETF statistics. Figures for a given fiscal year do not necessarily refer to the same individuals.

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

EXHIBIT II-15
(continued)



- Figures from the Executive Office for United States Attorneys indicate that more Controlled Substances Act cases with more defendants were filed in 1986 than in any previous year. The number of drug cases increased 19 percent from 1985 to 1986; the number of defendants charged with drug violations increased 23 percent during the same period.
- Convictions, which includes defendants who plead and were found guilty, increased slightly in 1986 to over three-fourths (76 percent) of all drug defendants whose cases were terminated.
- Defendant pleas as a percentage of all drug defendants whose cases were terminated continued to increase in 1986. In 1982, less than half (49 percent) of these defendants pled guilty; in 1985, 60 percent pled guilty; and in 1986, 63 percent pled guilty.
- Guilty pleas as a percentage of convictions also continued to increase in 1986, thus saving the government the time and expense of trials. In 1982, 73 percent of all drug convictions resulted from pleas; in 1985, 80 percent pled guilty; and in 1986, 83 percent pled guilty.

DOMESTIC DRUG REMOVALS

Drug removals include drugs seized and those purchased during the course of an investigation. Various factors, such as availability and enforcement emphasis, affect the fluctuation of drug removal statistics from year to year.

- Seized drugs (and other evidence) must be analyzed to assess weight and purity. DEA chemists analyzed 39,652 exhibits of evidence, including 7,963 for State and local agencies, testified in 776 trials, conducted 712 ballistic examinations, and identified 24 new illegally produced tablets in 1986.
- Exhibit II-16 shows the volume of drugs seized and purchased in the United States from fiscal years 1982 through 1986.

EXHIBIT II-16

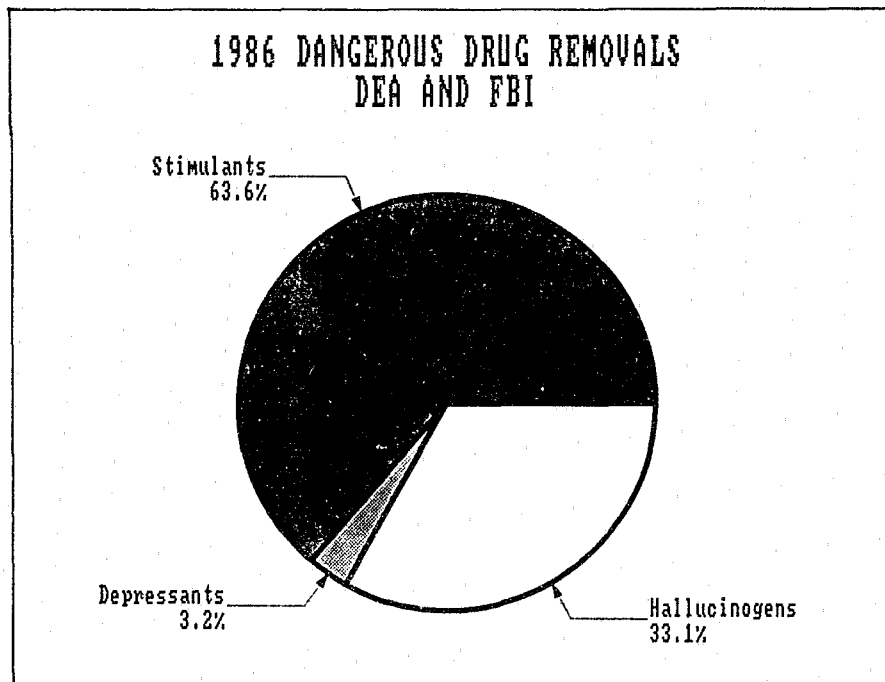
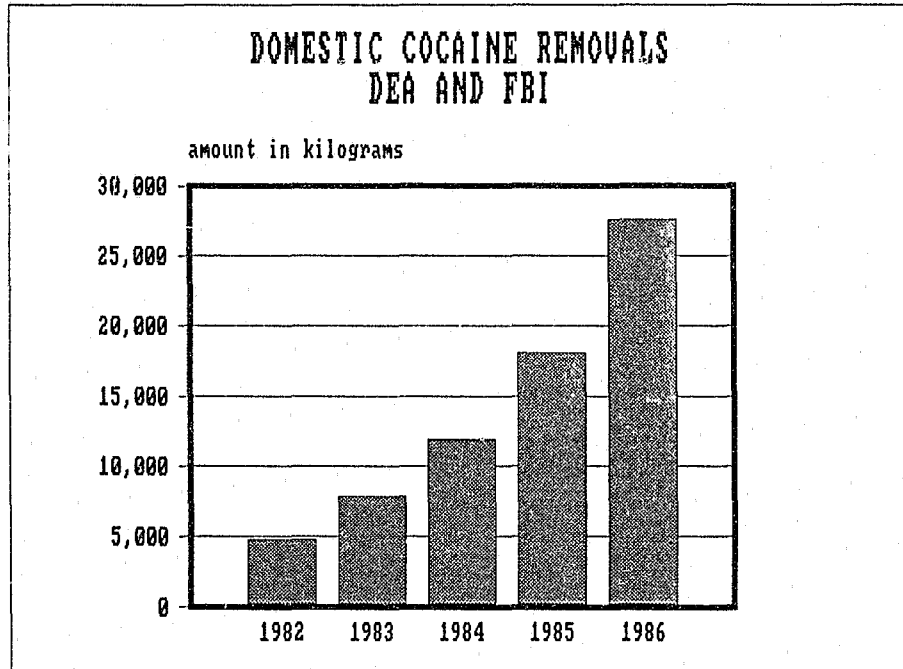
DEA AND FBI
DOMESTIC DRUG REMOVALS*
(by fiscal year)

<u>Drug</u>	<u>1982</u>	<u>1983</u>	<u>1984</u>	<u>1985</u>	<u>1986</u>
Heroin (kg.)					
FBI	2	4	39	15	5
DEA	231	306	349	447	365
Cocaine (kg.)					
FBI	6	317	221	31	839
DEA	4,947	7,569	11,768	18,129	27,079
Marijuana (kg.)**					
FBI	1	2	4	2	1
DEA	1,074	1,045	1,386	745	825
Hashish (kg.)					
FBI	1	3	2	1	.4
DEA	6,807	1,302	14,371	9,915	262
Dangerous Drugs (d.u.)**					
FBI	230	1,936	1,265	4,649	3,833
DEA	51,005	20,194	13,985	25,968	46,222
Stimulants (d.u.) **					
FBI	17	954	1,151	4,502	3,738
DEA	45,921	10,802	11,125	20,710	27,846
Depressants (d.u.)**					
FBI	212	804	75	80	5
DEA	3,743	2,810	1,627	665	1,627
Hallucinogens (d.u.)**					
FBI	.3	178	39	67	90
DEA	1,340	6,583	1,233	4,594	16,749

* Source: STRIDE (System to Retrieve Information from Drug Evidence) program.

** Measurements are in thousands.

EXHIBIT II-16
(continued)



- FBI and DEA cocaine removals continued to increase dramatically in 1986. The total volume of cocaine seized and purchased by these agencies increased 54 percent from fiscal year 1985 to 1986 (from 18,160 kg. to 27,918 kg.). These figures reflect the increasing popularity and availability of cocaine that has been evident for the past few years.
- Marijuana removals increased by 11 percent from 1985 to 1986 (from 747,000 kg. to 826,000 kg.). Hashish removals, however, decreased significantly in the same period.
- Dangerous drug removals increased by 64 percent from 1985 to 1986, including increases in each category of dangerous drugs. Seizures and purchases of stimulants, depressants, and hallucinogens increased by 25 percent (6,372,000 dosage units), 119 percent (887,000 dosage units), and 261 percent (12,178,000 dosage units), respectively.

FUGITIVES

Because high-level drug traffickers face lengthy prison sentences when convicted and risk losing all assets derived from their illegal activities, many traffickers attempt to flee from justice before prosecution. The U.S. Marshals Service has made significant contributions in fugitive apprehension.

- The nine Fugitive Investigative Strike Team (FIST) operations have resulted in the arrest of 3,575 fugitives wanted in connection with drug-related offenses.
- In 1986, the Marshals received approximately 11,000 fugitive cases. Of these, 37 percent were drug-related. The Marshals have arrested about 65 percent of these fugitives.
- Fugitive investigations often result in significant drug seizures and arrests. For example, in South Florida, Marshals investigators discovered 232 pounds of cocaine along with \$140,000 while arresting a fugitive who had jumped bond on a drug charge. In San Diego, investigators uncovered a large cache of methamphetamine precursor chemicals with the potential of producing 300 pounds of methamphetamine worth \$13,440,000.

COOPERATIVE EFFORTS

DEA State and Local Task Force Program

The 34 DEA State and Local Task Forces around the United States contribute to the national drug enforcement effort in a variety of ways. These task forces disrupt the illicit drug traffic in certain geographic areas and seize drug evidence and drug-related assets from traffickers. The task forces also provide intelligence information about trafficking patterns that assists the development of national cases, informants, and investigative leads. In addition, the task force program provides training and experience to State and local officers.

- Exhibit II-17 presents DEA State and Local Task Force Program arrests and convictions for fiscal years 1982 through 1986.

EXHIBIT II-17

DEA STATE AND LOCAL TASK FORCE PROGRAM ARRESTS AND CONVICTIONS (by fiscal year)

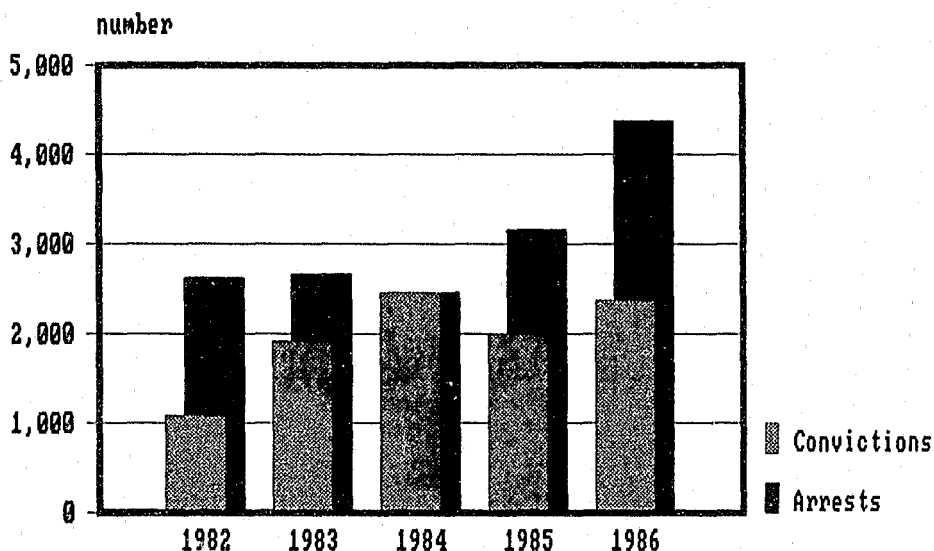
	<u>1982</u>	<u>1983</u>	<u>1984</u>	<u>1985</u>	<u>1986</u>
Arrests	2,632	2,703	2,466	3,178	4,416
Convictions*	1,091	1,942	2,486	2,024	2,407

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

- DEA State and local Task Force Program arrests and convictions increased significantly from 1985 to 1986. The number of individuals arrested through program efforts increased by 1,238 (39 percent). The number of convictions increased by 383 (19 percent).

EXHIBIT II-17
(continued)

DEA STATE AND LOCAL TASK FORCE PROGRAM
ARRESTS AND CONVICTIONS



Organized Crime Drug Enforcement Task Force Program

The network of 13 regional Organized Crime Drug Enforcement Task Forces (OCDETF) has completed its fourth full year of operation. Discussions of the program in the first three annual reports provide the background for this cumulative statistical summary of the significant progress made by this cooperative multi-agency investigation and prosecution program.

The goal of the OCDETF Program is to identify, investigate, and prosecute members of high-level drug trafficking enterprises and to destroy the operations of those organizations. Four objectives continue to guide the selection and conduct of investigations:

- to target, investigate, and prosecute individuals who organize, direct, finance, or are otherwise engaged in high-level illegal drug trafficking enterprises, including large-scale money laundering organizations;

- to promote a coordinated drug enforcement effort in each Task Force region and to encourage maximum cooperation among all drug enforcement agencies;
- to work fully and effectively with State and local drug law enforcement agencies;
- to make full use of financial investigative techniques, including tax law enforcement and forfeiture actions; and
- to identify and convict high-level traffickers and to make possible government seizure of assets and profits derived from high-level drug trafficking.

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

The agencies joining together in the OCDETF Program include ATF, DEA, FBI, IRS, Coast Guard, Customs, Marshals, a variety of State and local law enforcement and prosecution agencies, and all of the United States Attorneys' Offices. During 1986 the Immigration and Naturalization Service (INS) joined the OCDETF Program as a full partner.

INS is responsible for the admission, control, and removal of aliens within the United States. Within this jurisdiction, INS has a major responsibility for the location, apprehension, and removal of alien drug traffickers from the United States. INS will make major contributions to the OCDETF Program in extraterritorial prosecutions and extradition of drug traffickers. Within the Program, INS will pursue its own investigations and will add important new dimensions to the Task Forces through the use of additional criminal statutes such as alien smuggling, re-entry after deportation, fraudulent identification, and immigration fraud, as well as administrative deportation proceedings.

Progress and Accomplishments:

The OCDETF Program is an ambitious experiment in Federal drug investigation and prosecution. Prior to the Program, many had assumed that Federal law enforcement agencies would not work together on a regular basis; that organized crime would defy any

efforts to destroy it; and that it was impossible to deliver cost-effective law enforcement in a modern complex society. The OCDETF Program has shown that all three assumptions were incorrect.

Federal investigators, many of whom were skeptical of the OCDETF Program, now openly support the Task Force concept and declare that they and their agencies will never return to the "old" way of doing business. The Mafia and other organized crime enterprises have been ruptured and their leaders imprisoned for very long periods of time, and law enforcement may eventually become a "profit-making" business with the seizure and forfeiture of the drug-related assets of successfully targeted, investigated, and prosecuted drug traffickers.

Exhibits II-18 through II-35 present data collected for the Task Force Program by the OCDETF Case Monitoring System. Note that 1986 data consists only of data generated between January 1, 1986 and September 30, 1986. Readers should adjust for this factor when comparing annual statistics for the program. The charts that follow reflect percentages enabling comparison between reporting periods.

The OCDETF Program continues to be a highly successful multi-agency drug investigation and prosecution program as evidenced by:

- 936 indictments and informations were returned for the nine month reporting period, representing a significant increase over the previous high of 916 for the CY 1985.
- Over 1,500 top level and mid-level leaders and major suppliers and distributors were charged in the nine month period as compared with 1,432 in the preceding 12 months.
- 195 persons were charged with Title 21 Continuing Criminal Enterprise Act violations in the nine month period as compared with 103 in the previous 12 month period.
- Defendants charged with RICO, ITAR, Tax Conspiracy, Manufacture, Importation, Conspiracy, and Currency violations in the nine month period all equaled or exceeded the numbers charged in the 12 months of 1985.
- Cash asset seizures totaled over \$71 million for the reporting period, an increase of \$21 million over the preceding year.
- Fines increased over \$3 million between the current period and 1985.

EXHIBIT II-18

TYPE OF CRIMINAL ORGANIZATIONS TARGETED IN INVESTIGATIONS INITIATED THROUGH SEPTEMBER 30, 1986

TYPE	CY 1983		CY 1984		CY 1985		1/1/86-9/30/86		TOTAL	
	NO.*	%	NO.*	%	NO.*	%	NO.*	%	NO.*	%
Drug Trafficking Organization/Other Criminal Group	382	81.8	287	85.2	312	87.2	349	88.3	1,330	85.4
LCN	37	7.9	25	7.4	18	5.0	24	6.1	104	6.7
Motorcycle Gang	30	6.4	19	5.6	10	2.8	8	2.0	67	4.3
Registrant	9	1.9	5	1.5	5	1.4	6	1.5	25	1.6
Prison Gang	9	1.7	2	1.0	2	1.0	3	.8	16	1.0
Unspecified	5	1.1	19	5.6	11	3.1	0	0	35	2.3
	N= 467**		N= 337**		N= 358**		N= 395**		N= 1,557**	

Legend

Drug Trafficking Organization/Other Criminal Group: Organizations whose primary purpose is drug trafficking or organizations involved in felony crimes whose members also engage in drug trafficking.

LCN: "La Cosa Nostra," traditional organized crime families.

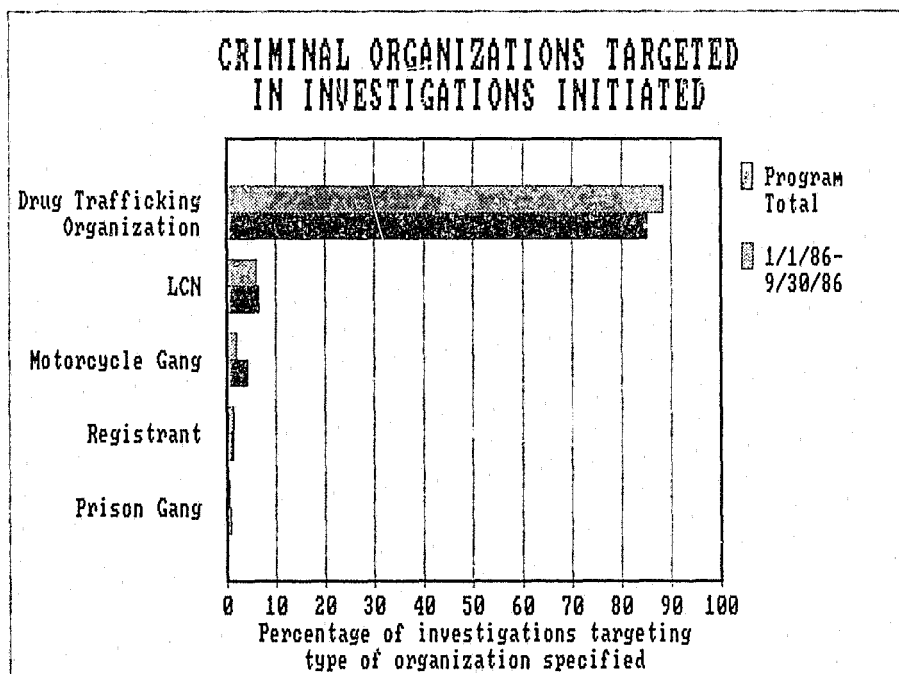
Motorcycle Gang: Organizations controlled by motorcycle clubs.

Registrant: Persons who have legal authority over controlled substances.

Prison Gang: Organizations controlled by prison inmates.

* The number of investigations in which at least one organization of this type was targeted.

** The number of investigations initiated by the Task Forces. The percentages show the frequency of involvement for each type of organization. More than one type of organization is involved in some investigations.



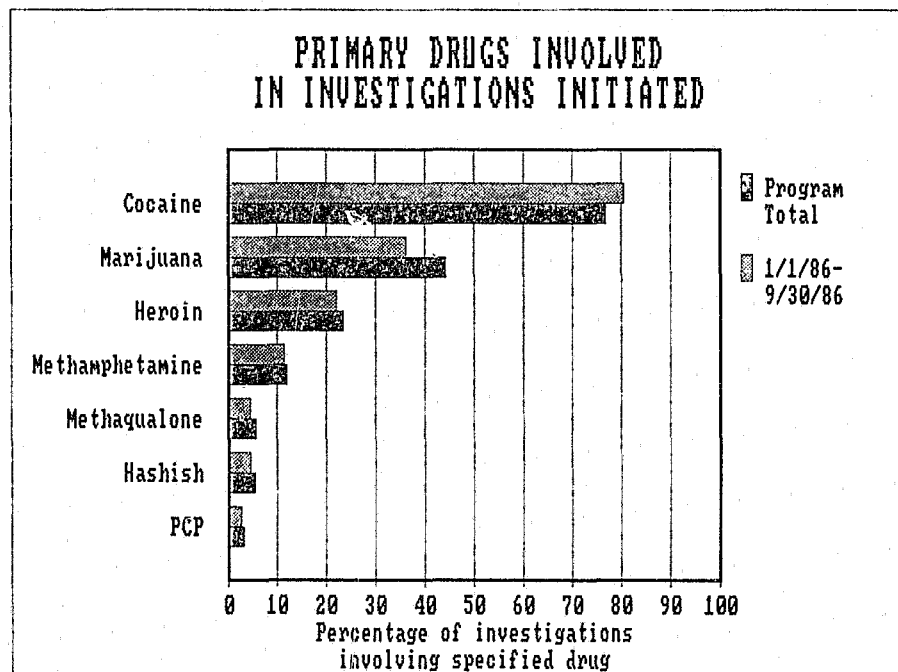
- The focus on drug organizations has been constant since the beginning of the program.

EXHIBIT II-19

DRUGS INVOLVED IN INVESTIGATIONS INITIATED THROUGH SEPTEMBER 30, 1986

DRUG	CY 1983		CY 1984		CY 1985		1/1/86-9/30/86		TOTAL	
	NO.	%	NO.*	%	NO.*	%	NO.*	%	NO.*	%
Cocaine	345	73.9	247	73.3	290	81.0	319	80.8	1,201	77.1
Marijuana	222	47.5	158	46.9	166	50.5	144	36.5	690	44.3
Heroin	104	22.3	76	22.6	102	31.0	87	22.0	369	23.7
Methamphetamine	62	13.3	44	13.1	37	11.2	46	11.7	189	12.1
Methaqualone	35	7.5	23	7.1	16	4.9	18	4.6	92	5.9
Hashish	26	5.6	23	6.8	21	6.4	19	4.8	89	5.7
PCP	20	4.3	7	2.0	11	3.3	11	2.8	49	3.2
Pharmaceutical	18	3.9	9	2.7	14	4.3	13	3.3	54	3.5
Other/ Unspecified	19	4.1	45	13.3	0	0	0	0	64	4.1
	N= 467*		N= 337*		N= 358*		N= 395*		N= 1,557*	

* The number of investigations initiated by the Task Forces. The percentages show the frequency of mentions for each drug. More than one drug is involved in many investigations.



- Cocaine continues to be the principal targeted drug.
- Heroin also remains a major focus.
- Some reduction in the number and percentage of investigations targeting marijuana has been experienced.

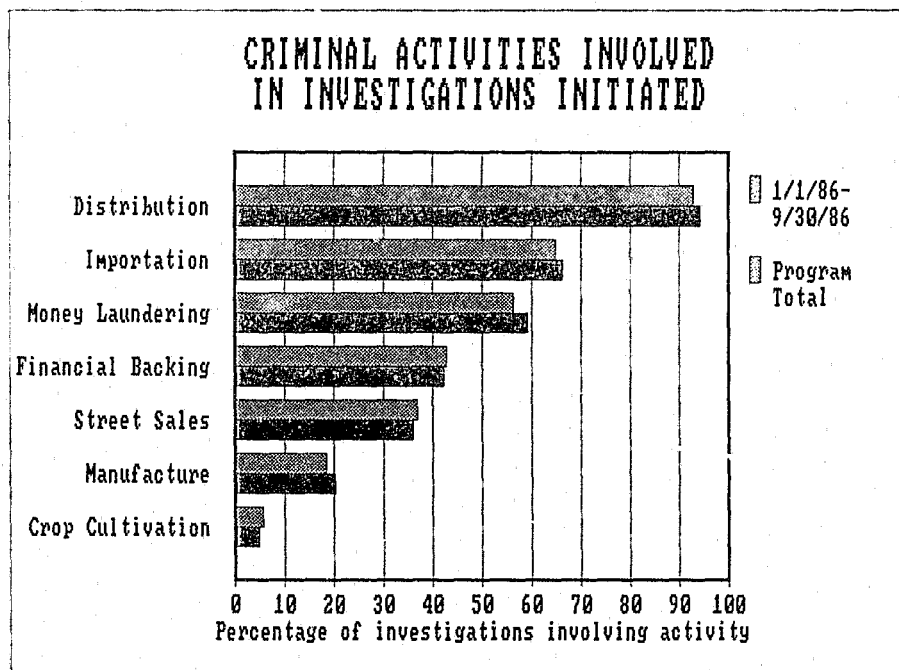
EXHIBIT II-20

TYPE OF CRIMINAL ACTIVITIES INVOLVED IN INVESTIGATIONS INITIATED THROUGH SEPTEMBER 30, 1986

ACTIVITY	CY 1983		CY 1984		CY 1985		1/1/86-9/30/86		TOTAL	
	NO.	%	NO.	%	NO.	%	NO.	%	NO.	%
Distribution	428	91.6	325	96.4	320	89.4	373	94.4	1,446	92.9
Importation	280	60.0	225	66.8	243	67.9	262	66.3	1,010	64.9
Money Laundering	237	50.7	191	56.7	217	60.6	234	59.2	879	56.5
Financial Backing	191	40.9	155	46.0	155	43.3	167	42.3	668	42.9
Street Sales	172	36.8	117	34.7	145	40.5	142	36.0	576	37.0
Manufacture	77	16.5	65	19.3	69	19.3	81	20.5	292	18.8
Crop Cultivation	29	6.2	17	5.0	26	7.3	20	5.1	92	5.9
Diversion	20	4.3	4	1.2	10	2.8	7	1.8	41	2.6
Official Corruption	**	**	**	**	78	21.8	69	17.5	147	9.4
Other	27	5.8	34	10.1	4	1.1	19	4.8	84	5.4
	N= 467*		N= 337*		N= 358*		N= 395*		N= 1,557*	

* The number of investigations initiated by the Task Forces. The percentages show the frequency for each category of illicit activity under investigation. More than one activity is involved in most investigations.

** This information was not available until CY 1985.



- Distribution and importation remain the principal activities investigated.
- Investigations of drug money remain of primary interest.
- Street sales as a focus are high because of the need to use lower-level persons to successfully prosecute those in major roles.

EXHIBIT II-21

INVESTIGATIVE TECHNIQUES PROPOSED* IN INVESTIGATIONS INITIATED THROUGH SEPTEMBER 30, 1986

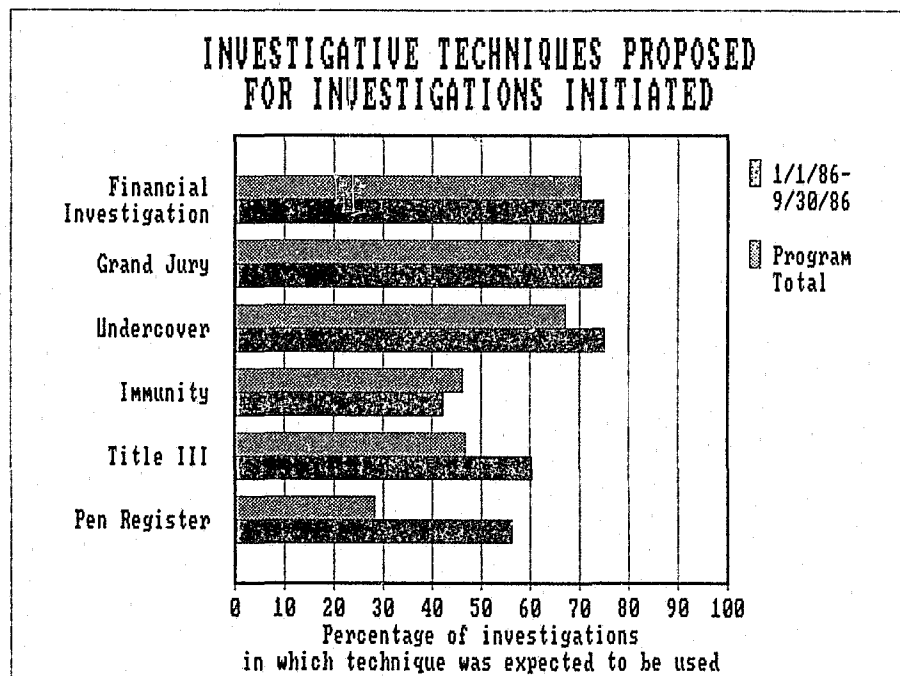
TECHNIQUE	CY 1983		CY 1984		CY 1985		1/1/86-9/30/86		TOTAL	
	NO.**	%	NO.**	%	NO.**	%	NO.**	%	NO.**	%
Financial										
Investigation	322	69.0	254	75.4	226	63.1	296	74.9	1,098	70.5
Grand Jury	323	69.2	247	73.3	222	62.0	295	74.7	1,087	69.8
Undercover	294	63.0	225	66.8	233	65.1	298	75.4	1,050	67.4
Immunity	230	49.3	176	52.2	151	42.2	167	42.3	724	46.5
Tax Grand Jury	188	40.3	163	48.4	201	56.2	72	18.2	624	40.1
Title III	211	45.2	144	42.7	137	38.3	238	60.3	730	46.9
Witness Security	138	29.6	115	34.1	156	43.6	106	26.8	515	33.1
Extradition	22	4.7	34	10.1	24	6.7	56	14.2	136	8.7
Parole into U.S.	3	0.6	4	1.2	45	12.6	5	1.3	57	3.7
Pen Register	***	***	***	***	217	60.6	223	56.5	440	28.3
Foreign Banks/ Financial Records	***	***	***	***	63	17.6	93	23.5	156	10.0
Other	84	18.0	33	9.8	3	1.0	38	9.6	158	10.2
	N= 467****		N= 337****		N= 358****		N= 395****		N=1,557****	

* The major investigative techniques personnel anticipated would be used at the time the investigations were initiated.

** The number of investigations in which this technique was proposed.

*** This information was not included in the Case Monitoring System until CY 1985.

**** The number of investigations initiated by the Task Forces. The percentages show the frequency with which each technique was proposed.



- Investigators have proposed consistent patterns of investigations since the beginning of the program.

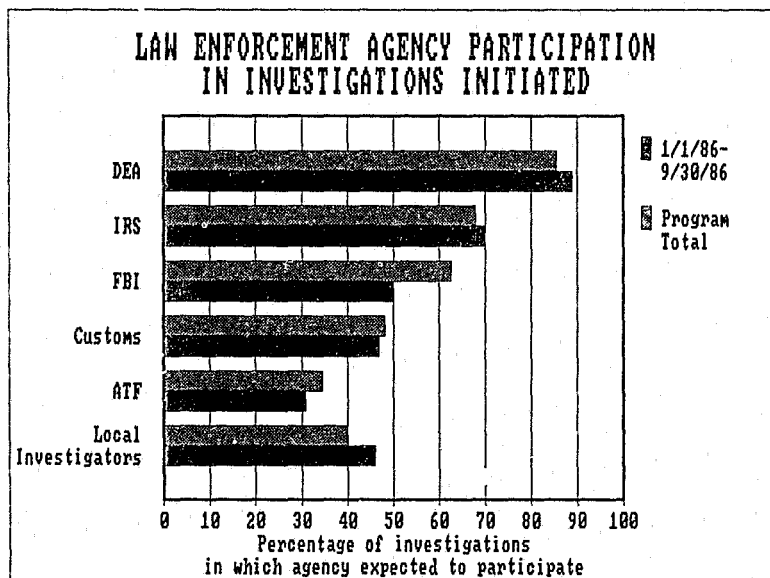
EXHIBIT II-22

LAW ENFORCEMENT AGENCY PARTICIPATION IN INVESTIGATIONS INITIATED THROUGH SEPTEMBER 30, 1986

AGENCY	CY 1983		CY 1984		CY 1985		1/1/86-9/30/86		TOTAL	
	NO.*	%	NO.*	%	NO.*	%	NO.*	%	NO.*	%
DEA	403	86.3	265	78.6	314	87.7	352	89.1	1,334	85.7
IRS	318	68.1	213	63.2	254	70.9	276	69.9	1,061	68.1
FBI	349	74.7	217	64.4	213	59.5	197	49.9	976	62.7
Customs	222	47.5	168	49.9	178	49.7	186	47.1	754	48.4
ATF	161	34.5	119	35.3	135	37.7	122	30.9	537	34.5
Local Investigators	136	29.1	137	40.7	169	47.2	183	46.3	625	40.1
State										
Investigators	124	26.6	112	33.2	122	34.1	148	37.5	506	32.5
Marshals Service	68	14.6	44	13.1	101	28.2	159	40.3	372	23.9
Coast Guard	28	6.0	36	10.7	33	9.2	23	5.8	120	7.7
Local Prosecutors	36	7.7	33	9.8	16	4.5	27	6.8	112	7.2
State										
Prosecutors	34	7.3	20	5.9	30	8.4	26	6.6	110	7.1
Organized Crime										
Strike Force	26	5.6	19	5.6	9	2.5	10	2.5	64	4.1
Other	38	8.1	39	11.6	43	12.0	57	14.4	177	11.4
Unspecified	0	0	39	11.6	0	0	0	0	39	2.5
	N= 467**		N= 337**		N= 358**		N= 395**		N= 1,557**	

* The number of investigations in which this agency expected to participate at the time the investigations were initiated.

** The number of investigations initiated by the Task Forces. The percentages show the frequency of anticipated involvement for each agency. More than one agency is involved in all cases.



- Investigative agency intent to participate in investigations has remained constant.

EXHIBIT II-23

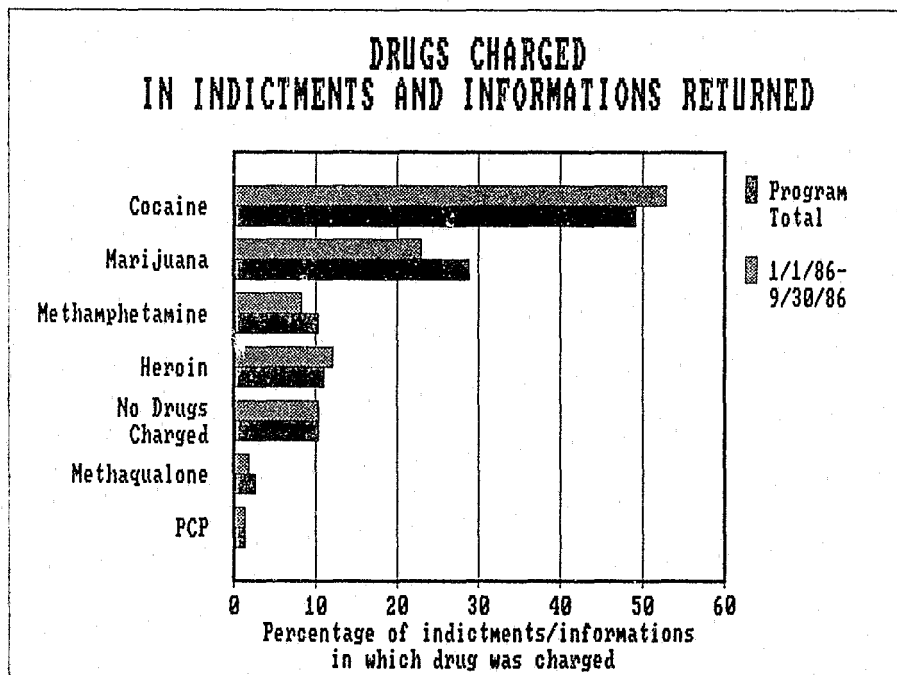
DRUGS CHARGED IN INDICTMENTS AND INFORMATIONS RETURNED THROUGH SEPTEMBER 30, 1986

ACTIVITY	CY 1983		NUMBER OF INDICTMENTS AND INFORMATIONS*		CY 1985		1/1/86-9/30/86		TOTAL	
	NO.	%	NO.	%	NO.	%	NO.	%	NO.	%
Cocaine	110	41.7	313	45.4	461	50.3	496	53.0	1,380	49.2
Marijuana	67	25.4	216	31.3	309	33.7	216	23.1	808	28.8
Methamphetamine	24	9.1	101	14.7	91	9.9	78	8.3	294	10.5
Heroin	59	22.3	62	9.0	81	8.8	113	12.1	315	11.2
No Drugs Charged**	0	0	97	14.1	49	5.4	97	10.4	293	10.5
Methaqualone	15	5.7	19	2.8	21	2.3	19	2.0	74	2.6
Hashish	7	2.7	24	3.5	11	1.2	6	.6	48	1.7
Pharmaceutical	3	1.1	12	1.7	29	3.2	19	2.1	63	2.3
PCP	3	1.1	8	1.2	15	1.6	13	1.4	39	1.4
Other	11	4.2	52	7.5	14	.2	18	2.0	95	3.4
	N= 264***		N= 689***		N= 916***		N= 936***		N= 2,805***	

* The number of indictments and informations in which this drug was charged.

** Includes indictments and informations which do not allege any drug offenses, primarily those involving money laundering and financial offenses.

*** The number of indictments and informations. The percentages show the frequency of mentions for each drug. More than one drug is charged in many indictments and informations.



- In 1986, indictments and informations reflect slight percentage increases in heroin and financial offenses charged, a reduction in marijuana charges, and constant patterns in the percentages of other drugs charged.

EXHIBIT II-24

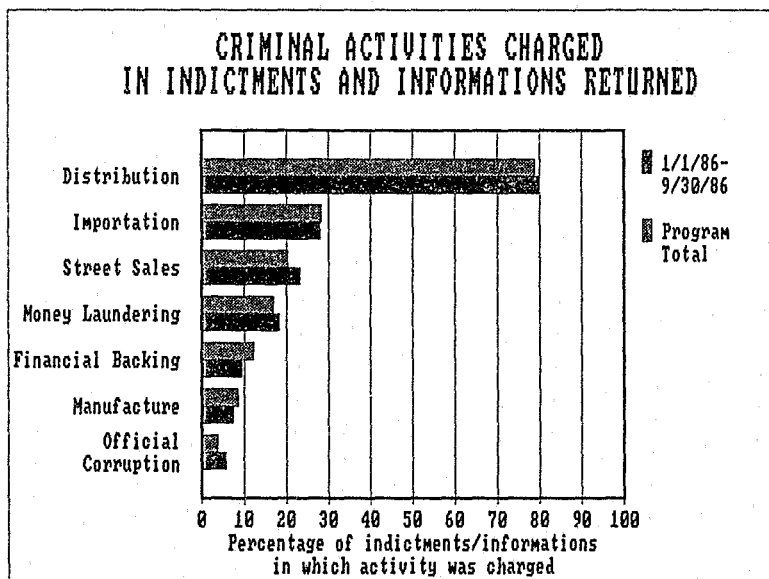
TYPE OF CRIMINAL ACTIVITIES CHARGED IN INDICTMENTS AND INFORMATION RETURNED THROUGH SEPTEMBER 30, 1986

ACTIVITY	NUMBER OF INDICTMENTS AND INFORMATION*									
	CY 1983		CY 1984		CY 1985		1/1/86-9/30/86		TOTAL	
	NO.	%	NO.	%	NO.	%	NO.	%	NO.	%
Distribution	213	80.7	568	82.4	690	75.3	747	79.8	2,218	79.1
Importation	98	37.1	193	28.0	240	26.2	263	28.1	794	28.3
Street Sales	51	19.3	122	17.7	182	19.9	219	23.4	574	20.5
Money Laundering	49	18.6	110	16.0	141	15.4	173	18.5	473	16.9
Financial Backing	48	18.2	119	17.3	88	9.6	90	9.6	345	12.3
Manufacture	35	13.3	64	9.3	78	8.5	70	7.5	247	8.8
Crop Cultivation	3	1.1	37	5.4	33	3.6	25	2.7	98	3.5
Official Corruption	**	**	**	**	53	5.8	55	5.9	108	3.9
Diversion	0	0	28	4.1	15	1.6	20	2.1	63	2.3
Other	13	4.9	117	17.0	94	10.3	128	13.7	352	12.6
Unspecified	**	**	60	8.7	52	5.7	0	0	112	4.0
	N= 264***		N= 689***		N= 916***		N= 936***		N=2,805***	

* The number of indictments and informations in which this activity was charged.

** This information was not available until CY 1985.

*** The number of indictments and informations. The percentages show the frequency for each category of illicit activity charged. More than one activity is charged in many indictments and informations.



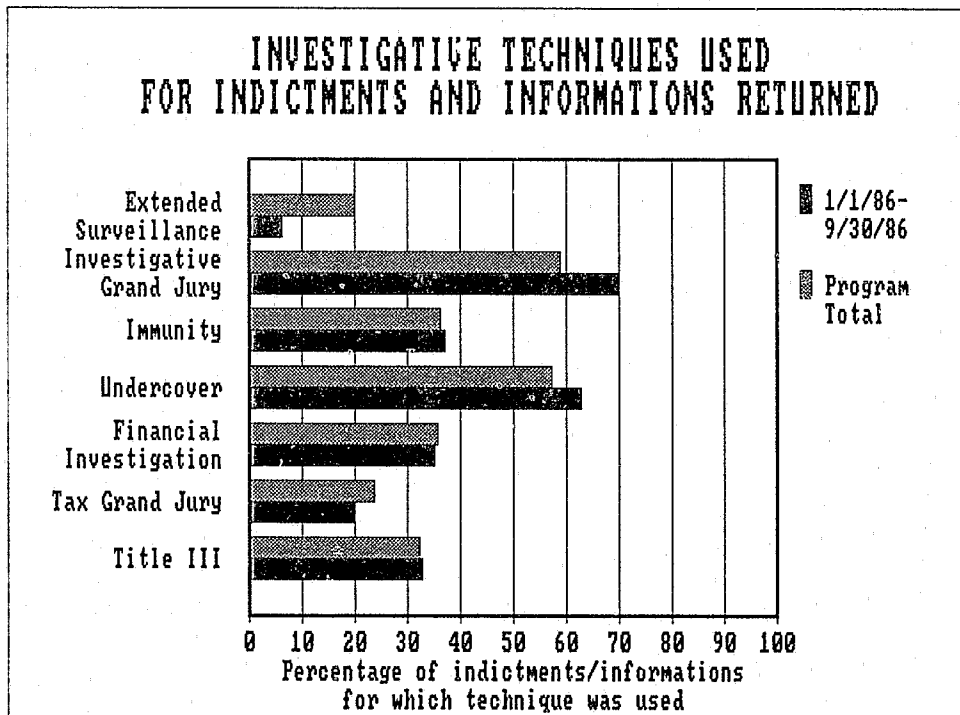
- The type of criminal activities charged in Task Force indictments/informations have remained constant. Distribution continues to be the activity most frequently charged.
- The percentage of Street Sales charges remains relatively high (20 percent of all indictments/informations) because targeted organizations include large numbers of individuals at lower levels.

EXHIBIT II-25

INVESTIGATIVE TECHNIQUES USED FOR INDICTMENTS AND INFORMATIONS RETURNED THROUGH SEPTEMBER 30, 1986

TECHNIQUE	CY 1983		NUMBER OF INDICTMENTS AND INFORMATIONS*		CY 1985		1/1/86-9/30/86		TOTAL	
	NO.	%	CY 1984	%	NO.	%	NO.	%	NO.	%
Extended										
Surveillance	132	50.0	311	45.1	63	6.9	59	6.3	565	20.1
Investigative										
Grand Jury	133	50.4	263	38.2	600	65.5	656	70.1	1,652	58.9
Immunity	130	49.2	232	33.7	311	34.0	350	37.4	1,023	36.5
Undercover	147	55.7	189	27.4	683	74.6	591	63.1	1,610	57.4
Financial										
Investigation	75	28.4	261	37.9	339	37.0	331	35.4	1,006	35.9
Tax Grand Jury	46	17.4	186	27.0	249	27.2	188	20.1	669	23.9
Witness Security	103	39.0	128	18.6	246	26.9	149	15.9	626	22.3
Title III	68	25.8	156	22.6	374	40.8	309	33.0	907	32.3
Extradition	6	2.3	18	2.6	33	3.6	12	1.3	69	2.5
Mutual Judicial										
Assistance Treaty	3	1.1	8	1.2	4	.5	2	0.2	17	.6
Parole into U.S.	0	0	3	0.4	2	0.2	2	0.2	7	0.3
Foreign Bank/										
Financial Records	**	**	**	**	42	4.6	29	3.1	71	**
Pen Register	**	**	**	**	316	34.5	308	32.9	624	**
Other	20	7.6	87	12.6	173	18.9	143	15.3	423	15.1
Unspecified	0	0	144	20.9	143	15.6	112	12.0	112	4.0
	N= 264***		N= 689***		N= 916***		N= 936***		N= 2,805***	

- * The number of indictments and informations resulting from investigations in which this technique was used.
- ** Not available until CY 1985.
- *** The number of indictments and informations returned in Task Force cases.



- Investigative techniques used have remained constant except for extended surveillance, which has decreased in use.

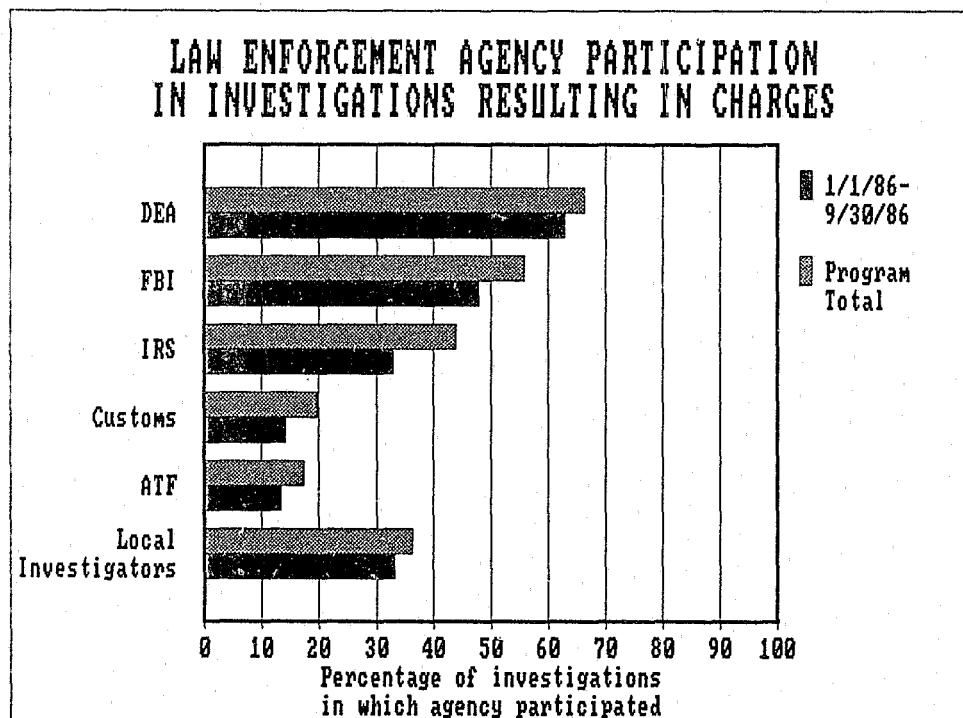
EXHIBIT II-26

LAW ENFORCEMENT AGENCY PARTICIPATION IN INVESTIGATIONS RESULTING IN CHARGES THROUGH SEPTEMBER 30, 1986

AGENCY	CY 1983		CY 1984		CY 1985		1/1/86-9/30/86		TOTAL	
	NO.	%	NO.	%	NO.	%	NO.	%	NO.	%
DEA	208	78.8	491	71.3	576	62.9	590	63.0	1,865	66.5
FBI	188	71.2	354	51.4	577	63.0	448	47.9	1,567	55.9
IRS	116	43.9	386	56.0	429	46.8	310	33.1	1,241	44.2
Customs	111	42.0	143	20.8	169	18.5	134	14.3	557	19.9
ATF	16	6.1	152	22.1	197	21.5	127	13.6	492	17.5
Coast Guard	4	1.5	15	2.2	4	0.4	3	.3	26	.9
Organized Crime Strike Force	12	4.5	8	1.2	21	2.3	14	1.5	27	1.0
State Investigators	5	1.9	122	17.7	287	31.3	443	47.3	857	30.6
State Prosecutors	10	3.8	31	4.5	44	4.8	59	6.3	144	5.1
Local Investigators	182	68.9	227	32.9	303	33.1	313	33.4	1,025	36.5
Local Prosecutors	83	31.4	71	10.3	76	8.3	132	14.1	362	12.9
Foreign Government	15	5.7	25	3.6	47	5.1	29	3.1	116	4.1
Other	5	1.9	14	2.0	27	3.0	0	0	46	1.6
Other OCDE Task Force	0	0	31	4.5	119	13.0	79	8.4	229	8.2
Unspecified	0	0	47	6.8	111	12.1	61	6.5	219	7.8
	N= 264**		N= 689**		N= 916**		N= 936**		N= 2,805**	

* The number of indictments and informations in which this agency participated in either the investigation or prosecution. USMS and USAO are assumed to be involved in all cases.

** The number of indictments and informations. The percentages show the frequency of participation for each type of agency. More than one agency is involved in almost all investigations.



- Individual Federal agency policies contribute to the level of participation in Task Force investigations resulting in indictments and informations. The percentage of Federal agency participation has decreased in some instances.

EXHIBIT II-27

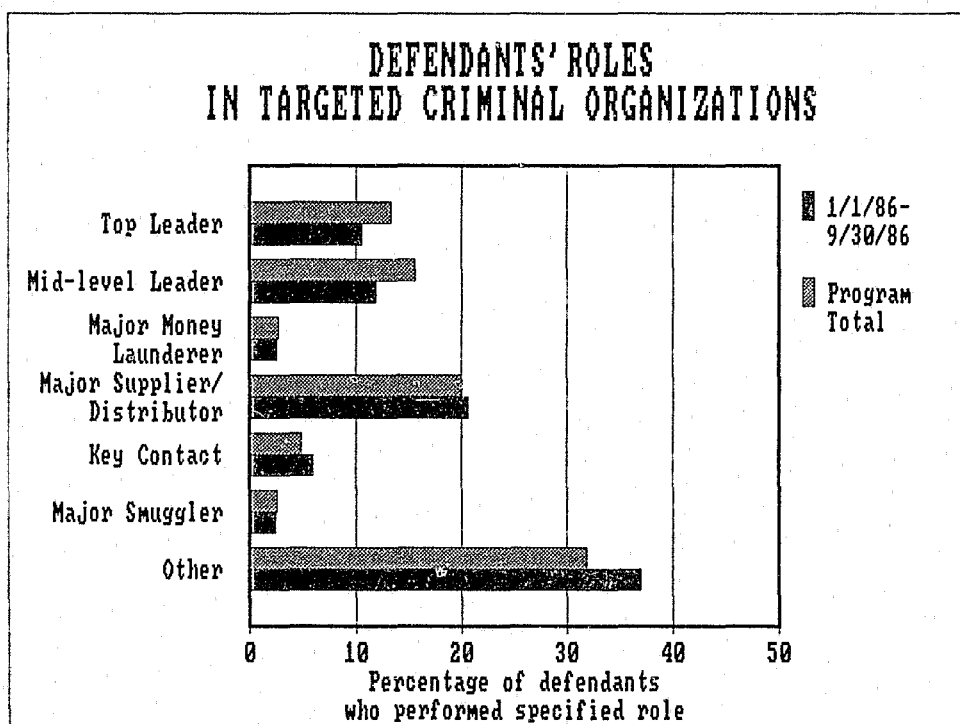
DEFENDANTS' ROLES IN TARGETED CRIMINAL ORGANIZATIONS DEFENDANTS CHARGED THROUGH SEPTEMBER 30, 1986

ROLE	CY 1983		NUMBER OF DEFENDANTS*		CY 1985		1/1-9/30/86		TOTAL	
	NO.	%	CY 1984 NO.	%	NO.	%	NO.	%	NO.	%
Top Leader	200	16.2	368	14.7	392	11.2	378	10.7	1,388	13.4
Mid-Level Leader	242	19.6	439	17.6	522	14.9	422	11.9	1,625	15.7
Major Financial Backer	14	1.1	33	1.3	20	0.6	13	0.4	80	0.8
Major Money Launderer	27	2.2	68	2.7	106	3.0	92	2.6	293	2.8
Major Enforcer	27	2.2	23	0.1	39	1.3	25	0.7	114	1.1
Major Supplier/Distributor	287	23.3	527	21.1	518	14.8	733	20.7	2,065	20.0
Key Contact to Sources	79	6.4	109	4.4	102	2.9	216	6.1	506	4.9
Corrupt Public Official	10	0.8	5	0.2	28	0.8	25	0.7	68	0.7
Major Smuggler	**	**	**	**	190	5.4	88	2.5	278	2.7
Other	486	39.4	615	27.4	884	25.2	1,309	37.0	3,294	31.9
Unspecified	0	0	174	9.8	59	2.0	45	1.3	278	2.7
	N= 1,232***		N= 2,501***		N=3,061***		N=3,543**		N= 10,330**	

* The number of defendants who performed this role in the criminal organization targeted in this investigation and prosecution. Note that if an individual was named in more than one indictment or information, more than one entry is made for role.

** Not available until CY 1985.

*** The number of defendants named in Task Force indictments and informants. Some defendants were named in more than one indictment or information.



- No major changes in the percentages of defendants charged as identified by their roles in criminal organizations were experienced in 1986. "Other" continues to include minor organizational participants.

EXHIBIT II-28

SCOPE OF CRIMINAL ORGANIZATIONS TARGETED IN INDICTMENTS AND INFORMATIONS RETURNED THROUGH SEPTEMBER 30, 1986

<u>SCOPE</u>	<u>NUMBER</u>	<u>PERCENTAGE</u>
Multi-district	1,333	47.6
International	886	31.6
Single district	320	11.5
Unspecified	266	9.5
N= 2,805*		

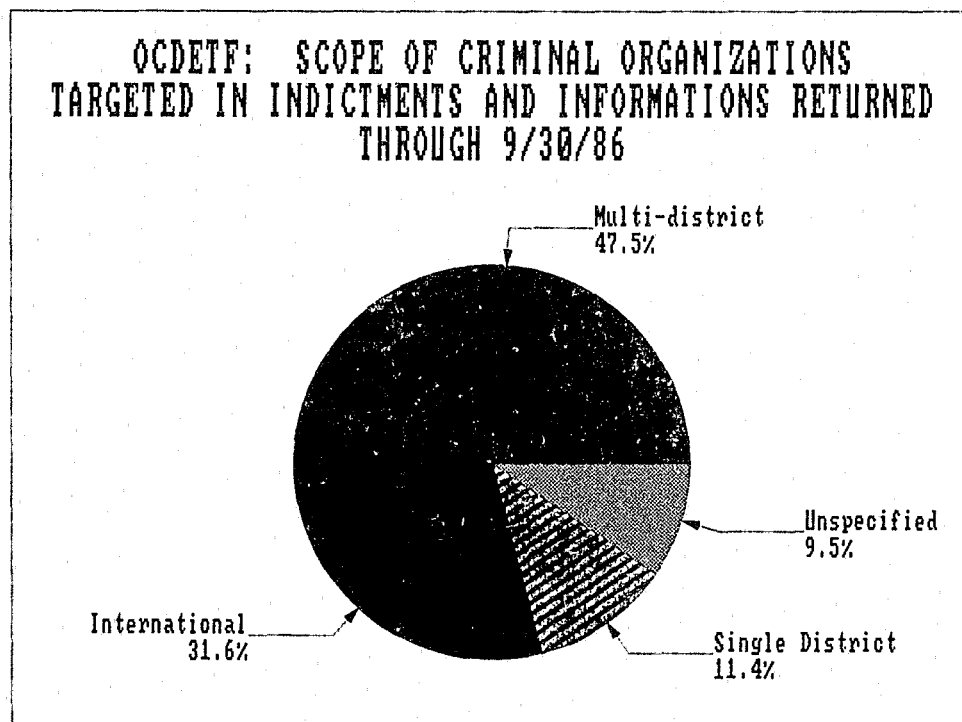
Legend

Multi-District: Criminal activities in two or more Federal judicial districts.

International: Criminal activities that include substantial international drug trafficking.

Single-District: Criminal activities limited to one Federal judicial district.

* The number of indictments and informations returned in Task Force cases.



- Three-fourths of all OCDETF investigations focus on trafficking organizations which are multi-district or international.

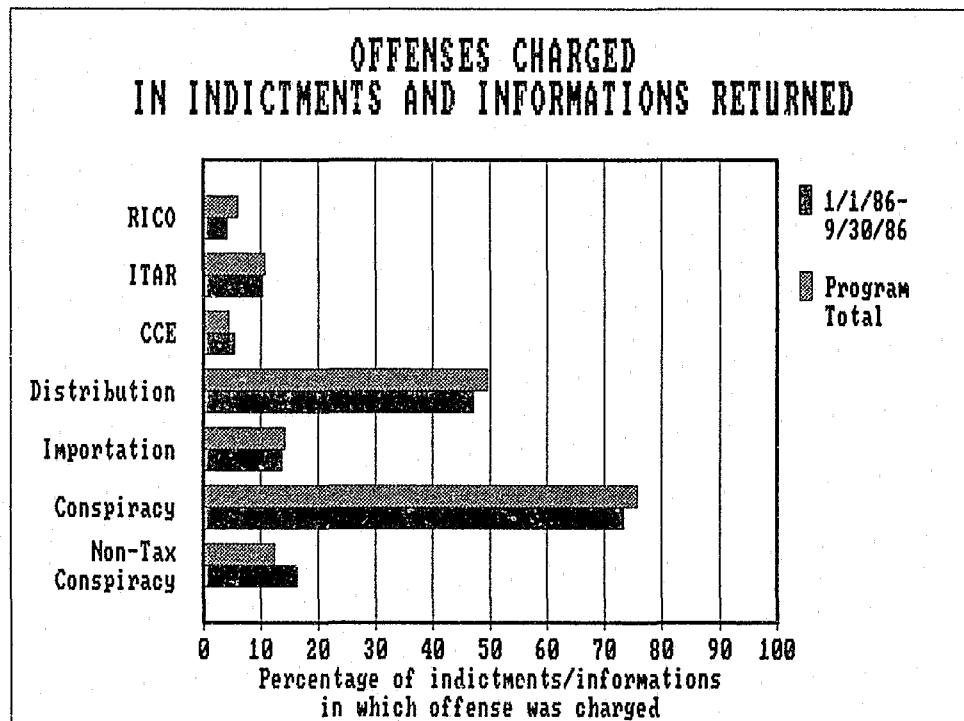
EXHIBIT II-29

OFFENSES CHARGED - DEFENDANTS CHARGED THROUGH SEPTEMBER 30, 1986

TITLE	OFFENSE	CY 1983		NUMBER OF DEFENDANTS CHARGED				1/1/86-9/30/86		TOTAL	
		NO.	%	CY 1984	NO.	%	CY 1985	NO.	%	NO.	%
18:	RICO	90	7.3	265	10.6	133	4.4	153	4.4	641	6.3
18:	ITAR	121	9.8	312	12.5	306	10.0	371	10.5	1,110	10.8
18:	Firearms	43	3.5	74	3.0	168	5.5	77	2.2	362	3.6
18:	Hobbs Act	3	0.2	6	0.2	15	0.1	3	.1	27	.1
18:	Tax										
	Conspiracy	29	2.4	129	5.2	75	2.5	80	2.3	313	3.1
18:	Non-Tax										
	Conspiracy	*	*	*	*	114	3.7	112	3.2	226	2.2
21:	CCE	71	5.7	109	4.4	103	3.4	195	5.6	478	4.7
21:	Manufacture	46	3.7	46	1.8	31	1.0	83	2.4	206	2.0
21:	Distribution	695	56.4	1,027	41.1	1,710	56.0	1,674	47.3	5,106	49.5
21:	Importation	296	24.0	310	12.4	381	12.5	482	13.7	1,469	14.3
21:	Conspiracy	1,103	89.5	1,690	67.6	2,432	79.7	2,603	73.5	7,828	75.8
21:	Non-Tax										
	Conspiracy	*	*	*	*	719	23.5	581	16.4	1,300	12.6
26:	Tax										
	Violations	47	3.8	123	4.5	246	8.1	61	1.8	477	4.7
31:	Currency										
	Violations	19	1.5	78	3.1	130	4.3	79	2.3	306	3.0
Other		399	32.4	722	28.9	745	24.4	745	21.1	2,611	25.3
		N=1,232**		N=2,501**		N=3,054**		N=3,543**		N=10,330**	

* Not available until CY 1985.

** The number of defendants charged in Task Force indictments and informations. Many defendants were charged with more than one offense. Some defendants were charged in more than one indictment or information.

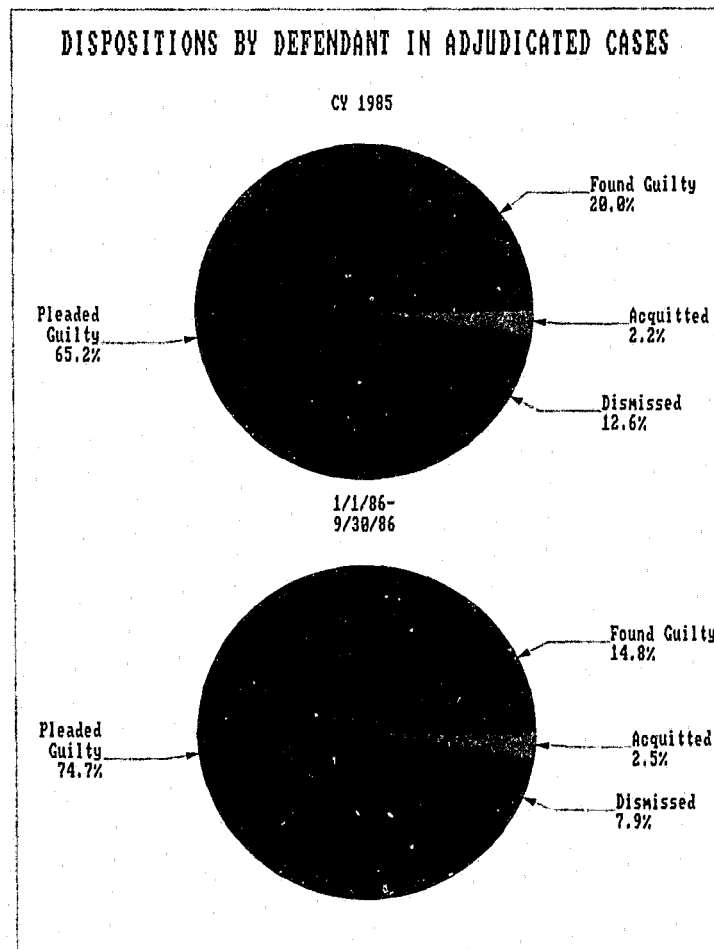


- In the nine month period between 1/1/86 and 9/30/86, a total of 195 Continuing Criminal Enterprise (CCE) violations were charged. The Task Forces have shown significant success at prosecuting this major drug offense.

EXHIBIT II-30

DISPOSITIONS BY DEFENDANT IN CASES ADJUDICATED IN CY 1985 AND 1/1/86 - 9/30/86

DISPOSITION	NUMBER OF DEFENDANTS RECEIVING DISPOSITION		1/1/86-9/30/86	
	CY NO.	1985 %	NO.	%
Found guilty of at least one charge	496	20.0	248	14.8
Pleaded guilty to at least one charge	1594	64.3	1178	70.4
Dismissed on all charges	333	13.4	206	12.3
Acquitted on all charges	55	2.2	42	2.5
	N=2478		N=1674	



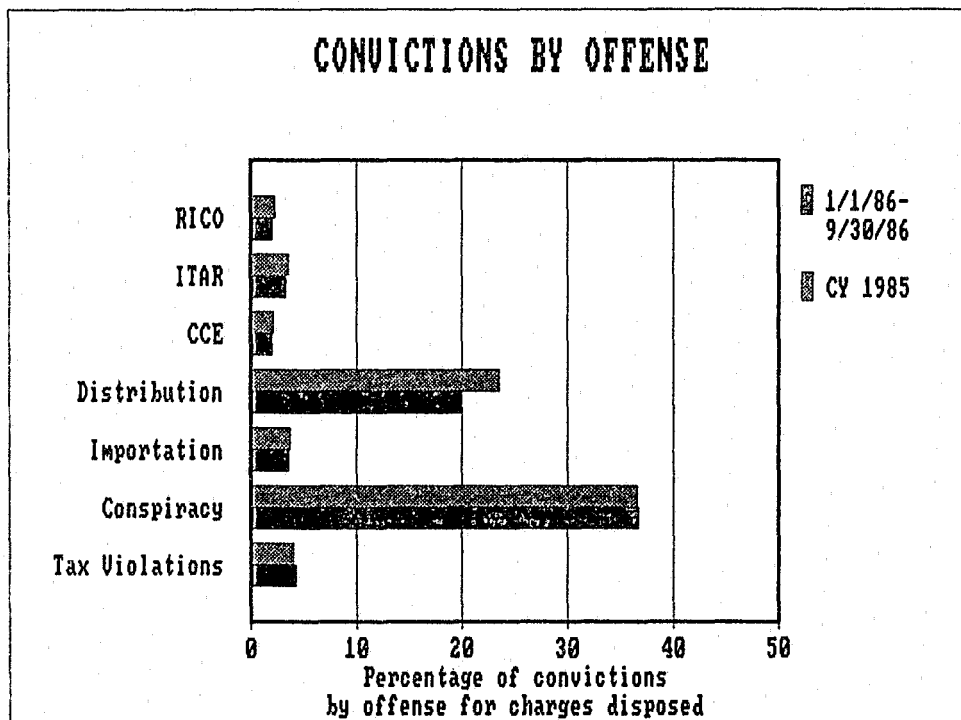
- The OCDETF guilty rate remains higher than the national conviction rate for drug cases.

EXHIBIT II-31

CONVICTIONS BY OFFENSE FOR CHARGES DISPOSED OF IN CY 1985 AND 1/1/86 - 9/30/86

OFFENSE	NUMBER OF CONVICTIONS		1/1/86-9/30/86	
	CY NO.	1985 %	NO.	%
Title 18: RICO	73	2.4	39	2.0
Title 18: ITAR	113	3.7	67	3.3
Title 18: Firearms	57	1.9	35	1.8
Title 18:				
Tax Conspiracy	40	1.3	25	1.3
Title 21: CCE	69	2.2	41	2.1
Title 21:				
Manufacture	31	1.0	12	.6
Title 21:				
Distribution	729	23.7	403	20.1
Title 21:				
Importation	118	3.8	75	3.7
Title 21:				
Conspiracy	1128	36.6	738	36.8
Title 26:				
Tax Violations	125	4.1	86	4.3
Title 31: Currency				
Violations	32	1.0	16	.8
Other	564	18.3	466	23.3
	N=3079		N=2003	

* The number of times convictions were obtained on all charges.
Defendants may be convicted of more than one charge.



- The percentages of convictions by offense remained constant between 1985 and 1/1/86 - 9/30/86.

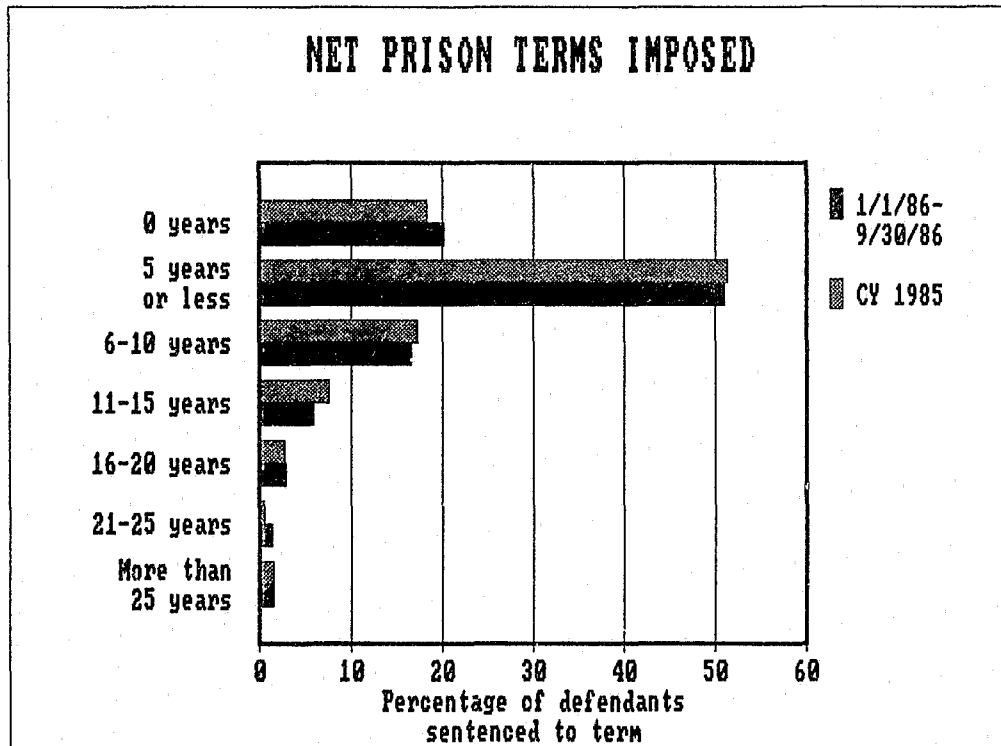
EXHIBIT II-32

NET PRISON TERMS IMPOSED ON DEFENDANTS SENTENCED
IN CY 1985 AND 1/1/86 - 9/30/86

TERM	NUMBER OF DEFENDANTS SENTENCED TO TERM			
	**CY NO.	1985 %	1/1/86-9/30/86 NO.	%
0 years**	392	18.3	269	20.2
5 years or less	1103	51.4	680	51.1
6 - 10 years	371	17.3	222	16.7
11 - 15 years	165	7.7	80	6.0
16 - 20 years	63	2.9	41	3.
21 - 25 years	13	0.6	19	1.
26 - 45 years	32	1.5	16	1.2
46 - 65 years	1	0.1	5	0.4
More than 65 years	4	0.2	0	0.0
	**N=2144		**N=1332	

* The total of all consecutive sentences imposed for the defendant (does not include any concurrent or suspended sentences imposed).

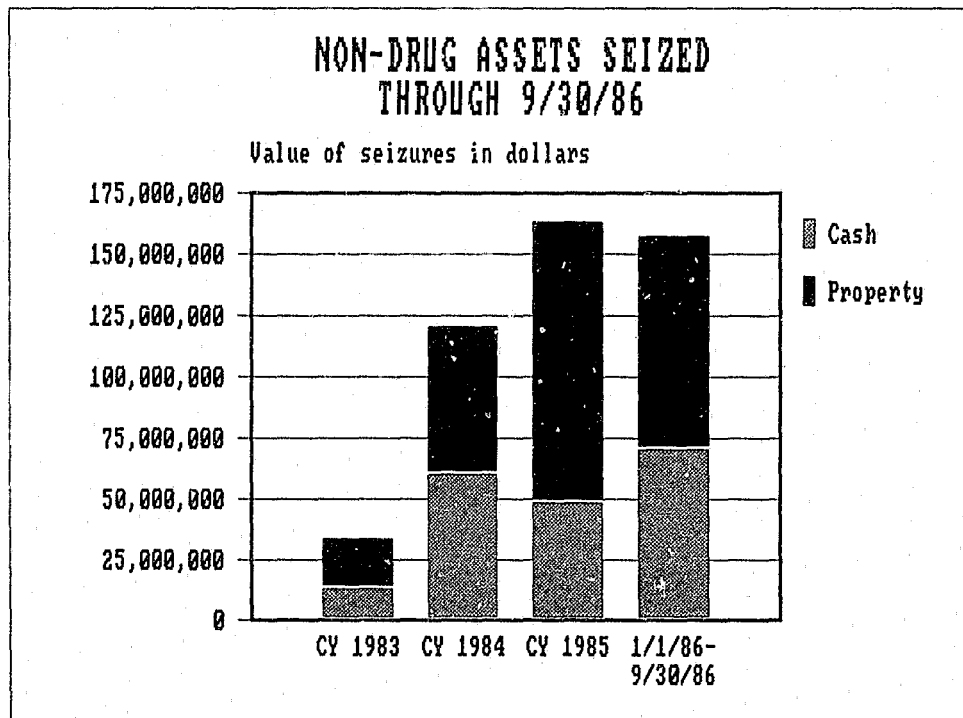
** The number of defendants convicted but not sentenced to prison, e.g., those receiving suspended sentences or probation.



- Sentencing patterns have remained constant between 1985 and the first nine months of 1986. In 1986, 29 percent of all defendants sentenced received net prison terms of over five years.

NON-DRUG ASSETS SEIZED THROUGH SEPTEMBER 30, 1986

	CY 1983	CY 1984	CY 1985	1/1/86-9/30/86	TOTAL
Cash	14,627,125	61,651,875	49,509,989	71,644,669	197,453,658
Property	20,913,861	60,424,139	115,050,285	87,207,109	283,595,394
Total	35,540,986	122,076,014	164,560,274	158,871,778	481,049,052

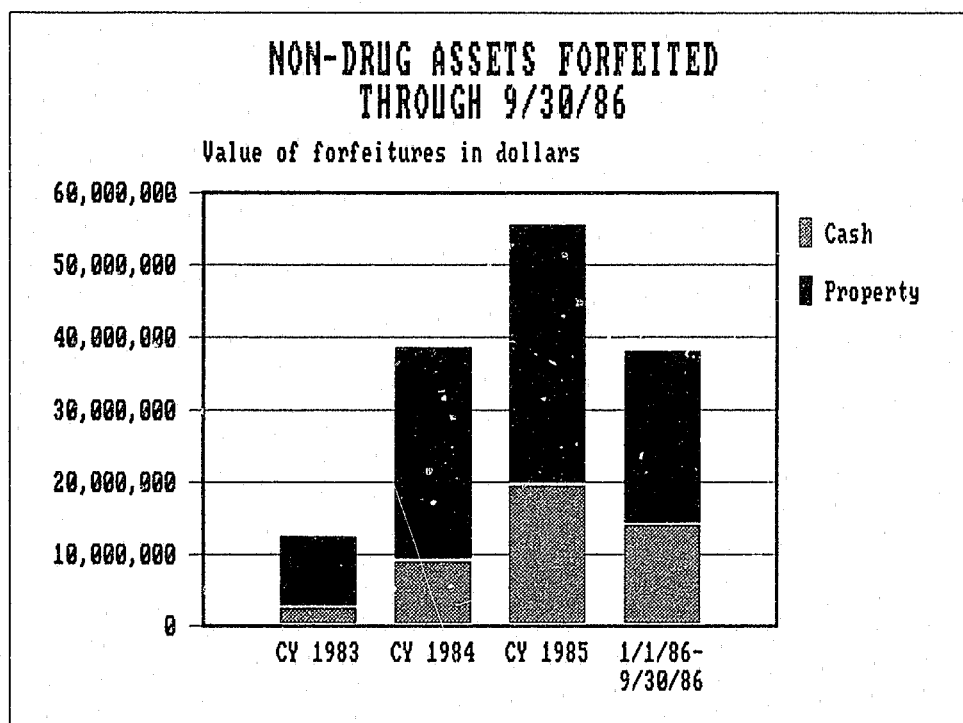


- Cash and property seizures continued to grow in 1986, with seizures from the first nine months of 1986 nearing CY 1985 totals.

EXHIBIT II-34

NON-DRUG ASSETS FORFEITED THROUGH SEPTEMBER 30, 1986

	CY 1983	CY 1984	CY 1985	1/1/86-9/30/86	TOTAL
Cash	2,897,575	9,432,425	19,764,037	14,033,886	46,127,923
Property	10,170,499	29,544,501	36,492,646	24,271,148	100,478,794
Total	13,068,074	38,976,926	56,256,683	38,305,034	146,606,717

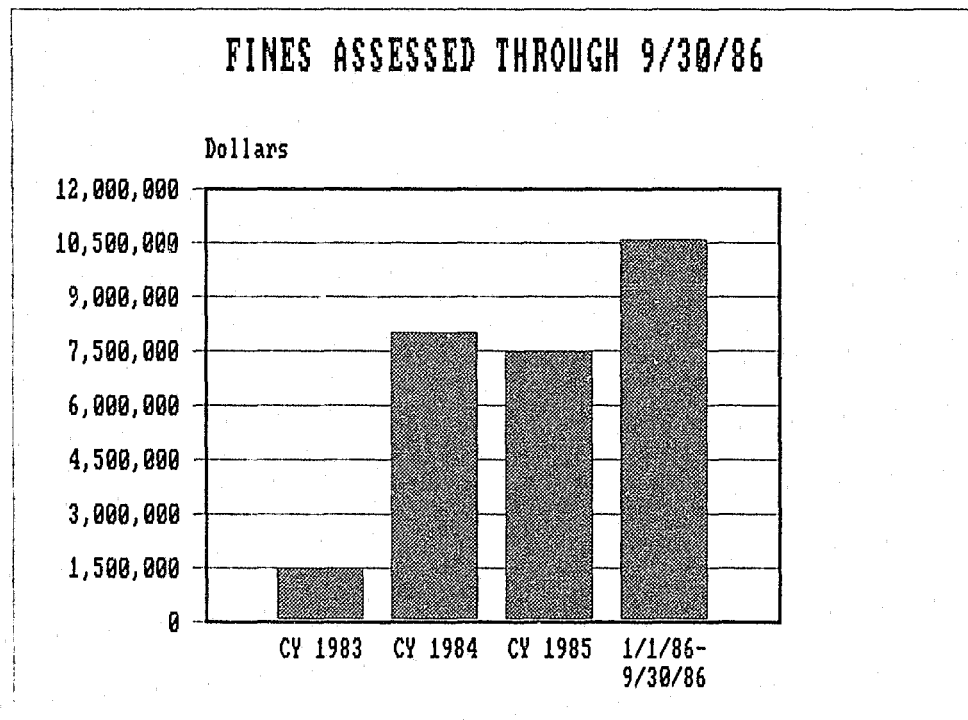


- Cash and property forfeitures for 1/1/86 - 9/30/86 declined from CY 1985 levels.

EXHIBIT II-35

FINES ASSESSED THROUGH SEPTEMBER 30, 1986

	CY 1983	CY 1984	CY 1985	1/1/86-9/30/86	TOTAL
FINES	\$1,595,400	\$8,028,600	\$7,572,400	\$10,671,219	\$27,867,119



- A significant increase in fines assessed occurred in 1986.

Summary of Trends:

The Organized Crime Drug Enforcement Task Forces have consistently focused their investigations on organizations that have been formed for the sole purpose of drug trafficking or that engage in other felony crimes but traffic drugs as a major activity. Over 85 percent of the investigations that have been initiated target this class of criminal activity. This focus of resources on such organizations is consistent with a major program objective: to disrupt and destroy major drug trafficking organizations in the United States.

OCDETF investigations have maintained their focus on cocaine. The percentage of investigations targeting cocaine and heroin have remained constant while the percentage targeting marijuana decreased slightly in the first nine months of 1986.

No major shifts in the types of criminal activities proposed to be investigated have occurred since the beginning of the program. Distribution and importation continue to be the major drug activities that OCDETF agencies propose to investigate. The agencies continue to propose a strong investigative emphasis on the money resulting from those crimes. Investigation of street sales continues to be proposed in over one-third of the investigations.

As in the case of types of crimes proposed to be investigated, there have been no dramatic shifts in the types of crimes charged.

Street sales continue to be a source of some mixed interpretations in OCDETF statistical data. Since the beginning of the program investigators have expected the crime of drug street sales in over one-third of the investigations initiated. One-fifth of all indictments or informations have contained street sales violations. The activity has always been the third most frequently charged. Trafficking organizations involve many individuals at these lower levels. Top leaders and other major figures continue to receive the reported long prison sentences. Lower-level offenders generally are those who received the lower sentences reported.

Financial criminal activities charged in indictments and informations are generally consistent. Differences between numbers charged and investigations initiated appear to be the result of the initial examination of potential financial activities in most investigations.

No major changes or new trends appear in the defendants' roles in targeted organizations. The category "other" remains high at one-fourth to one-third. An examination of the data suggests that most of these persons are minor participants in the organizations, such as drivers and loaders.

Three-fourths of all OCDETF investigations focus on trafficking organizations that are multi-district and international in scope.

No major changes in the offenses charged occurred in 1986. The lower level of Racketeer Influenced and Corrupt Organizations (RICO) charges experienced in 1985 continued in 1986. In addition, a generally consistent pattern was maintained for all types of dispositions between the two periods reported.

A greater percentage of defendants pled guilty with a similar reduction of defendants being found guilty. The overall percentage of guilty defendants remained at approximately 85 percent as compared to the national conviction rate in drug cases of about 76 percent in 1986.

Dismissals in OCDETF prosecutions range from 12 to 14 percent and generally represent cooperative government witnesses, cooperative minor participants in the criminal organization, i.e., drivers and off-loaders, and others who play a minor role in the targeted organization.

No major changes in patterns of prison terms imposed occurred during the reporting period. Persons receiving suspended sentences, probation, or shorter sentences continue to be the persons occupying roles of lesser importance in the criminal trafficking organizations.

Cash and property seizures continue to grow at a steady rate. Estimates of seizures for the calendar year 1986 show a substantial increase over the CY 1985 figure. Forfeiture of cash in 1986 continued to grow although the forfeiture of property experienced a modest decline. A slight decline in fines in 1985 was off-set by the significant increase in 1986.

CHAPTER III: INTERDICTION

INTRODUCTION

The primary objective of drug interdiction is to reduce the amount of illegal drugs entering the country by targeting the transportation link between drug supply and demand. Interdiction focuses on detecting, identifying, and intercepting shipments of illegal drugs as they move from source countries, along smuggling routes, to U.S. land, sea, and air borders. Once shipments are intercepted, the violators are arrested and the drugs, conveyances, and other assets are seized. Interdiction efforts include:

- collection, analysis, and dissemination of intelligence on the movements of drugs destined for the United States;
- coordinated special operations targeting a specific threat;
- international and interagency coordinated activities in special as well as routine operations;
- use of electronic surveillance systems (infra-red sensors, x-ray devices, aerostats, air and surface search radar, and other various tracking devices) for timely interdiction and apprehension; and
- seizures resulting from specific intelligence information and general profiles based on experience.

Interdiction complements other strategy elements in a variety of ways. For example, successful interdiction supports source country efforts by forcing smuggling organizations to stockpile illicit drugs close to their sources, thereby providing foreign enforcement officials the opportunity to confiscate and destroy them. In addition, specialized investigations to locate and track smuggling conveyances often result in court-ordered activities that monitor suspect vessels and aircraft. Information gained from these investigations and interdiction operations leads investigators to the arrest of entire smuggling organizations including the higher level traffickers. This information also provides operational and strategic intelligence indicating shifts in trafficking patterns, drug sources, and smuggling methods.

Protecting our Nation's borders is largely a Federal responsibility, and almost every Federal law enforcement agency has an interest in or is directly responsible for some aspect of border interdiction. The primary organizations involved in the drug interdiction effort are the U.S. Customs Service (Customs) and the U.S. Coast Guard (Coast Guard), with support from the Immigration and Naturalization Service (INS), the Department of

Defense (DOD), the Drug Enforcement Administration (DEA), the Federal Bureau of Investigation (FBI), the Federal Aviation Administration (FAA), and the intelligence community. In addition, many State and local enforcement agencies in the border states assist Federal efforts within their limited jurisdiction. The Vice President's National Narcotics Border Interdiction System (NNBIS) brings together Federal, State, and local agencies in coordinated interdiction operations.

PROGRESS IN 1986

Effective deployment of interdiction resources continues to disrupt established trafficking patterns and shipment modes, causing smugglers to shift to alternate routes that are longer or more risky, and to more expensive methods of conveying their cargo. Interdiction resources and efforts are being concentrated in the areas of highest current threat and are deployed to present the greatest risk to the smuggler.

Interdiction-related progress during 1986 included the following:

- In May 1986, the President signed the National Security Decision Directive on Narcotics and National Security. This document assesses the threat from the international drug trade and directs specific actions to increase the effectiveness of U.S. drug control efforts.
- In July 1986 Operation ALLIANCE was initiated to curtail the flow of illegal drugs, firearms, and other contraband across the Mexico-United States border. Although not expected to reach full strength until 1988, ALLIANCE seizures continue to increase. (The last section of this chapter contains a complete description of this Operation.)
- Operation HAT TRICK II, a multi-agency operation that took place between November 1985 and February 1986, was designed to disrupt the flow of marijuana and cocaine from Latin America to the United States. The Operation resulted in the seizure of nearly 1.7 million pounds of marijuana and 22,000 pounds of cocaine, and the arrest of more than 1,300 individuals.
- Unprecedented DOD support to special operations (such as BLAST FURNACE in Bolivia and HAT TRICK II), improved communications between DOD and U.S. interdiction agencies. Incidental equipment and manpower support to individual agencies demonstrated the importance that DOD has placed on the drug interdiction effort.
- The passage of the Anti-Drug Abuse Act of 1986 provided major legislative initiatives to the drug control effort.

These included a modification to the law enforcement restrictions of the Mansfield Amendment allowing the United States an opportunity to engage in coordinated policing activities with other nations, including those in the Caribbean; the placement of additional radar facilities and other technologies on foreign territory (especially in the Bahamas); and increased air surveillance capabilities in the area.

- Another major advance in operations for the year was the designation of 300 Coast Guard positions for law enforcement detachments on Navy vessels. Establishing these positions allowed the placement of Coast Guard law enforcement officers aboard U.S. Navy vessels operating in the primary areas of drug smuggling operations.
- A restructuring within Customs, in addition to increases in personnel allotments, has resulted in a more visible and productive enforcement/interdiction effort that has continued in 1986. During 1986, Customs initiated the addition of 591 positions, primarily along the Southwest border.
- In August 1986, DEA assisted the INS Border Patrol in undertaking a new role in drug interdiction by granting Title 21 authority to over 2,800 Border Patrol agents. The Border Patrol, which has permanent resources deployed along the Southwest border, serves as the principal interdicting force for drug smugglers and illegal aliens entering the United States between ports of entry.

SEIZURES

Interdiction seizure statistics are collected by Customs, Coast Guard, and INS. Fluctuations in these statistics reflect changes in the volume and type of drugs in transit, shipment modes and methods, and the deterrent effect of interdiction efforts on smuggling operations.

- Exhibit III-1 presents the number of drugs and conveyances seized by Customs, Coast Guard, and INS for fiscal years 1982 through 1986.

EXHIBIT III-1

CUSTOMS, COAST GUARD, AND INS
DRUGS SEIZED THROUGH INTERDICTION EFFORTS*
(weight in pounds except as indicated)
(by fiscal year)

U.S. CUSTOMS SERVICE**

<u>Year</u>	<u>Heroin</u>	<u>Cocaine</u>	<u>Marijuana</u>	<u>Hashish</u>
1982	290	11,497	3,958,871	58,277
1983	594	19,602	2,732,974	2,210
1984	664	27,526	3,274,927	42,390
1985	784	50,506	2,389,704	22,970
1986	692	52,521	2,211,068	17,555

U.S. COAST GUARD

<u>Year</u>	<u>Cocaine</u>	<u>Marijuana</u>	<u>Hashish</u>
1982	40	3,595,351	34,580
1983	55	2,299,825	0
1984	1,932	2,857,511	29,962
1985	5,890	1,951,511	0
1986	7,495	1,840,678	2,099

IMMIGRATION AND NATURALIZATION SERVICE

<u>Year</u>	<u>Heroin</u>	<u>Cocaine</u>	<u>Marijuana</u>	<u>Hashish</u>	<u>Dangerous Drugs (dosage units)</u>
1982	2	95	20,937	23	156,080
1983	11	154	38,700	83	339,534
1984	27	236	37,342	5	46,065
1985	23	1,378	72,473	12	13,290
1986	62	2,763	143,339	29	160,397

* Due to differences in accounting methods, numbers in common categories cannot be added to arrive at an aggregate for all Federal agencies.

** These data include all seizures resulting from activities by Customs personnel alone in conjunction with other agencies. Personnel from other agencies, particularly DEA and Coast Guard, may have participated in the seizures.

EXHIBIT III-1

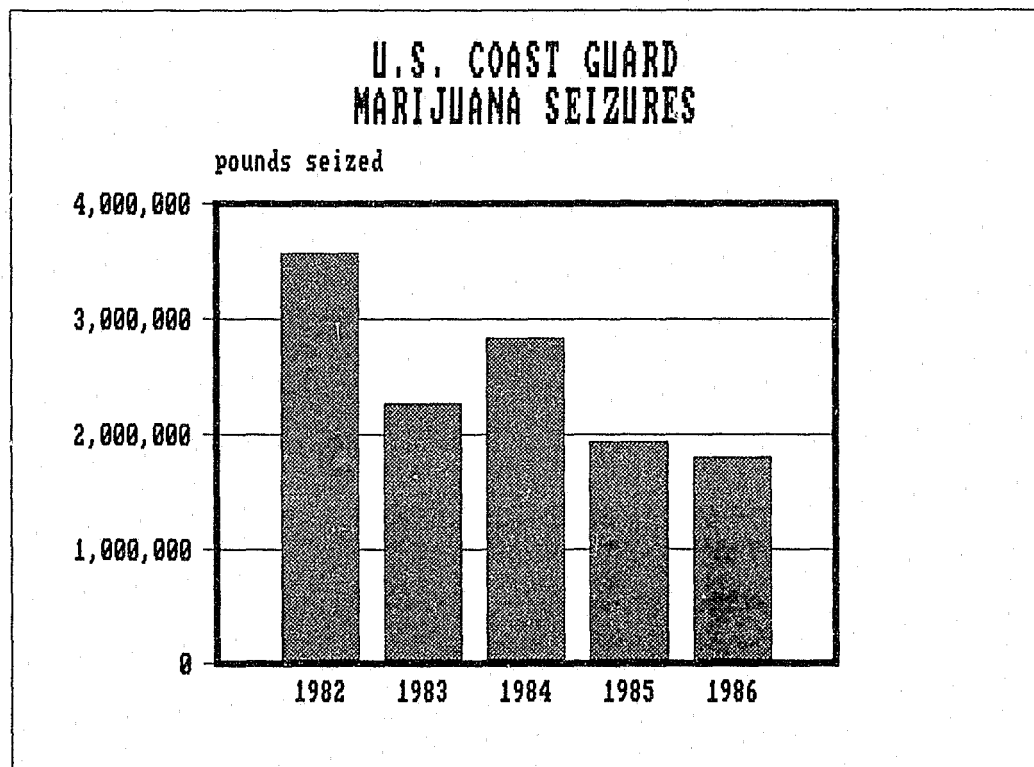
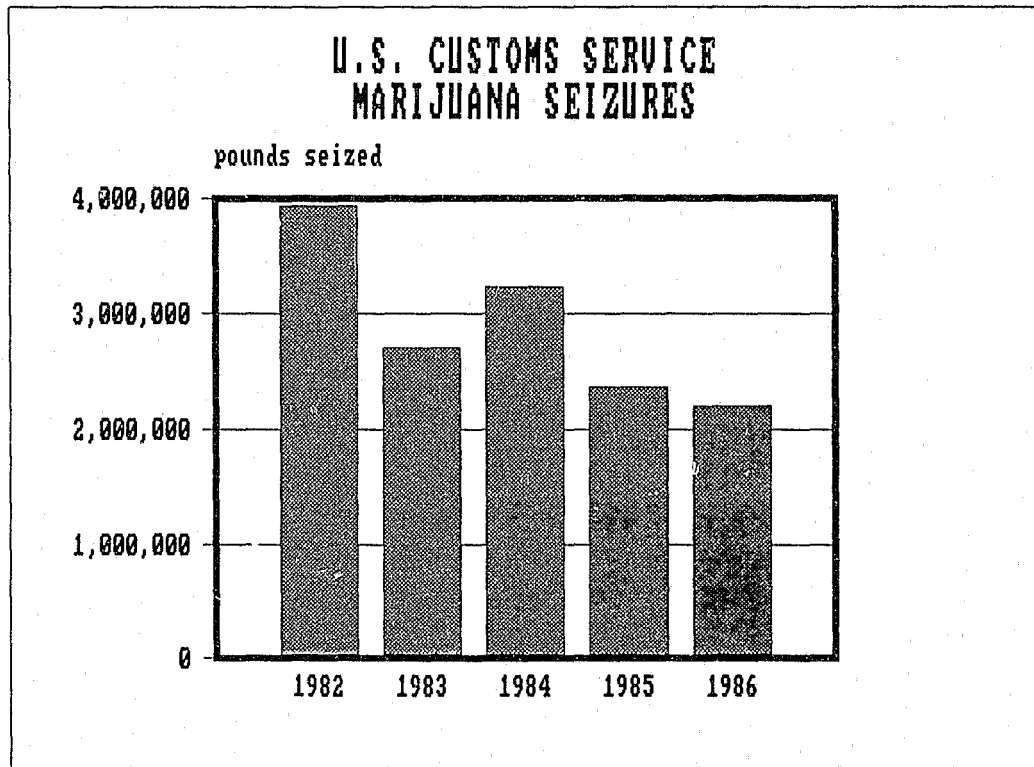


EXHIBIT III-1

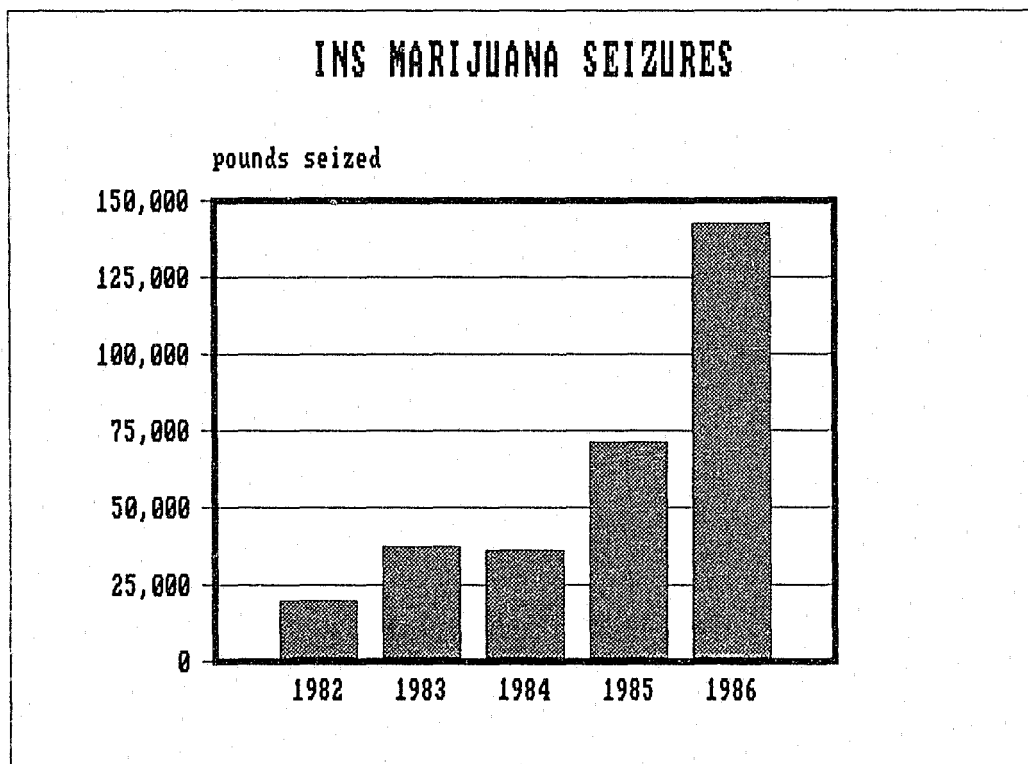
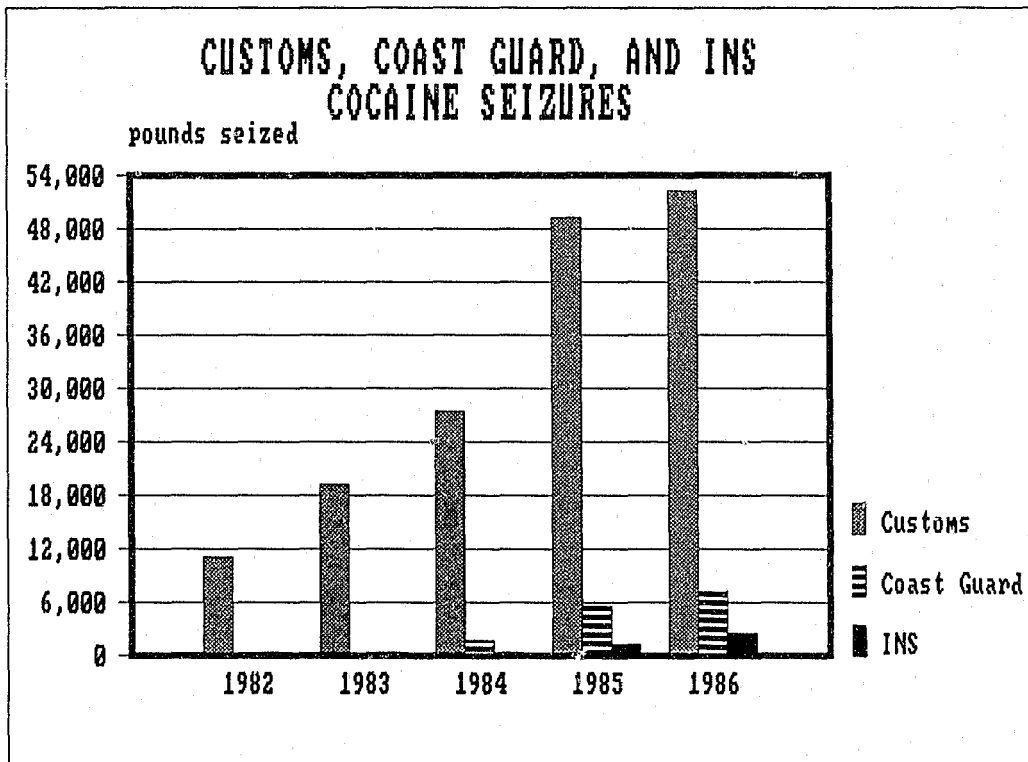


EXHIBIT III-1

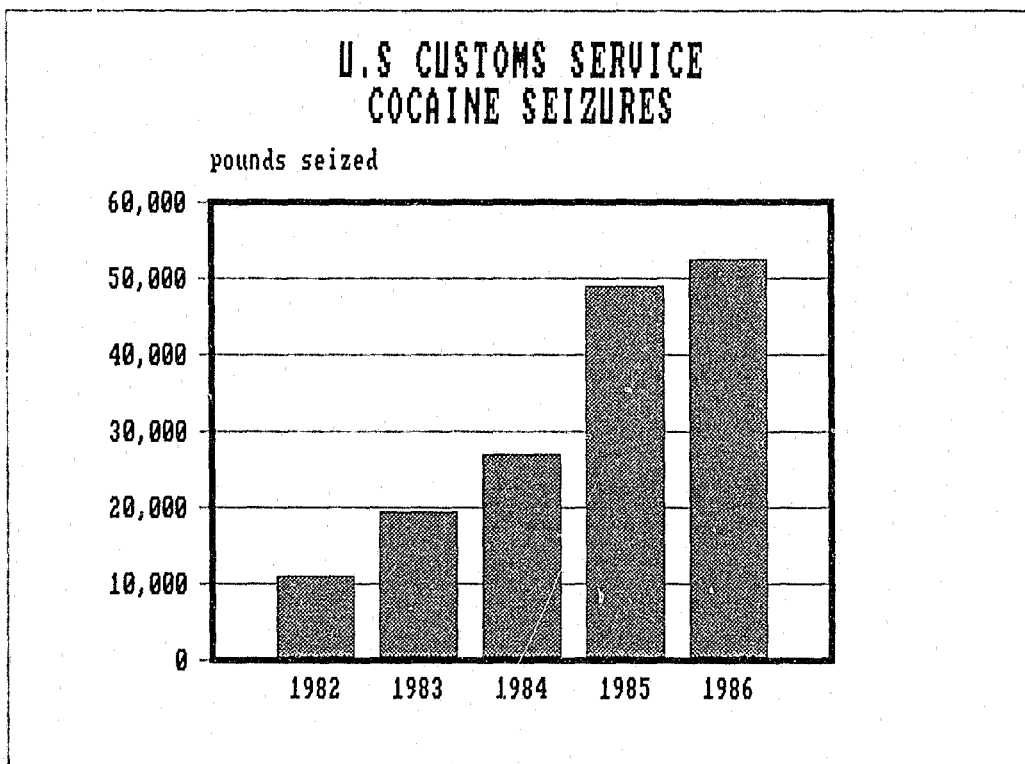
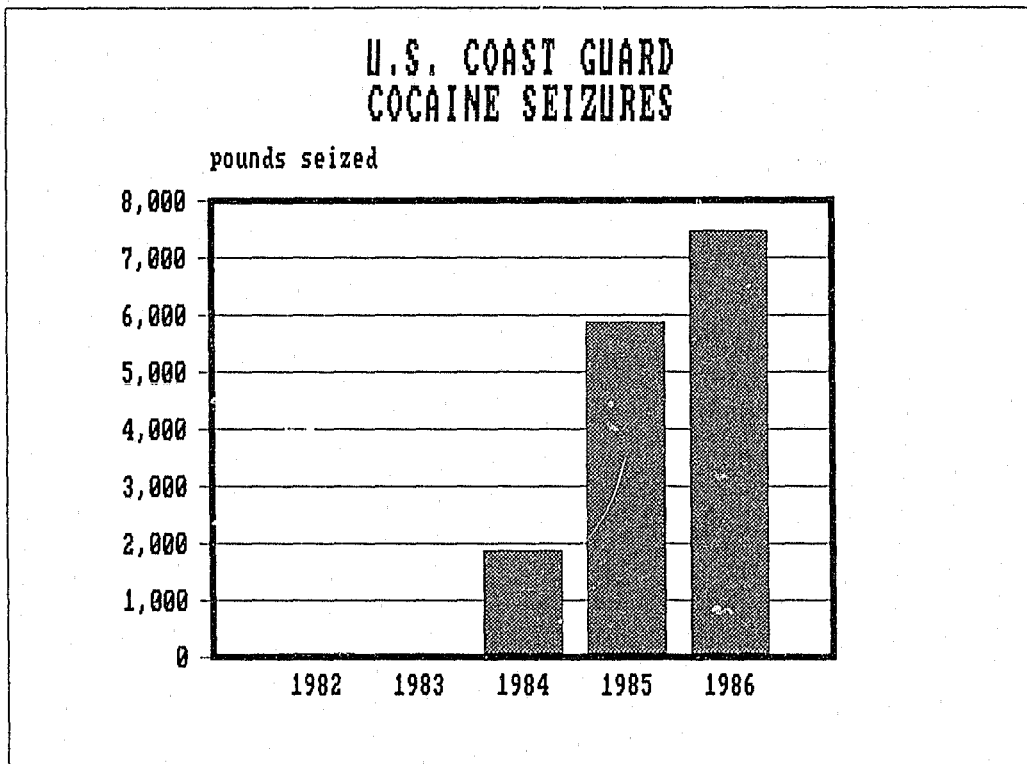
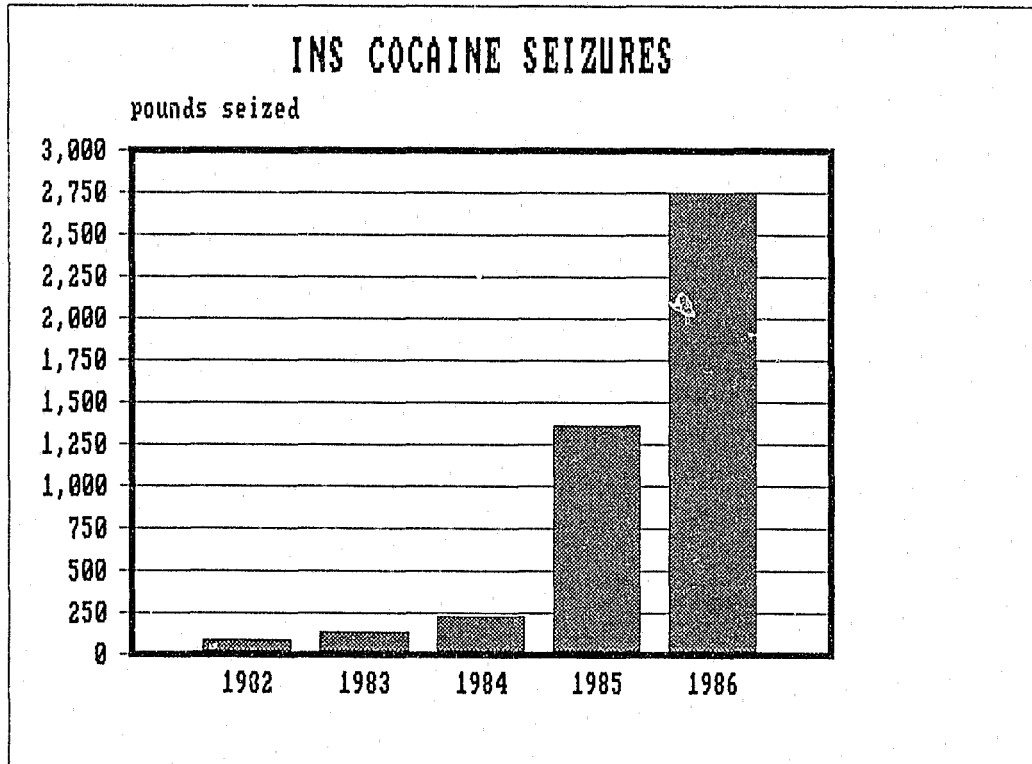


EXHIBIT III-1



- Cocaine seizures by Customs, Coast Guard, and INS continued to increase significantly in 1986. Customs cocaine seizures increased by 2,015 pounds (four percent) from fiscal year 1985 to 1986. Coast Guard cocaine seizures increased by 1,605 pounds (27 percent). INS cocaine seizures more than doubled, increasing 1,385 pounds (101 percent).
- Marijuana seizures by Customs and Coast Guard continued their downward trend in 1986. Customs marijuana seizures declined over 178,000 pounds (seven percent) from fiscal year 1985 to 1986; Coast Guard marijuana seizures decreased by nearly 111,000 pounds (six percent) during the same period. Although INS marijuana seizures nearly doubled from 1985 to 1986, trafficking trends generally reflect a reduction in marijuana availability.
- Coast Guard figures for FY 1986 include results of a major operation (Hat Trick II) in the Caribbean. The reduction in marijuana seizures in 1986 is partly due to the deterrent effect of this operation on maritime smuggling.

- INS seizures of all drugs increased substantially from 1985 to 1986. This increase is largely attributed to operational adjustments made by the Border Patrol designed to intensify drug interdiction capabilities along the Southwest border.
- Exhibit III-2 displays the number of non-drug assets seized through interdiction efforts for fiscal years 1982 through 1986.

EXHIBIT III-2

ASSETS SEIZED*
THROUGH INTERDICTION EFFORTS
(by fiscal year)

<u>Asset</u>	<u>1982</u>	<u>1983</u>	<u>1984</u>	<u>1985</u>	<u>1986</u>
Vessels					
Customs	523	418	582	570	302
Coast Guard	185	145	223	184	147
Aircraft					
Customs	207	211	206	155	133
Vehicles					
Customs	6,431	10,194	9,897	11,224	9,775
Monetary Instruments					
Customs					
(in millions)	\$32.76	50.17	\$67.73	\$95.84	\$121.54

* Figures show the number of vessels, aircraft, and vehicles seized by each seizing agency. Monetary instruments are shown by their value in dollars.

- The value of monetary instruments seized by Customs increased significantly from 1985 to 1986, although most asset seizures decreased. The decrease in vehicle seizures corresponds to the decrease in marijuana seizures shown in Exhibit III-1.
- Seized assets are often pressed into service by Federal and State law enforcement agencies. Proceeds from the sale of assets can be used for law enforcement purposes, and the remainder revert to the U.S. Treasury.
- Exhibit III-3 shows the number of interdiction-related arrests by Customs and Coast Guard for fiscal years 1982 through 1986. In addition, some of the arrests reported in Chapter II result from interdiction efforts.

EXHIBIT III-3

ARRESTS THROUGH INTERDICTION EFFORTS (by fiscal year)

	<u>1982</u>	<u>1983</u>	<u>1984</u>	<u>1985</u>	<u>1986</u>
Coast Guard	1,048	709	1,056	737	646
Customs	17,081	18,999	24,235	21,855	26,323

- Coast Guard arrests include those individuals apprehended on conveyances or in transshipping operations at the time of seizure. Customs arrests include all interdiction-related arrests as well as those individuals apprehended on conveyances at seizure.
- The number of Customs arrests increased by 4,468 (20 percent) from 1985 to 1986. Coast Guard arrests decreased by 91 arrests (12 percent) during the same period.

DOD SUPPORT

The Department of Defense provides indirect support to facilitate civilian law enforcement activities. DOD efforts in support of drug interdiction include the following:

- Airborne surveillance is the largest area of DOD support to law enforcement agencies. In fiscal year 1986, over 3,149 sorties were flown amassing 15,827 flight hours. This represents a 53 percent increase over fiscal year 1985.
- Navy E-2 and P-3 airplanes provided aerial surveillance in the Caribbean, along the Mexican border, over the Gulf of Mexico, and over the offshore waters of California and Florida.
- Coast Guard tactical law enforcement teams also spent 1,287 ship days aboard Navy vessels patrolling in high trafficking areas.
- Army aircraft loaned to Federal civilian drug enforcement agencies in 1986 included Blackhawk, Cobra, and OH-6 helicopters and Mohawk fixed-wing aircraft. During 1986 the Army also loaned six C-12 King Air aircraft to Customs.
- Air Force increased its AWACs support to drug law enforcement by 82.8 percent over fiscal year 1985. In addition, the Air Force operates two aerostat radars in Florida that provide look-down capability against low-flying aircraft.

SPECIAL OPERATIONS

Operation HAT TRICK II

Operation HAT TRICK II was conducted during the period November 1, 1985 through February 28, 1986. It was the largest joint drug interdiction operation undertaken to date. A similar, but smaller effort, Operation HAT TRICK I, was conducted the previous year and a joint agency wargaming exercise was held in preparation for this operation at the U.S. Navy War College in September 1985.

In addition to numerous foreign countries and Federal agency participants, HAT TRICK II involved a variety of State and local agencies. The overall operation was coordinated by the Vice President's National Narcotics Border Interdiction System (NNBIS). The primary purpose of HAT TRICK II was to disrupt trafficking and deny smugglers traditional drug shipment routes within this hemisphere. The Operation was also designed to stop drug traffickers from "waiting out" the joint efforts. The secondary purpose of HAT TRICK II was to expand and exploit joint intelligence to benefit future operational planning. The overall objective was not to maximize U.S. agency drug seizure statistics but, rather, to allow other cooperating countries to take the

offensive in seizing illicit drugs at source and transshipment points during these operations.

During HAT TRICK II, U.S. agencies conducted 26 major special operations along drug shipment routes to U.S. borders. Each of these operations was conducted using existing resources intended for interdiction purposes. Additionally, unprecedented DOD support was used to maximize "equivalent training."

The U.S. Coast Guard conducted extensive maritime operations in the Pacific, Gulf of Mexico, Caribbean, and Atlantic waters. Coast Guard was supported by cooperating countries, DOD air and maritime resources, and intensive marine efforts by the U.S. Customs Service in South Florida. The Customs Service and other U.S. agencies, also supported by DOD assets, conducted intensive air interdiction efforts along major routes in the Gulf of Mexico, the Caribbean and, to a lesser extent, along the U.S.-Mexican border. Air interdiction command and control facilities were brought to a 24-hour capability in South Florida and U.S. Navy radar-equipped ships tracked suspect air traffic and north- and south-bound in the Caribbean.

The Customs Service also intensified inspection and control operations at all maritime and land ports of entry, and the Border Patrol increased operations between Southwest Border ports of entry.

All key source and transshipment countries in and around the Caribbean gave unprecedented support to HAT TRICK II. This included overflight authorization for U.S. aircraft, air reconnaissance support, joint maritime patrols, intensified land patrols, sharing of communications and intelligence, and authorization for U.S. personnel and equipment to stage and operate from these countries. The efforts by The Bahamas, the Dominican Republic, Jamaica, Panama, Costa Rica, Colombia, and Venezuela were noteworthy. The \$500,000 provided by the State Department Bureau for International Narcotics Matters proved most valuable in gaining foreign support and funding many in-country efforts.

Operation HAT TRICK II prevented air traffickers from using their traditional route through the Bahamas, and denied them use of certain portions of those islands. Intelligence confirmed that some displacement of air shipments to alternate routes to the United States occurred. U.S. land border seizures generally increased, much as they did throughout the entire HAT TRICK II area of operations.

While not a complete measure of success, the total combined HAT TRICK II efforts resulted in the seizure of over 800 tons of marijuana and over 11 tons of cocaine, and the arrest of over 1,300 drug traffickers.

The same agency working group that planned HAT TRICK II prepared a 150-page after-action/assessment report, and have formally proposed similar follow-on operations against land, air, and sea trafficking routes on a continuing, year-round basis, using existing agency-NNBIS coordinative mechanisms. These planners learned from the successes in HAT TRICK II that they must do an even better job in netting secure communications and in sharing intelligence with cooperating countries. Proven, again, was that no one country can undertake the drug interdiction job by itself. Cooperation is the key to future joint international drug interdiction operations like HAT TRICK II.

Operation ALLIANCE

In response to the severe and growing drug problems along the Southwest Border in recent years, the National Drug Enforcement Policy Board established a subcommittee of the Board's Coordinating Group to oversee plans for intensified enforcement efforts along that border. In turn, the Assistant Secretary of the Treasury for Enforcement, the Administrator of the Drug Enforcement Administration, and the Commissioners of the U.S. Customs Service and the Immigration and Naturalization Service developed Operation ALLIANCE. Announced on August 14, 1986 by the Vice President as head of the National Narcotics Border Interdiction System, and the Attorney General as Chairman of the National Drug Enforcement Policy Board, Operation ALLIANCE has become an important multi-agency program.

ALLIANCE is a four-phase operation designed to halt the flow of drugs, firearms, and other contraband across the United States-Mexico border.

- Phase I, policy resolution and conceptual planning, has been completed.
- Phase II, coordination of existing resources, initiatives, and special operations, began on July 1, 1986.
- Phase III, execution of major joint enforcement operations, is being coordinated, in part, through NNBIS. This ongoing process will extend into Phase IV.
- Phase IV will consist of the implementation of permanent long-range enhancements to the drug interdiction effort along the entire southern border. This includes providing additional resources and personnel, prosecutorial support, and suggested amendments to regulations and statutes.

The operation involves thousands of Federal, State, and local law enforcement officials and sophisticated new equipment. The ALLIANCE Joint Command Group, consisting of representatives with regional command and control of various Federal and State

resources, has been established to plan and direct operations along the border. This command group coordinates with NNBIS in planning efforts and using Department of Defense and intelligence community resources as well as those of Federal, State, and local law enforcement agencies.

Federal involvement in Operation ALLIANCE includes the Department of the Treasury (Customs, ATF, IRS, and Secret Service), Department of Justice (U.S. Attorneys, FBI, DEA, INS, and Marshals), Department of Defense (Army, Navy, Air Force, and Marines) and the Department of Transportation (Coast Guard and FAA).

- During the first six months of ALLIANCE, the various agencies' combined activities accounted for over 700 seizures including 72,700 pounds of marijuana and 8,335 pounds of cocaine. Seizures continue to increase.
- DEA has cross-designated 2,800 Border Patrol agents located on the Southwest Border with limited authorities under Title 21 of the U.S. Code. This cross-designation enhances the Border Patrol's ability to conduct drug searches and arrest violators.
- Increased staffing support of ALLIANCE in the Southwest includes the following: DEA, 120 agents; FBI, 75 positions; IRS, 111 agents and other personnel; Customs, 384 agents, inspectors, and other personnel; and U.S. Attorneys, 60 Federal prosecutors.
- Related to ALLIANCE, the FBI is coordinating an important new law enforcement program, the Pair Cities Border Liaison Initiative. Federal-level enforcement officials from Mexico and the United States have formed working groups in the key border points of San Diego/Tijuana, Tucson/Nogales, El Paso/Juarez, and Brownsville/Matamoros.
- Customs has seized \$4.5 million in monetary instruments and \$17.5 million in property in the first six months of ALLIANCE operations. Other ALLIANCE enforcement statistics for Customs include: the seizure of 26,000 pounds of marijuana, 3,000 pounds of cocaine, 76,000 dosage units of dangerous drugs, 1,100 weapons, 10 aircraft, and 20 vessels; and the arrest of 341 individuals.
- ATF agents have initiated 201 investigations involving firearms trafficking to Mexico and 88 investigations targeting armed drug traffickers along the Southwest Border. A total of 172 defendants have been recommended for prosecution.

- In Exhibit III-4 ATF reports the following firearms and explosives taken into custody from August 1986 through December 1986 in Operation ALLIANCE investigations.

EXHIBIT III-4

BUREAU OF ALCOHOL, TOBACCO AND FIREARMS
WEAPONS TAKEN INTO CUSTODY
THROUGH OPERATION ALLIANCE INVESTIGATIONS

<u>Weapon</u>	<u>Number</u>
Handguns	172
Rifles	324
Shotguns	63
Silencers	73
Machine guns	27
Destructive Devices (bombs)	14
Other Illegal Firearms	12
Ammunition (rounds)	24,392
Explosives (pounds)	13

CHAPTER IV: INTERNATIONAL DRUG CONTROL

INTRODUCTION

The objective of the U.S. international drug control program is to break the chain that links farmers in drug producing countries to users in the United States by stopping the flow of drugs as close to the source as possible. More specifically, the international program seeks to reduce the supply of drugs through:

- assistance to foreign governments in crop eradication;
- interdiction close to production sources and along major trafficking routes;
- arrest and prosecution of major traffickers;
- seizure and forfeiture of drug related assets;
- development assistance to counter economic incentives associated with drug crop cultivation;
- drug demand reduction and public awareness programs in source countries; and
- diplomatic initiatives designed to internationalize the response to the drug problem.

The State Department's Bureau of International Narcotics Matters (INM) is the Federal agency responsible for coordinating U.S. drug control efforts overseas. Other agencies involved in the international program include the Drug Enforcement Administration (DEA), the Federal Bureau of Investigation (FBI), the U.S. Customs Service (Customs), the U.S. Coast Guard (Coast Guard), the Immigration and Naturalization Service (INS), the Department of Defense (DOD), the Agency for International Development (AID), and the U.S. Information Agency (USIA). The National Narcotics Border Interdiction System (NNBIS) is also involved in the international drug control program.

PROGRESS IN 1986

In the battle against international drug production and trafficking, progress was achieved both programmatically and diplomatically in 1986. Crop control programs expanded in 20 countries, including both major and minor producers of illicit narcotics. Preliminary estimates indicate that these countries destroyed drug crops equivalent to seven metric tons of cocaine, 16 tons of heroin, and 30,000 tons of marijuana. In addition,

United States-sponsored programs provided development assistance (for drug crop substitution, etc.) and fostered greater host country awareness of problems associated with drug trafficking and abuse.

Perhaps more important in the long run, however, has been the progress made on the diplomatic front. In 1986 many members of the international community gained a greater understanding of the threat to political, social, and economic stability posed by drug trafficking and abuse. This evolution, spurred by an aggressive and continuing anti-drug stand by the United States and the spread of drug abuse globally, has provided the groundwork upon which future international drug control programs can be built.

Major international initiatives in 1986 included Operation BLAST FURNACE, an unprecedented operation against cocaine laboratories in Bolivia's Beni region. At the invitation of the Bolivian government, the Department of Defense provided helicopters, other equipment and troops to transport Bolivian police to the laboratory sites and DEA provided agent advisors for the operation. Because many coca processing facilities were destroyed or shut down during BLAST FURNACE, prices paid for coca leaf in the region dropped to about one-seventh of their previous market value. INM provided funding support for BLAST FURNACE, and continues to support the successful Bolivian-led operation.

Also in 1986, significant progress was made in strengthening regionally-coordinated interdiction operations throughout the Caribbean basin, building on the foundation established during Operation HAT TRICK II, begun in 1985. These international operations, which involved more countries than ever, included coordinated marine patrols and land initiatives, and expanded air surveillance and tracking efforts. Such multilateral coordination provides a major increase in effectiveness to unilateral U.S. interdiction efforts in the region.

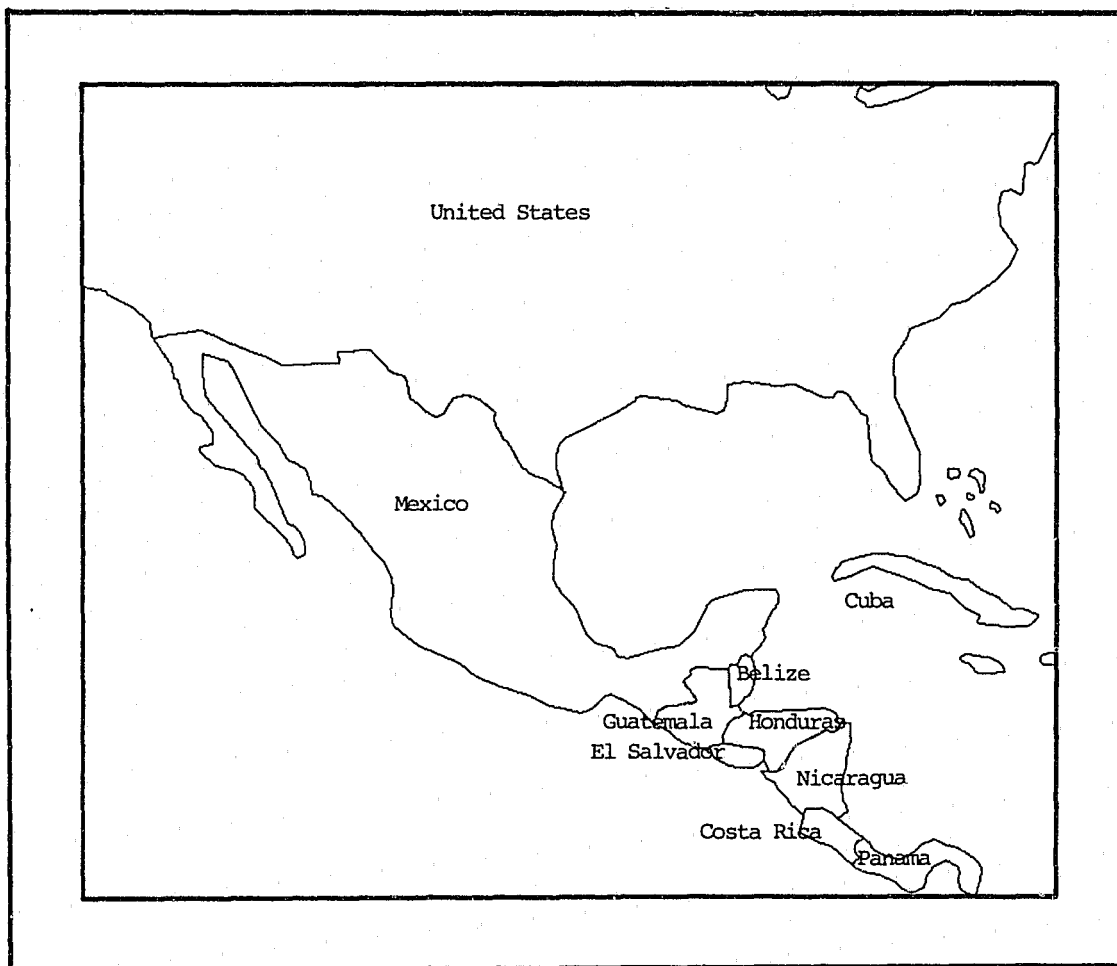
PROGRAMMATIC PROGRESS

Drug Control

Components of the United States' programmatic international drug control program include eradication, interdiction, and investigation and prosecution. Crop eradication eliminates drug supplies and increases the costs of drug trafficking. Effective interdiction reduces the flow of drugs and curbs the diversion of precursor chemicals necessary for drug production. Investigators and prosecutors, through the exchange of information with members of the international community (using mechanisms such as mutual legal assistance treaties), immobilize drug trafficking organizations by incarcerating their members, seizing their drugs, and

forfeiting their drug-related assets. A brief country-by-country analysis of narcotics control efforts is provided below. ^{1/}

North and Central America



- Mexico serves as a major marijuana and opium production site. Drug traffickers also use Mexico as an important transshipment point for South American cocaine bound for the United States. Although eradication levels increased from 1985 to 1986 for both marijuana (71 percent) and opium (4 percent), production levels for both drugs increased as well. Other initiatives in 1986 included an

^{1/} The source of this 1986 drug enforcement program summary is primarily the State Department's annual International Narcotics Control Strategy Report (INCSR). Refer to the March 1987 INCSR for a more detailed analysis of source and transshipment country enforcement initiatives and progress.

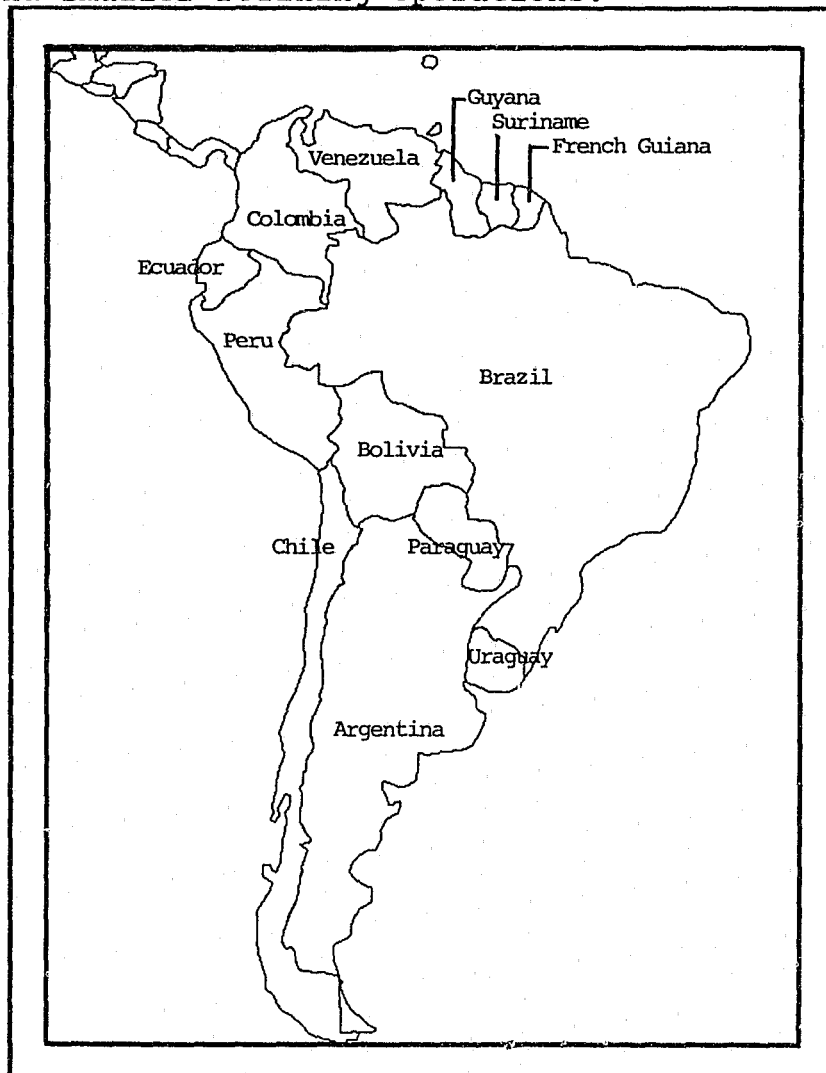
evaluation of Mexico's aerial eradication program and negotiations concerning a mutual legal assistance treaty.

- Belize is a major production site for marijuana. Marijuana cultivation nearly doubled in 1986; however, a U.S.-assisted aerial spraying program helped reduce the amount available for export by 15 percent.
- Nicaragua is not generally considered a site for cultivation, production, or refinement of illicit drugs. The United States continues to monitor allegations of involvement in drug trafficking by Nicaraguan authorities.
- Panama is a minor base for cannabis cultivation and cocaine and precursor chemical transshipment (areas in which there was some enforcement success in 1986), and a major world banking center used by traffickers to launder ill-gotten drug profits. Although a United States-Panama mutual legal assistance treaty could not be agreed upon in 1986, Panama did pass a new statute which may prove useful in U.S. requested investigations.

South America

- Argentina serves as a base for the refinement and transshipment of cocaine, primarily intended for Europe. Although cocaine trafficking through Argentina from Bolivia reportedly increased by 28 percent in 1986, seizures of cocaine increased by 20 percent and drug arrests by 50 percent.
- Bolivia serves as a major cultivation site of coca leaf that is refined into cocaine, both domestically and abroad. During the summer and fall of 1986, the joint United States-Bolivia Operation BLAST FURNACE was successful in shutting down cocaine refining in Bolivia and forcing coca leaf prices below production costs. No real progress was made on coca eradication in 1986.
- Brazil has the potential, given its proximity to cocaine-producing neighbors, to serve as a site for more significant drug production and transshipment. Marijuana cultivation reached major country proportions in 1986, but a year-long eradication effort was effective in curbing its effects. Although a large-scale coca eradication program was cancelled due to local guerilla activity, cocaine (and precursor chemical) interdiction efforts were extremely successful last year.
- Colombia serves both as the world's number one cocaine production site and as a major base for marijuana cultivation. Despite a continuation of drug-related domestic violence and terrorism in 1986, the Government of

Colombia continues to confront drug traffickers. The Colombian President personally reaffirmed his commitment to the extradition treaty with the United States, previously declared unconstitutional by the Supreme Court. Colombia increased marijuana eradication by almost 50 percent in 1986; however coca eradication slowed. Finally, despite trafficker aggression, police forces sustained their cocaine lab campaign, destroying 540 base labs and smaller refining operations.



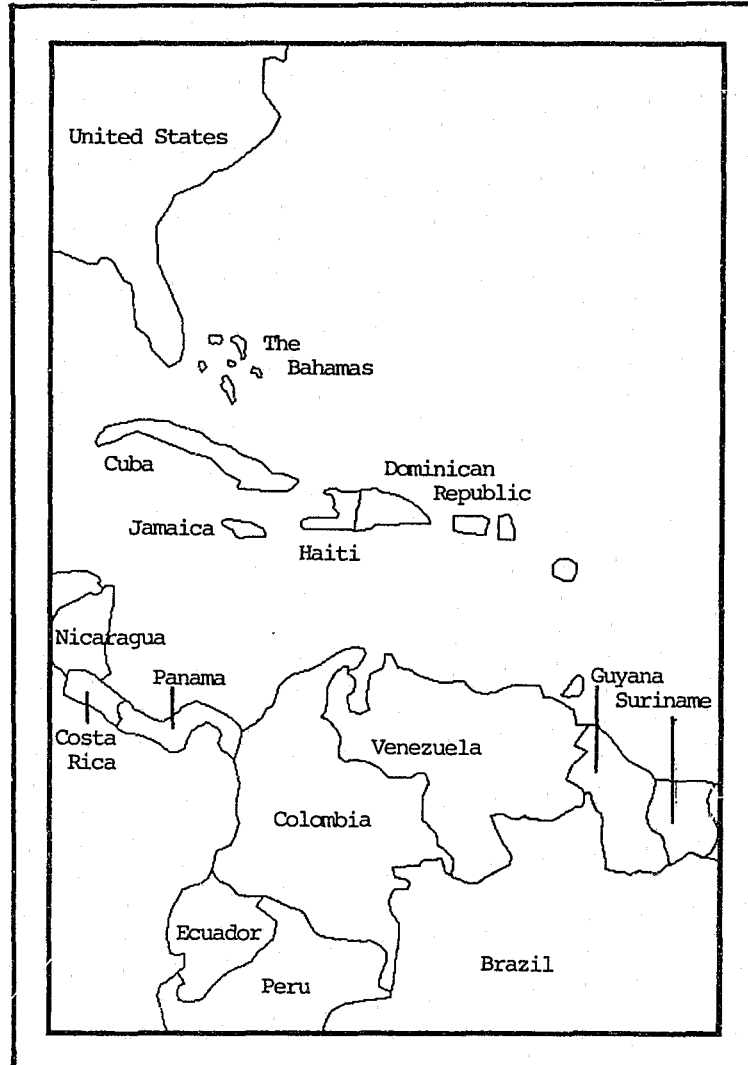
- Ecuador is a base for coca cultivation in South America. The Government of Ecuador conducted four major eradication operations in 1986, and officials estimate that coca cultivation has been reduced to about 1,000 hectares. Ecuador continued to protect itself both from Colombian drug traffickers and coca, and from cocaine and chemical production and transshipment. Agreements were reached with the United States in 1986 to expand aircraft support for improved eradication and interdiction.

- Paraguay has again become an important base for marijuana production (for local markets) and a transshipment point for South American cocaine (destined, primarily, for Europe). In response, Paraguayan and U.S. Embassy officials have proposed a U.S. assistance program for drug enforcement (including vital training) and DEA plans to re-open its Paraguayan field office.
- Peru is the site of the world's largest coca leaf cultivation network, with annual production estimated at 95,000 to 120,000 metric tons. Since the inauguration of Alan Garcia in 1985, however, Peru has conducted five large-scale enforcement operations in major growing areas, sought and discharged corrupt police and military officials, and persisted in its coca eradication program. By the end of 1986, Peru was finalizing a nationwide drug control plan to attack production and trafficking in 1987.
- Venezuela presently serves as a major transshipment point for South American cocaine and marijuana. Drugs seized after having transited Venezuela in 1986, and evidence there of a narcotics criminal infrastructure, confirm fears that this country is being exploited by Colombian traffickers. In 1987, Venezuela hopes to curb drug trafficking activity that may otherwise mark the country as a major transshipment point.

The Caribbean

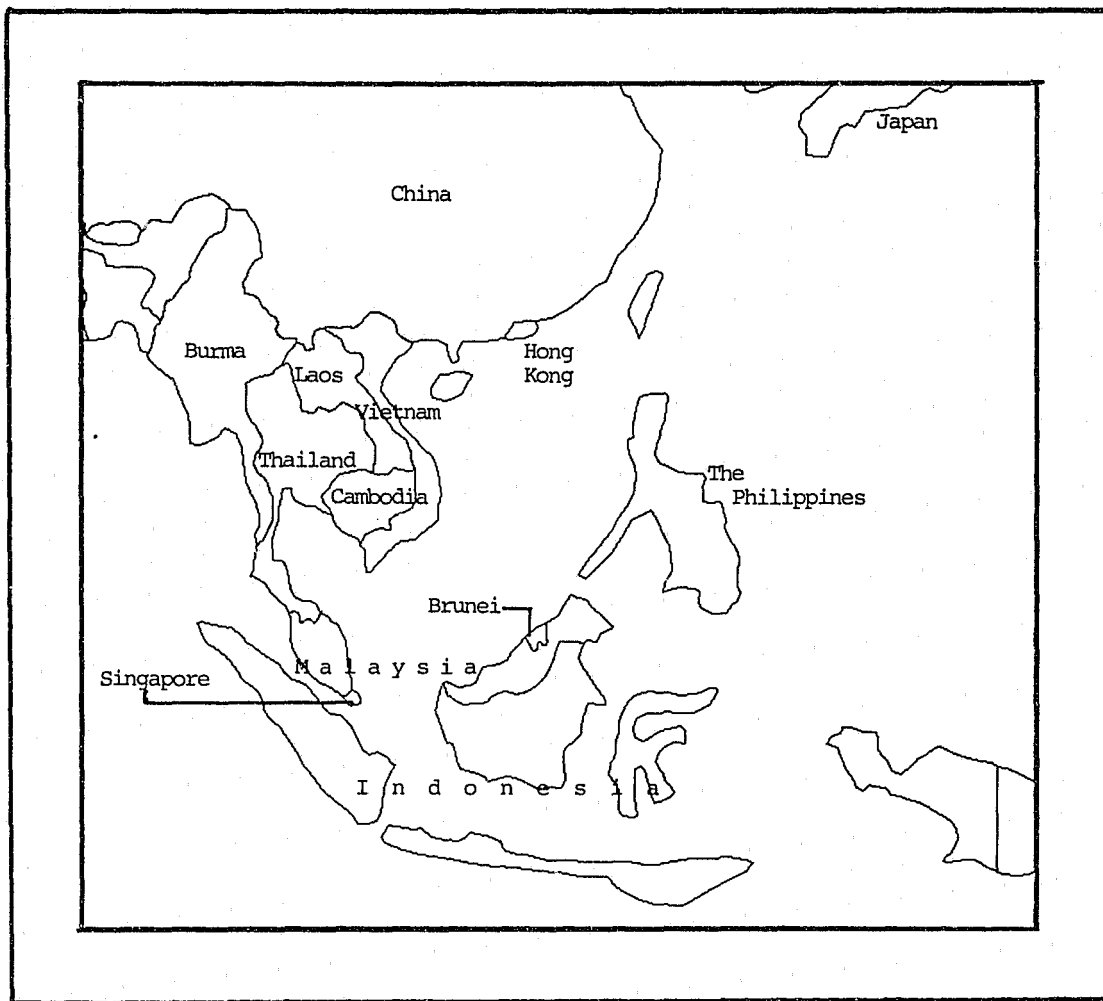
- The Bahamas serves as a major transshipment point for cocaine and marijuana bound for the United States. Joint U.S.-Bahamian interdiction operations continued in 1986, seizing considerable amounts of cocaine (3.3 metric tons) and marijuana (5.6 metric tons). Anti-drug public pressure promises to make narcotics control an issue in the 1987 Bahamian elections.
- Cuba is not considered a site for the cultivation or refinement of illicit drugs. Cuba does stand along some of the primary trafficking routes into the United States, however, and there has been concern expressed that Cuba may have been used as a drug transshipment point.
- The Dominican Republic increasingly serves as a transshipment point for cocaine and, to a lesser extent, marijuana. The Government of the Dominican Republic continued to strengthen its drug control efforts in 1986, however, utilizing its military resources in U.S.-sponsored interdiction campaigns, conducting investigations, making arrests and seizures, and

prosecuting official corruption. In addition, the U.S.-supported Joint Information and Coordination Center has proven highly effective in interdicting traffickers.



- Haiti continues to serve as a significant transshipment point for cocaine bound for the United States. Although trafficking appears to have peaked in 1985 and seizures declined sharply in 1986, domestic demand for marijuana and cocaine (including "crack") has increased.
- Jamaica is a major base for marijuana production. Marijuana eradication campaigns in 1986, resulting in the eradication of 2,200 hectares, were offset by a bumper spring crop. However, a Jamaican Government committed to drug control significantly increased U.S. program support and furthered plans for a herbicidal eradication campaign in 1987.

Southeast Asia



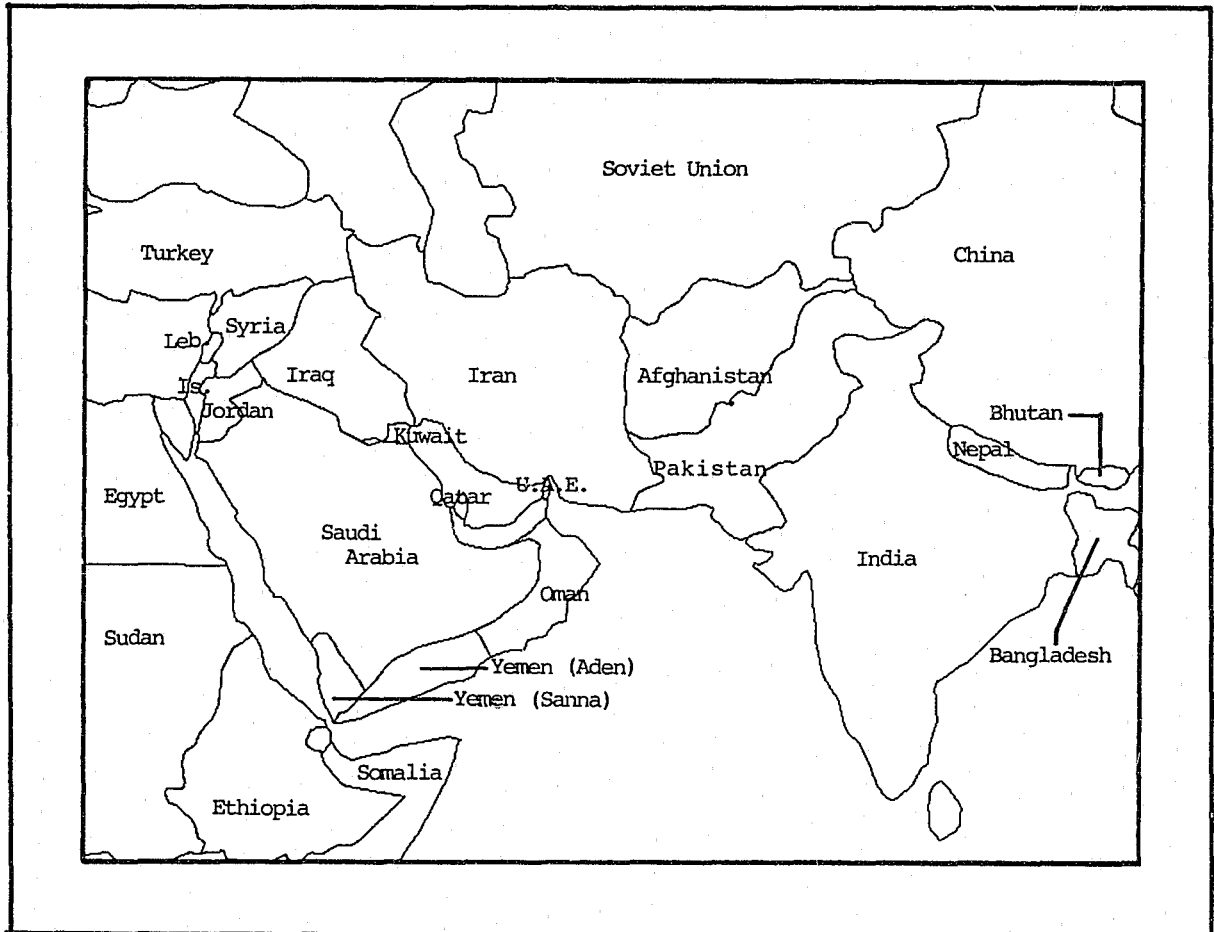
- Burma remains a major base for the production of illicit opium, as production in 1986 rebounded sharply from a drought year in 1985. Although officials estimate that most of Burmese opiates cross the Thai-Burma border, trafficking through India increased in 1986 as well. Despite this increased production and trafficking activity, the 13,600 hectares destroyed by the combined aerial and manual eradication campaign in 1986 was the highest total since the U.S.-Burmese agreement was initiated in 1974.
- Hong Kong is a key financial center for the drug trade, a minor transshipment point for heroin leaving Southeast Asia, and a major consumer of regional opiate products. An effective drug enforcement program continued in 1986, as heroin and methaqualone seizures increased substantially and banking laws were revised to facilitate drug-related investigations. A mutual legal assistance agreement is also being considered.

- Indonesia serves as a significant marijuana production site and a transshipment point for narcotics from the Golden Triangle. In an effort to emulate the tough stances taken by its neighbors (Malaysia and Singapore), Indonesia coupled an upgraded enforcement program with a high profile anti-drug media campaign in 1986.
- Laos serves as a major illicit opium production base. Although the Laotian Government has banned production and trafficking of opium for private gain, opium cultivation for sale by the government to the Communist bloc for licit processing is permitted. The U.S. has made preliminary overtures to Laos in an effort to develop a program to curb opium production.
- Malaysia serves both as a major refinement base for opiate products and as a transshipment point for heroin and opium from the Golden Triangle. Accomplishments in 1986 included: a coordinated (DEA assisted) operation with Thailand and Singapore resulting in the arrest of a major Asian drug kingpin; a reduction in heroin purity; and the development of a proposal for improvements in coordination, including a combined coastal patrol capability.
- The Philippines serves both as a transshipment point and planning area for drug trafficking organizations, and as a minor marijuana cultivation site. Although numerous seizures were made in 1986, corruption in the court system allowed many defendants to go free. Philippine officials discovered 95 marijuana cultivation sites in 1986, however, and destroyed nearly 14 million plants and seedlings. Furthermore, despite fiscal constraints and rebel insurgencies, the Philippine Government gives a high priority to drug control programs.
- Thailand serves as a major transshipment point for opiate products leaving the Golden Triangle. Thailand is also an opium and marijuana production site. Significant Thai enforcement successes in 1986 included: a reduction in opium cultivation to a low of 20 to 25 metric tons; a reduction of traffic in precursor chemicals used in refining heroin; 31,000 drug-related arrests; and an energetic campaign against drug warlords on the Thai-Burma border.

Southwest Asia

- Afghanistan continues to serve as a major opium and hashish production base. There is no indication at this time that the regime in Kabul has the desire or ability to

address the problem. As a result, opium production has been sustained at 400-500 metric tons.

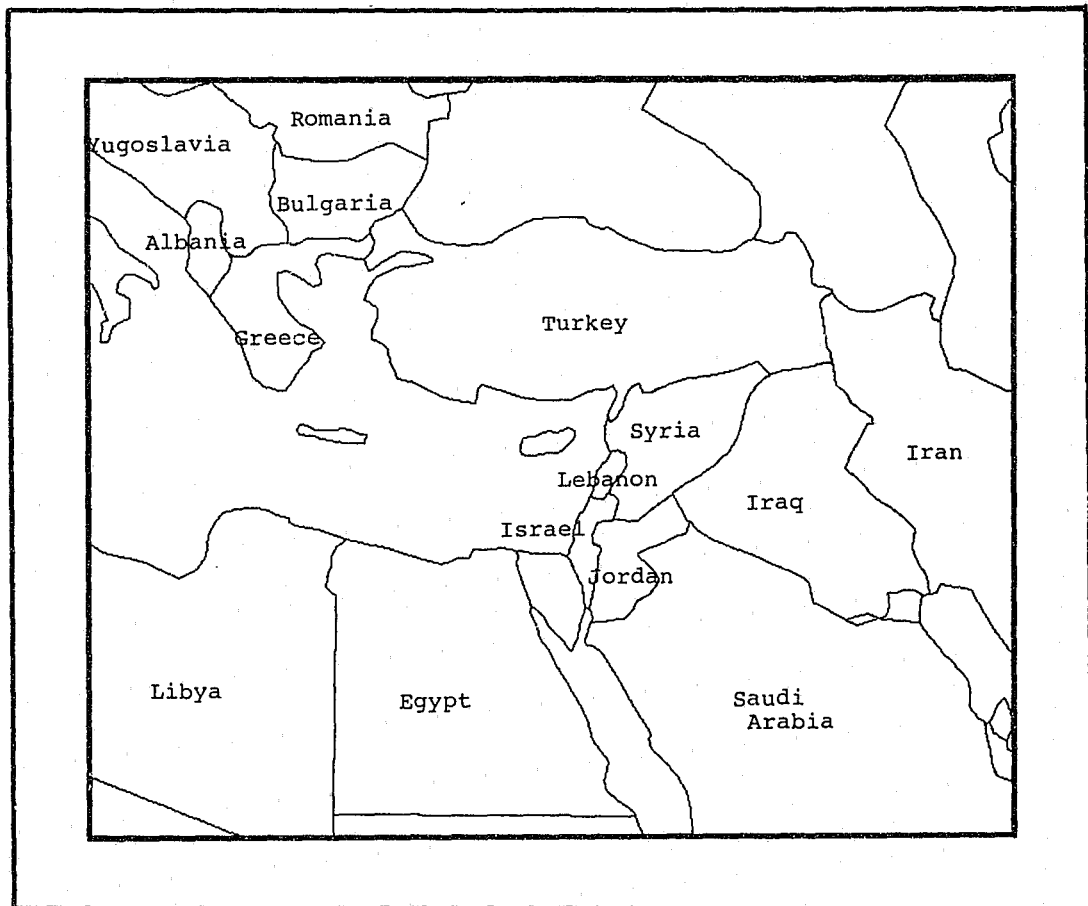


- India has become a major transit point for narcotics smuggling from, and precursor chemical transshipment to, both Southeast and Southwest Asia. In addition, diversion from India's licit opium cultivation has reached 200-250 metric tons. Recognizing these growing problems, India has passed new control laws, offers rewards for seizures, seizes assets, and has begun discussions within the region for cooperation on drug control efforts.
- Nepal serves as a transit point for heroin shipped from Afghanistan, Pakistan, Thailand, and Burma and has acknowledged a serious domestic heroin abuse problem. In addressing these problems in 1986, the Government arrested a major ring of traffickers, significantly increased drug trafficking and abuse penalties, and created new police units dedicated to drug law enforcement.
- Pakistan serves as a major opium production site. Good weather, high prices, and a failure on the part of the

government to respond to drug control policy opposition led to a significant increase in opium production in early 1986. Steps have been taken to remedy the problem, including approval for a herbicidal eradication program in the spring of 1987.

- Turkey remains a significant transshipment point between Europe and Asia for illicit narcotics. Turkey continued to be successful, however, in preventing illicit opium cultivation, suppressing illegal heroin refineries, and controlling licit production of opium for pharmaceutical purposes.

The Middle East and Europe

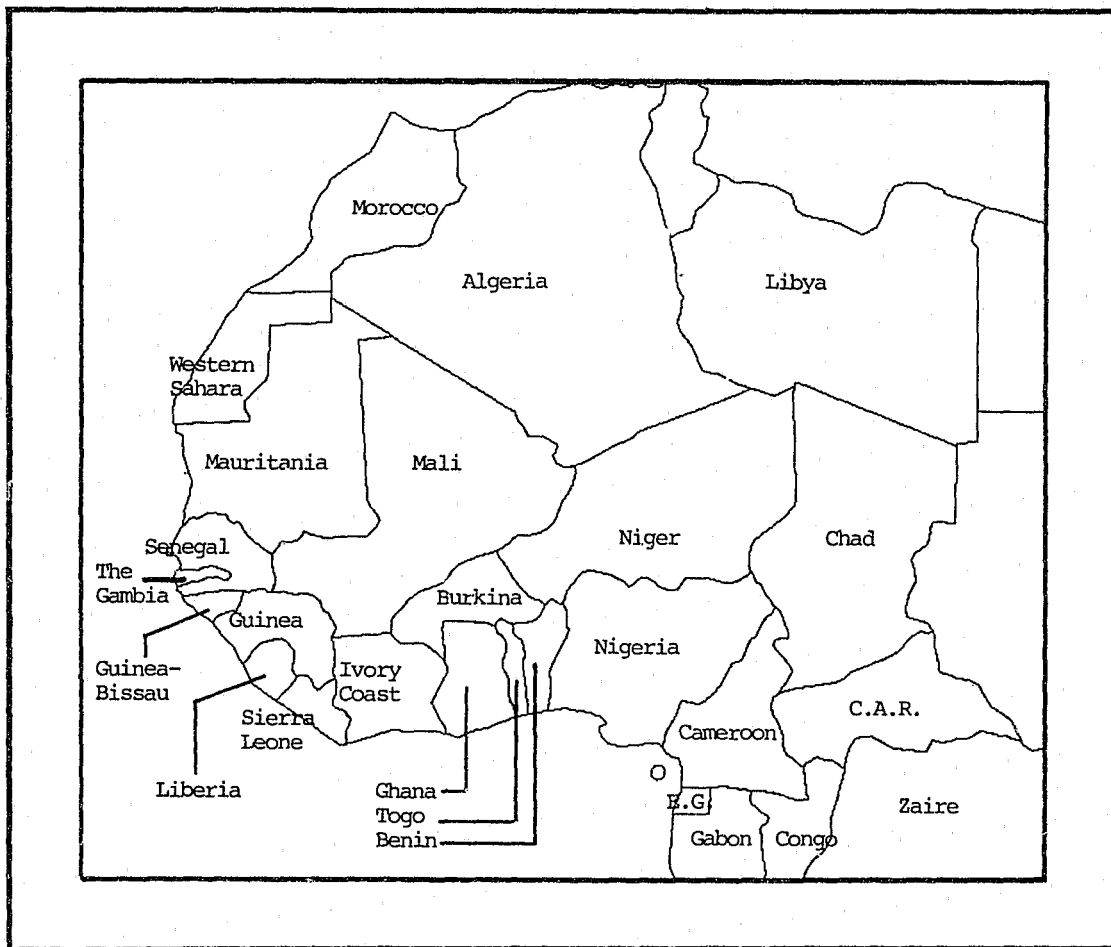


- Egypt is not a major drug production site, although it has become important as a drug consumer and minor transshipment point. Egypt is committed to narcotics control, as exemplified by the substantial increase in heroin seizures in both 1985 and 1986. In addition, a national campaign against drug abuse has been underway since 1984 and enjoys broad public support.

- Lebanon is emerging as a major base for narcotics production, refinement, and transshipment. Effective enforcement was not possible under 1986 conditions.
- Syria is not a significant drug production site, but some illicit drugs transit Syria. In addition, the Syrian Government has dominant control over the Bekka Valley of Lebanon, which has become a major production and transshipment site for heroin, cocaine, and hashish. No enforcement efforts by Syrian military officials have taken place and, in fact, indications are that numerous Syrian officials profit from this drug trafficking.
- Bulgaria continues to be a significant transshipment point for illicit narcotics. The Government has taken a number of effective steps to address this problem, including the formation of an interagency drug enforcement unit that cooperates with DEA.
- Greece has become increasingly important as a transshipment point for illicit narcotics and is developing a significant drug abuse problem as well. Steps to address these problems in 1986 included the establishment of special anti-narcotics airport and port-of-entry units and the development of sweeping anti-drug trafficking and abuse legislation.

Africa

- Morocco is a major production site for cannabis and hashish and a transshipment point for cocaine bound for Europe. Marijuana seizures remained at about 50 metric tons in 1986, and funds for drug law enforcement remain limited.
- Nigeria has become a major cocaine and heroin transshipment point and a minor site of marijuana cultivation. It has also developed a significant consumption problem. Progress in 1986 towards addressing these problems included: a heightened government awareness that problems exist, a commitment to seek solutions, an improvement in arrests and seizures, the adoption of new drug control laws, an increase in enforcement training, and an improvement in administrative controls.



Development Assistance

Development assistance is intended to address the fundamental economic and social factors in source countries contributing to farmers' reliance on drug crops for income. Because of the disparity between profits derived from legitimate crops and drug crops, these economic incentives have proven to be of limited effectiveness when applied in isolation. However, if eradication and interdiction programs are successful in driving down the market price of drug crops, then development assistance and crop substitution programs become far more attractive to local farmers.

Development and economic assistance may also be used as an incentive for recipient countries to meet certain drug control objectives, helping to prevent the spread of drug cultivation. A brief description of three significant assistance programs that continued in 1986 follows.

- Bolivia. The Chapare Regional Development project, which became operational in 1984, continued to progress in 1986. The project strategy is (a) to develop the Chapare region and provide coca farmers with alternative sources of income, and (b) to coordinate and link the provision of development assistance with the Bolivian drug control program. As a result of Operation BLAST FURNACE, which forced the price for coca leaf below the cost of its production, several farmers sought crop substitution technical assistance under the auspices of this project in 1986.
- Peru. The Upper Huallaga Area Development project, initiated three years ago, continued in 1986 but on a reduced scale. Project efforts were hampered by guerilla activity aimed at disrupting coca control initiatives. Despite these disruptions, there remain some 70 Peruvian officials providing extension services to local farmers, and AID technical assistance has been expanded from two to five full-time advisors providing assistance in agricultural research and extension. In addition, based on years of successful collaboration between project officials and local community groups, new funding to implement a series of high-impact community development activities was approved in 1986.
- Pakistan. The Northwest Frontier Area Development (NWFAD) project, initiated in 1983, continued in 1986 to demonstrate that projects can be designed that offer farmers alternative sources of income in traditional poppy-growing regions. The goal of the project is to diversify the area's economy by providing alternative income through agricultural and livestock development, new wheat and tree crop varieties, and vocational training. As in Bolivia, the NWFAD project links project assistance to Pakistan's drug enforcement efforts. Although poppy eradication efforts were hampered by armed resistance in some areas in 1986, Pakistani officials reiterated their determination to enforce eradication decrees; and in October 1986, the government announced a broad program of incentives to encourage alternative livelihoods for poppy growers.

Drug Awareness Activities

The objective of U.S.-sponsored drug awareness programs in source and transshipment countries is to promote a more generalized knowledge of the drug problem through the development of national and local institutions capable of developing and disseminating basic drug-related information. Effective drug awareness programs bolster traditional law enforcement efforts by forcing source and transshipment countries to recognize the economic, social, and political costs associated with drug

trafficking and abuse. This recognition, in turn, promotes an environment conducive to eradication, interdiction, investigation, and prosecution activities.

United States-sponsored drug awareness programs proceeded in a number of countries in 1986, including Peru, Ecuador, Bolivia, Belize, Jamaica, Pakistan, and Thailand. A brief description of two successful programs follows.

- Peru. A Drug Education and Public Awareness project in Peru is designed to: (1) assist in the establishment of a Drug Education and Information Center; (2) conduct a drug abuse prevalence and incidence survey; and (3) provide abuse prevention technical assistance to the Ministries of Health and Education. In October 1986 the Center of Information and Education for the Prevention of Drug Abuse (CEDRO) was created and the national drug survey was completed.
- Pakistan. In Pakistan, INM and AID provided support for a nationwide drug awareness program, including a mass media campaign during August and September 1986 drawing attention to that country's growing heroin addiction problem. The United States is also providing technical assistance to Pakistan in designing a drug information resource center.

DIPLOMATIC PROGRESS

The increased, and often unprecedented, attention directed towards the drug problem by members of the international community last year is testimony to the success of the United State's diplomatic international drug control program. In 1986, with continued outside pressure for source-country action, and increases in drug-related violence and drug demand in many production and transshipment countries, came parallel increases in attention to drug law enforcement and education efforts. A partial listing of activities that contributed to this international awakening in 1986 is provided below.

- In November 1986 the President convened a special two-day White House conference, bringing together 19 U.S. Ambassadors to major drug source and transshipment countries. The conference was called to underline the important role of the drug issue in U.S. foreign policy formulation and implementation, and to emphasize the importance of diplomatic efforts to actively engage members of the international community in a global strategy against drugs.

- The Fourth Annual International Drug Enforcement Conference (IDEC) was held in 1986 in Buenos Aires, Argentina. IDEC meetings, first convened in 1983 and permanently co-chaired by the DEA Administrator, bring together policy-level directors of Inter-American police agencies for discussions of a variety of related enforcement issues. Topics discussed at the 1986 conference included regional communications and information sharing, regional control of precursor chemicals, and diversion of licit drugs from international commerce.
- In October 1986 another in a series of periodic Ministers of Justice/Attorneys General meetings took place in Mexico. These meetings are designed to provide a forum for the constructive, high-level exchange and discussion of information concerning drug law enforcement issues.
- In June 1986 the joint Italian/American Working Group to combat narcotics trafficking, organized crime, and terrorism convened in Rome. The Italian Minister of Interior and the U.S. Attorney General, co-chairs, created an operational subgroup on Organized Crime and Narcotics Trafficking. This subgroup, chaired by the U.S. Assistant Attorney General of the Criminal Division, and the Chief of the Italian National Police, met in September 1986 and agreed to complete a number of activities before the next meeting of the full working group.
- In 1986 the United States actively participated in developing the new international drug convention being coordinated by the United Nations Commission on Narcotic Drugs. This convention is intended to more clearly define the problems, national responsibilities, and effective responses to drug trafficking. In addition, the convention will likely address forfeiture, extradition, mutual legal assistance treaties, use of commercial carriers, sentencing, eradication, and enforcement cooperation on the high seas.
- Throughout 1986 the United States continued preparing for the June 1987 United Nations international conference on drug trafficking and abuse, which will raise world awareness about the seriousness of the drug issue.
- The United States continued in 1986 to provide multilateral economic assistance to control drug trafficking and abuse through the United Nations Fund for Drug Abuse Control and other organizations.

CHAPTER V: DOMESTIC CANNABIS ERADICATION

INTRODUCTION

Due to the nature of domestic cannabis production, eradication and other suppression efforts fall primarily within the jurisdiction of State and local law enforcement agencies. The Federal government does, however, support aggressive local search and removal initiatives through the Domestic Cannabis Eradication/Suppression Program. The major goals of the program are to: suppress and deter cultivation in established and potential growing areas, respectively; and minimize product availability through crop eradication. More specific program objectives involve:

- encouraging State and local agencies to recognize the extent of cannabis cultivation in their own areas and assign law enforcement resources accordingly;
- providing funds to State and local agencies for aggressive cannabis detection and eradication programs;
- providing training in cannabis detection and eradication techniques to Federal, State and local officials; and
- identifying any new or unusual cannabis cultivation trends and techniques.

The program, which provides supplementary training, equipment, and investigative resources, is supervised by the Drug Enforcement Administration (DEA) with assistance from the U.S. Forest Service, National Park Service, Bureaus of Land Management and Indian Affairs, National Guard, Department of State, National Institute on Drug Abuse (NIDA), and the White House Drug Abuse Policy Office (DAPO).

PROGRESS IN 1986

By virtually every barometer, the 1986 Domestic Cannabis Eradication/Suppression Program was extremely successful. As in 1985, all 50 States participated in the Program in 1986.

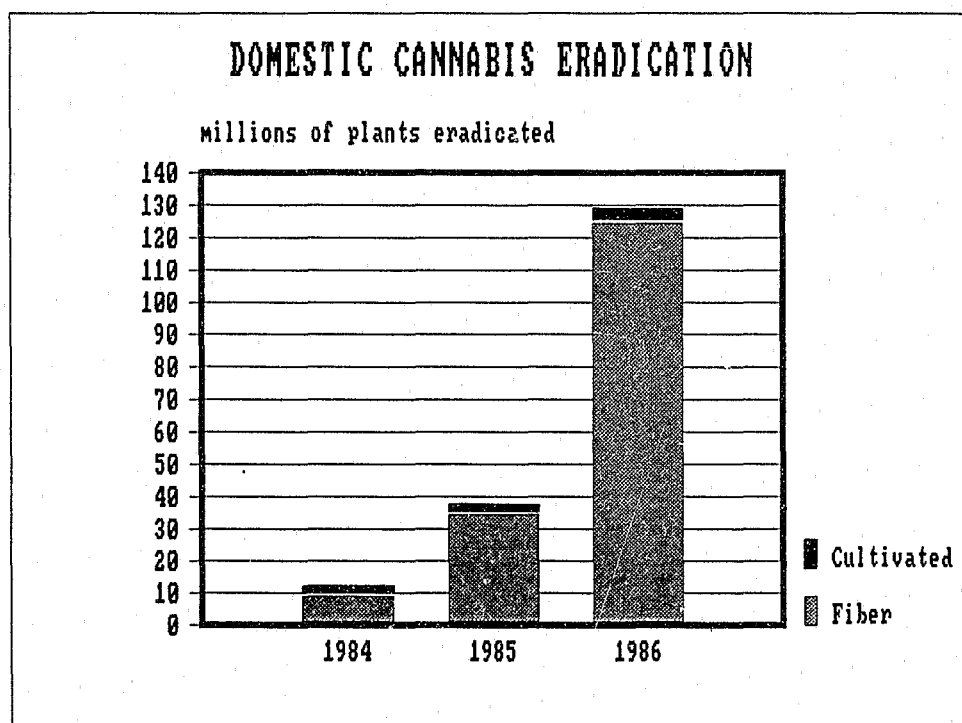
- Exhibit V-1 summarizes statistics on eradication and suppression activities for fiscal years 1984 through 1986.

EXHIBIT V-1

DRUG ENFORCEMENT ADMINISTRATION
DOMESTIC CANNABIS ERADICATION/SUPPRESSION PROGRAM

	<u>Plots Sighted</u>	<u>Plots Eradicated</u>	<u>Plants Eradicated</u>	<u>Number of Green Houses</u>	<u>Number of Arrests</u>	<u>Number of Weapons Seized</u>
1984	21,075	19,199	12,981,200	649	4,941	1,424
1985	47,399	39,745	39,231,500	951	5,151	1,768
1986	33,291	32,196	129,686,000	1,077	5,537	1,646

EXHIBIT V-1



- Of the 129.6 million plants destroyed, 125 million were low-potency, fiber-type cannabis ("ditchweed") which grows wild in many States. Of the 4.6 million cultivated plants eradicated, 1.8 million were identified as high-potency sinsemilla.

- Of the 33,291 cannabis plots sighted utilizing Program mechanisms in 1986, all but 1,095 were eradicated.
- In 1986, 1,077 greenhouse/indoor operations were seized, a 13.2 percent increase over 1985.
- Asset seizures, including farms, residences and other property, were reported in 37 States. The value of assets seized increased 12.5 percent between 1985 (\$12.0 million) and 1986 (\$13.5 million).
- Program-related arrests increased by 7.5 percent between 1985 and 1986, from 5,151 to 5,537.
- DEA's Aviation Unit flew 281 missions, totaling over 730 hours, in support of the Program's enforcement and training activities throughout the country. In addition, aviation resources from other Federal, State, and local agencies, National Guard units, and civilian contract sources were utilized in 1986.
- The Domestic Cannabis Eradication/Suppression Program received widespread media attention in 1986. In response to this coverage, field supervisory personnel were brought to DEA Headquarters in November 1986 and briefed on approaches to both media and public information inquiries. In addition, several States established "hotlines" to receive public information on cannabis cultivation plot sightings.

OTHER ERADICATION EFFORTS

- In 1986, the U.S. Forest Service committed \$2.8 million to State and local cannabis eradication efforts on National Forest land, destroying 266,507 plants on 3,868 plots. In addition, the Anti-Drug Abuse Act of 1986 gave the Forest Service authority to enforce Title 21 (U.S.C. 841) and conduct investigations relating to marijuana and other drugs that are manufactured or distributed on National Forest Service land. DEA and the Forest Service are currently preparing a memorandum of understanding to establish operational guidelines.
- Several Bureaus within the Department of the Interior contributed to the detection and eradication of cannabis cultivation on Federal public lands in 1986. The Bureau of Land Management, for example, eradicated 32,378 plants (almost entirely sinsemilla) valued at over \$48 million. In addition, the National Park Service eradicated 1,633 cannabis plants in 1986.

CHAPTER VI: DIVERSION CONTROL

INTRODUCTION

The Drug Enforcement Administration (DEA) is the principal agency responsible for controlling both the diversion of licit drugs into the illicit market and the production and distribution of controlled substance analogues. Activities in support of these functions include:

- monitoring the manufacture and distribution of controlled substances to ensure required quotas and controls are maintained;
- registering and inspecting legitimate handlers of controlled substances;
- identifying and scheduling drugs with abuse potential;
- detecting and investigating actual instances of diversion and pursuing appropriate administrative, civil, and criminal remedies;
- participating with domestic and international organizations to develop, improve, and implement control mechanisms; and
- providing guidance and other assistance to States in their collateral control roles.

Other agencies with important roles in the control, decontrol, and rescheduling of substances with potential for abuse are the National Institute on Drug Abuse and the Food and Drug Administration. In addition, the U.S. Customs Service, the Federal Bureau of Investigation, the Department of Justice Criminal Division, and the U.S. Attorneys have important roles in the regulation, investigation, and prosecution of illicit diversion activities.

PROGRESS IN 1986

Progress in diversion control in 1986 included activities in a number of programmatic areas. These include domestic diversion investigations, special operations, and international diversion control activities. Efforts to control the production of analogues of controlled substances also continued.

DOMESTIC DIVERSION INVESTIGATIONS

- Criminal Diversion Investigations, which involve the identification of high level violators (both practitioners and financiers backed by organized crime elements) responsible for large-scale diversion, increased by over 7.5 percent between 1985 (328 investigations) and 1986 (353 investigations).
- Public Interest Revocation (PIR) Investigations allow DEA to deny an application for registration, or immediately suspend or revoke a registration if it is determined that the issuance of such registration, would be or is inconsistent with the public interest. In 1985, DEA denied or revoked 72 applications for registration; in 1986, there were 509 such denials or revocations.
- Pre-registration Investigations, which serve to assure that the authority to handle controlled substances is granted only to those whose registration would be in the public interest, increased from 1,276 in 1985 to 1,326 in 1986.
- Cyclic Investigations, which involve periodic, unannounced investigations of manufacturers, distributors, importers, and exporters to ensure required controls are maintained, increased by 27.8 percent between 1985 (579 investigations) and 1986 (740 investigations).
- In conjunction with the conduct of these various investigations, 266 firms received letters of admonition, 45 administrative hearings were held, and 181 orders to show cause were referred for administrative action in 1986.

SPECIAL DOMESTIC OPERATIONS

- Initiated in Pennsylvania in 1986, Operation QUAKER STATE is designed to address the significant amphetamine, methamphetamine, and phenmetrazine problem in Pennsylvania. DEA personnel have initiated investigations of 20 pharmacies and 19 doctors, and the operation is continuing in cooperation with the Pennsylvania Bureau of Narcotics Investigations.
- In response to 15 reported deaths in the past three years due to overdoses of the deadly combination of Doriden and codeine compounds called "sets," Operation SET BUSTERS was initiated in Buffalo, New York in 1986. Two pharmacists

were indicted and at least six additional indictments against pharmacists and three against physicians are pending.

INTERNATIONAL DIVERSION ACTIVITIES

- Drug and chemical diversion seminars were held in Argentina and Chile in 1986. These seminars provided a forum for bringing together for the first time forty host country officials to discuss both the diversion of legitimate pharmaceuticals, precursor, and essential chemicals, and effective detection techniques.
- A follow-up to the 1984 European Source Country Conference was held in Wiesbaden, West Germany in December 1986. The conference, which included law enforcement, regulatory, and customs officials from 17 countries, proved an excellent forum for the development of solutions to international diversion matters affecting the United States.
- Throughout 1986, DEA and the State Department continued developing the new international convention for the suppression of drug trafficking. This draft proposal, which includes a number of drug and chemical diversion control provisions, was presented to the United Nations Commission of Narcotic Drugs in February 1987.

CONTROLLED SUBSTANCE ANALOGUES

- In June 1986, DEA held a national conference on the problems associated with controlled substance analogues, which are chemical variants of controlled drugs of abuse manufactured by chemists in illicit laboratories. The participants, who were experts in the fields of medicine, science, law enforcement, and education, exchanged information and formulated recommendations and guidelines to address the controlled substance analogue problem.
- DEA, in conjunction with the Departments of Justice and Health and Human Services, drafted legislation prohibiting the manufacture, distribution, and possession with the intent to distribute controlled substance analogues for human consumption, unless done in conformance with the Federal Food, Drug and Cosmetic Act. This draft legislation later became the Controlled Substance Analogue Enforcement Act, part of the Anti-Drug Abuse Act of 1986.

DIVERSION SEMINARS, BRIEFINGS, TRAINING

- During 1986, DEA held eight meetings with industry officials, practitioners and drug wholesalers to provide a forum for discussing matters of mutual concern.
- A second Advanced Diversion Training Institute was conducted in 1986 for State regulatory officials during the annual conference of the International Narcotics Enforcement Officers Association. In addition, DEA conducted three seminars for State board and drug control investigators in 1986, which were attended by over 200 officials from 43 States.
- In March 1986, DEA sponsored the Second National Conference on Diversion and Control, attended by health and law enforcement policy experts from 43 States, the District of Columbia, and Puerto Rico. Recent Federal initiatives and innovative State statutes were discussed with a view towards encouraging similar legislation elsewhere. Various workshops explored ideas and made recommendations for States' consideration in areas such as license revocations, scheduling, and investigations.

CHAPTER VII: INTELLIGENCE

INTRODUCTION

Intelligence has played an increasingly important role in drug law enforcement in recent years. Reliable and timely intelligence allows law enforcement resources to be applied more effectively and efficiently, and contributes to drug law enforcement efforts in a variety of ways:

- In source countries, information is collected on drug cultivation and production, internal demand, distribution networks, organizations and their associates, and the capabilities, efforts, and reliability of the anti-drug efforts of foreign governments.
- Between source countries and the United States, information is collected on trafficking routes, modes of operation, methods of concealment, activities in transshipment countries, and points of entry into the United States.
- Within the United States, information is collected on drug cultivation, clandestine laboratories, drug trafficking patterns, and the organizations that either manufacture and distribute drugs domestically or import and distribute drugs from foreign countries.

Information is collected in a number of other areas as well, including money laundering, corruption, diversion of licitly produced drugs and precursor chemicals, and relationships between traffickers and terrorist or insurgent groups.

The Drug Enforcement Administration (DEA), the Federal Bureau of Investigation (FBI), the United States Customs Service (Customs), and the United States Coast Guard (Coast Guard) each have an intelligence program devoted all or in part to drug law enforcement. In addition, nine Federal agencies participate in the El Paso Intelligence Center (EPIC), which serves Federal, State, and local law enforcement needs. On a regional basis, each of the six National Narcotics Border Interdiction System (NNBIS) regional offices support intelligence-related efforts.

PROGRESS IN 1986

In 1986, agencies continued their intelligence efforts, and focussed on increasing intelligence sharing and cooperative intelligence gathering mechanisms.

- The El Paso Intelligence Center (EPIC) processed over 360,000 queries contributing to the seizure of 60 aircraft and 90 vessels.
- A Fraudulent Document System was implemented at EPIC in 1986. This system, developed by DEA and maintained by the Immigration and Naturalization Service at EPIC, consists of a computerized microfilm index of all seized fraudulent documents. The system is used by law enforcement agencies concerned with aliens.
- NNBIS established a Special Intelligence Unit at EPIC in support of special multi-agency interdiction operations such as Operation ALLIANCE.
- Among its activities, EPIC continues to place law enforcement lookout notices in the air traffic control system through FAA.
- Customs developed the Blue Lightning Operations Command Center (BLOCC) to coordinate the marine detection and tracking capabilities of increased radar resources in Southeast Florida. BLOCC is a multi-agency facility with a command center in Miami that provides command and control functions.
- The Coast Guard intelligence program, which emphasized training and fine-tuning the intelligence cycle, contributed directly to 25 percent of the vessels and 55 percent of the marijuana seized by Coast Guard units.
- The Coast Guard and Defense Intelligence Agency signed a memorandum of understanding under which Coast Guard officers will be assigned as Defense Attache Officers at selected Defense Attache offices; the first officer is on station in Mexico City.
- Coast Guard, DEA, and Customs have formed a Collection Management Strategy Committee to coordinate collection and reporting requirements for similar intelligence efforts.
- NNBIS coordinated the compilation and distribution of a comprehensive set of intelligence requirements (Essential Elements of Information) related to drug interdiction. These requirements have improved the quality and quantity of intelligence reporting in 1986.

COMMUNICATIONS/OPERATIONAL SECURITY

As drug trafficking networks become more sophisticated in their efforts to evade enforcement forces, the need for security operations becomes more important. In 1986, law enforcement

agencies focussed on improving their secure communications networks to effectively use available intelligence assets. Examples of communications progress in 1986 includes the following.

- Customs Over the Horizon Enforcement Network, a radio network that allows reliable short- and long-range secure communications among vessels, aircraft, command centers, and other agencies with secure voice communications, began implementation in 1986. During the year, two fixed antenna sites in Georgia and Tennessee were established, along with five remote control consoles in Florida, Louisiana, and Texas. Mobile installations on Customs aircraft and Radar Platform Vessels also began in 1986.
- The Department of Defense through NNBIS provided equipment, crypto, keylists, access to DOD circuits (including satellite channels) to the drug enforcement community enabling secure interoperable telecommunications support for drug law enforcement operations.

INTERPOL

The United States National Central Bureau (USNCB) represents the United States, on behalf of the Attorney General, in the International Criminal Police Organization (INTERPOL). The USNCB is a primary channel for drug-related law enforcement communications among police entities in other INTERPOL member countries and the INTERPOL General Secretariat in St. Cloud, France. In order to fulfill its mission, the USNCB depends on the collaborative efforts of 14 Federal law enforcement agencies that detail senior investigators to the USNCB. Some of the USNCB's drug-related activities are as follows:

- The USNCB's ability to facilitate drug-related inquiries on behalf of U.S. law enforcement agencies is demonstrated by the 56 percent increase in these inquiries from fiscal year 1985 to 1986.
- Foreign drug inquiries by INTERPOL member countries increased 10 percent from fiscal year 1985 to 1986.
- The USNCB received a total of 1,848 foreign and Federal, State, and local drug-related inquiries in fiscal year 1986.
- In 1986, USNCB expanded its operations to 24 hours per day to enhance its ability to process investigative inquiries transmitted via INTERPOL communications channels.

- In order to provide more timely support in the global fight against drugs, the USNCB created a new Drug, Financial Fraud and Terrorism Analytical Unit in November 1985. This unit provides intelligence analytical support to the USNCB by reviewing and analyzing both USNCB and INTERPOL investigative files.
- During 1986, the USNCB issued 38 international wanted notices for provisional arrest of major international drug traffickers by the INTERPOL Secretary General. The USNCB averages about four confirmed "hits" per week based on international wanted notices entered into border lookout systems.
- The USNCB received a number of intelligence briefs from the INTERPOL Secretary General and INTERPOL member countries concerning drug trafficking trends and methods. These briefs were forwarded to the appropriate Federal law enforcement agencies.

CHAPTER VIII: LEGISLATIVE DEVELOPMENTS

The most significant drug-related legislative initiatives in 1986 culminated in the Anti-Drug Abuse Act of 1986, signed into law by President Reagan on October 27, 1986. In addition to considerably enhancing Federal, State, and local drug abuse prevention and treatment efforts, this sweeping legislation provides the drug law enforcement community with significant new resources for its battle against the illicit manufacture, distribution, and consumption of drugs. Effective implementation of the Anti-Drug Abuse Act will continue to vastly improve drug law enforcement efficiency in the areas of intelligence, international drug control, interdiction, investigation and prosecution, and diversion control. Other legislation in 1986 also contributes to Federal drug control efforts. For example, several amendments to the Gun Control Act of 1968 benefit drug law enforcement by:

- providing mandatory sentences for persons who use or carry firearms during or in relation to any crime of violence or drug trafficking crime (18 U.S.C. §924(c)); and
- providing for mandatory enhanced sentences for persons who (1) violate the section of the Gun Control Act that makes it unlawful for specified categories of individuals to ship or transport any firearm or ammunition in interstate or foreign commerce and (2) have three previous convictions for violent felonies or serious drug offenses or both.

A summary of the drug law enforcement provisions of the Anti-Drug Abuse Act of 1986 follows.

Anti-Drug Enforcement - Title I

This title addresses the following Federal drug law enforcement strategy components: investigation and prosecution (including sentencing, asset forfeiture, and money laundering); diversion control; and controlled substance analogue regulation. In addition, Title I addresses such wide-ranging topics as drug law enforcement grants to State and local jurisdictions, the Federal prison overcrowding situation, protection of Federal drug law enforcement agents, and the White House Conference for a Drug-Free America. Brief descriptions of several important provisions of this title follow:

- Narcotics Penalties and Enforcement Act of 1986 (Subtitle A): Substantially increases the maximum penalties--in terms of fines, imprisonment, and terms of supervised release (formerly called "special parole terms")--that may be imposed for distribution offenses under relevant provisions of the Controlled Substances Act.
- Drug Possession Penalty Act of 1986 (Subtitle B): Amends the Controlled Substances Act to impose mandatory minimum penalties for offenses involving the simple possession of a controlled substance.
- Juvenile Drug Trafficking Act of 1986 (Subtitle C): Doubles the penalties applicable to any individual at least 18 years of age who knowingly and intentionally employs, hires, uses, persuades, induces, entices or coerces any person under 18 years of age to either violate any provision under Title 21 (U.S.C.), or assist in avoiding detection or apprehension by any law enforcement official for any offense under the same title. Amends the Controlled Substances Act by including the manufacture of controlled substances to the offenses enumerated thereunder and making it illegal to commit any of these offenses within 1,000 feet of a "public or private elementary, vocational, or secondary school or a public or private college, junior college, or university."
- Department of Justice Assets Forfeiture Fund Amendments of 1986 (Subtitle D): Amends Titles 18 and 21 (U.S.C.) allowing the government to seek criminal forfeiture of any property of a defendant as a substitute to property forfeitable under appropriate sections if, as a result of any act or omission of the defendant, the property forfeitable (1) cannot be located upon the exercise of due diligence; (2) has been transferred or sold to, or deposited with, a third party; (3) has been placed beyond the jurisdiction of the court; (4) has been substantially diminished in value; or (5) has been commingled with other property which cannot be divided without difficulty. Also expands permissible uses of the Assets Forfeiture Fund.
- Money Laundering Control Act of 1986 (Subtitle H): Makes it a Federal crime to knowingly launder proceeds derived from drug trafficking, racketeering, arms exporting, and other profit-motivated offenses; calls for strengthened banking regulations designed to reveal the presence of laundering; provides for the forfeiture of laundered monetary instruments (or property in which they have been invested) and profits from drug trafficking offenses committed in foreign countries.
- Precursor and Essential Chemical Review (Subtitle R): Calls for the Attorney General to "conduct a study of the need for legislation, regulation, or alternative methods

to control the diversion of legitimate precursor and essential chemicals to the illegal production of drugs of abuse."

- Controlled Substance Analogue Enforcement Act of 1986 (Subtitle E): Amends the Controlled Substances Act by providing that a controlled substance analogue, intended for human consumption, be treated as a controlled substance in Schedule I. Thus, it is now unlawful to manufacture, distribute, or possess with the intent to distribute a controlled substance analogue intended for human consumption, unless such activity is in conformance with appropriate provisions of the Federal Food, Drug, and Cosmetic Act.
- State and Local Law Enforcement Assistance Act of 1986 (Subtitle K): Creates a drug law enforcement grant program "for the use of States and units of local government...for the purpose of enforcing State and local laws that establish offenses similar to the offenses established in the Controlled Substances Act."
- Study on the Use of Existing Federal Buildings as Prisons (Subtitle L): Calls on the Secretary of Defense to (1) provide a list of DOD sites that could be used as detention facilities for felons, and (2) a statement of how these sites could be used and administered during and upon conversion to detention facilities.
- Narcotics Traffickers Deportation Act (Subtitle M): Amends the Immigration and Nationality Act to (1) increase the class of aliens who are ineligible to receive a visa and who will be excluded from entry into the United States; (2) enlarge the class of aliens who will be deported to include any alien who after entry into the U.S. is addicted to narcotic drugs or has at any time before or after entry been convicted of any State, Federal, or foreign offense relating to any controlled substance as defined by 21 U.S.C. 802; and (3) establish a one year pilot program for the expeditious placing of detainers on alien narcotic violators.
- White House Conference for a Drug-Free America (Subtitle S): Establishes a White House Conference "(1) to share information and experiences in order to...attack drug abuse at all levels...; (2) to bring public attention to those approaches to drug abuse education and prevention which have been successful in curbing drug abuse and those methods of treatment which have enabled drug abusers to become drug free; (3) to highlight the dimensions of the drug abuse crisis, to examine the progress made...and to assist in formulating a national strategy to thwart sale and solicitation of illicit drugs and to prevent and

treat drug abuse; and (4) to examine the essential role of parents and family members in preventing the basic causes of drug abuse and in successful treatment efforts."

- Federal Drug Law Enforcement Agent Protection Act of 1986 (Subtitle U): Amends the Controlled Substances Act by providing for awards of up to \$100,000 "to any individual who provides original information which leads to the arrest and conviction of a person who kills or kidnaps a Federal drug law enforcement agent."

International Narcotics Control - Title II

This title addresses a variety of provisions designed to strengthen the United States' international diplomatic and programmatic drug control efforts. On the diplomatic front, Title II of the Anti-Drug Abuse Act of 1986 calls for greater bilateral and multi-lateral cooperation (in a number of different forums) between drug source, transshipment, and consumer countries. In terms of the Federal international programmatic strategy, this title addresses topics ranging from eradication and development and economic assistance to extradition and visa information-sharing. The title also recognizes drugs as a national security threat and calls for a review of steps to combat narco-terrorism. A brief description of some important Title II provisions follows.

- Findings Concerning Greater International Effort to Address Drug Threat (Section 2020): Most importantly, finds that a greater international effort is needed to address the drug threat, such as greater contributions by other countries to the United Nations Fund for Drug Abuse and Control and greater coordination of law enforcement efforts.
- Effectiveness of International Drug Prevention and Control System (Section 2022): Calls on the President to study the budget and program effectiveness of United Nations bodies involved in narcotics prevention and control and make any recommendations that result from the study.
- Narcotics Control Conventions (Section 2023): Urges the United Nations Commission on Narcotic Drugs to complete a new draft convention against drug trafficking and calls for more effective implementation of existing drug-related treaties.
- Mexico-United States Intergovernmental Commission (Section 2024): Urges the President to direct the Secretary of State, in conjunction with the National Drug Enforcement Policy Board, to negotiate with the Government of Mexico

on creating a joint Intergovernmental Commission on Narcotics and Psychotropic Drug Abuse and Control.

- Development of Herbicides for Aerial Coca Eradication (Section 2006): Earmarks funds to finance the research and development of herbicides for use in the aerial eradication of coca.
- Restrictions on the Provision of United States Assistance (Section 2005): In general, links foreign aid to performance and cooperation on narcotics control. The law suspends assistance to major illicit drug producing and transit countries unless (1) the President certifies to the Congress that such a country is cooperating with the United States and/or taking adequate steps on its own to reduce drug production and distribution; or (2) the President certifies that vital national security interests require continued assistance. The suspension would also affect international financing and trade benefits.
- Reports and Restrictions Concerning Certain Countries (Section 2013): Calls on the President to submit a report of each major drug producer and transit country (1) which supports drug trafficking as a matter of government policy; (2) in which any senior government official supports drug trafficking; (3) in which any official of the U.S. government has "suffered or been threatened with violence, inflicted or with the complicity of any official of such country;" or (4) which, having been requested to do so, fails to cooperate reasonably with U.S. drug enforcement activities. Assistance restrictions and restriction waivers relating to the above conditions are also provided in this section.
- Policy Toward Multilateral Development Banks (Section 2018): States that it will be the policy of the U.S. to use its voice and vote in multilateral development banks to promote, where necessary, programs for the reduction and eradication of illicit drugs.
- Extradition to the United States for Narcotics-Related Offenses (Section 2008): Calls for inclusion in the annual international narcotics control report an examination of the extent to which certain countries have "cooperated with the United States' narcotics control efforts through the extradition or prosecution of drug traffickers," and, where appropriate, a discussion of any ongoing negotiations regarding new or updated narcotics-related extradition treaties.
- Information-Sharing so that Visas are Denied to Drug Traffickers (Section 2011): Calls on the executive branch to establish an information system on "all drug arrests of foreign nationals in the United States so that information

may be communicated to the appropriate United States embassies."

- Drugs as a National Security Problem (Section 2019): Declares that drugs are a national security problem and urges the President to explore the possibility of involving security-oriented organizations (such as NATO) in cooperative drug programs.
- Combatting Narco-Terrorism (Section 2014): Calls on the President to improve the capability of the executive branch "(1) to collect information concerning the links between narcotics traffickers and the acts of terrorism abroad, and (2) to develop an effective and coordinated means for responding to the threat which those links pose." This section also makes funds available for Colombia and other countries to be used in protecting government officials from acts of narco-terrorism, and urges the establishment of a reward for information leading to the arrest of Jorge Luis Ochoa Vasquez, alleged Colombian drug trafficker.

Interdiction - Title III

This title of the Anti-Drug Abuse Act strengthens the United States national and international drug interdiction strategy by providing new legal and material resources to the Federal agencies with responsibility for protecting our land, sea, and air borders from drug traffickers. To enhance these new interdiction resources, Title III calls for both an expanded Department of Defense role in combatting drug smuggling and the establishment of several command, control, communications, and intelligence (C³I) centers to improve coordination of U.S. drug interdiction initiatives. A brief description of several important provisions of Title III follows.

- Customs Enforcement Act of 1986 (Subtitle B):
 - Amendments to the Tariff Act of 1930 (Part 1): (1) Establishes and strengthens reporting requirements and penalties for vessels, vehicles, aircraft, and individuals entering and leaving the United States; (2) enhances the ability of U.S. law enforcement authorities to seize and forfeit conveyances used in illicit drug trafficking; (3) provides for compensation to informers; (4) authorizes the appropriate exchange of information with foreign law enforcement agencies; (5) in cooperation with host governments, authorizes the stationing of U.S. customs officers in foreign countries for pre-clearance purposes.

- Undercover Customs Operations (Part 2): Establishes conditions with respect to the use of funds for Customs Service undercover operations designed to detect and prosecute offenses against the United States "which are within the jurisdiction of the Secretary of the Treasury."
- Maritime Drug Law Enforcement Prosecution Improvements Act of 1986 (Subtitle C): Amends Public Law 96-350 by stating that it is "unlawful for any person on board a vessel of the United States, or on board a vessel subject to the jurisdiction of the United States, to knowingly or intentionally manufacture or distribute, or possess with the intent to manufacture or distribute, a controlled substance"; and provides for the seizure and forfeiture of property "used or intended for use to commit, or facilitate the commission of, an offense under this Act."
- Coast Guard (Subtitle D): Authorizes additional funding for Coast Guard operations, acquisitions, construction, and improvements.
- Transportation Safety (Subtitle G): Amends the Federal Aviation Act of 1958 by establishing restrictions and penalties regarding the operation and alteration of aircraft in connection with the transportation of controlled substances.
- Defense Drug Interdiction Act (Subtitle A): Some major elements: (1) authorizes appropriations to the Department of Defense (DOD) for enhanced support of drug interdiction activities; (2) provides for greater Naval assistance to the Coast Guard in carrying out its maritime drug law enforcement mission; (3) calls on the Secretary of Defense to submit a report describing DOD school drug education programs; (4) calls for a listing of all forms of assistance "that shall be made available by the Department of Defense to civilian drug law enforcement...agencies"; (5) calls and authorizes funds for a greater Civil Air Patrol role in drug interdiction efforts.
- Command, Control, Communications, and Intelligence Centers (Subtitle F): Authorizes funds (to the Customs Service) for the establishment of command, control, communications, and Intelligence (C³I) centers in locations within the United States.

Demand Reduction - Title IV

This title authorizes the appropriation of significant new funding for expansive Federal, State, and local drug abuse education, prevention and treatment program research and development. In addition, the title earmarks funds for the

establishment of an Office for Substance Abuse Prevention in the Alcohol, Drug Abuse, and Mental Health Administration and an alcohol and drug abuse information clearinghouse. The title also addresses the unique needs of the American Indian and Alaskan communities with respect to drug abuse education and prevention.

United States Insular Areas and
National Parks - Title V

Title V provides, both in terms of funding and authority, for improved drug law enforcement and public and private drug abuse prevention and treatment programs in U.S. insular areas. As part of this program, the title authorizes funds for equipment, facilities, and employment and training of additional Park Police "in order to improve Federal law enforcement activities relating to the use of narcotics and prohibited substances" in the national park system.

Federal Employees Substance Abuse
Education and Treatment Act of 1986 - Title VI

Title VI calls for the development of "appropriate prevention, treatment, and rehabilitation programs and services for drug abuse among" Federal government employees.

National Anti-Drug Reorganization and
Coordination Act - Title VII

Title VII calls on the President to submit recommendations for legislation to reorganize the Executive branch to more efficiently combat drug trafficking and abuse.

President's Media Commission on Alcohol
and Drug Abuse Prevention Act - Title VIII

This title establishes a commission known as the President's Media Commission on Alcohol and Drug Abuse Prevention to examine the role of the media in public drug abuse education, and encourage media outlets to provide relevant drug abuse education information.

Denial of Trade Benefits to Uncooperative
Major Drug Producing or Drug-Transit Countries - Title IX

Title IX calls for the denial of a variety of trade benefits to major drug producing and transit countries who fail to adequately address their respective drug law enforcement problems.

National Forest System Drug Control Act of
of 1986 - Title XV

This title authorizes the Secretary of Agriculture to "take actions necessary, in connection with the administration and use of the National Forest System, to prevent the manufacture, distribution, or dispensing of marijuana and other controlled substances." Within the boundaries of the National Forest System, Forest Service officers would have authority to carry firearms, conduct investigations relating to controlled substances, and make arrests.

Miscellaneous Titles

- Title X - Ballistic Knife Prohibition Act of 1986
- Title XI - Homeless Eligibility Clarification Act
- Title XII - Commercial Motor Vehicle Safety Act of 1986
- Title XIII - Cyanide Wrongful Use
- Title XIV - Senate Policy Regarding Funding

CHAPTER IX: DRUG ABUSE EDUCATION AND PREVENTION

INTRODUCTION

The Federal law enforcement community's role in drug abuse education and prevention activities continued to expand in 1986. Objectives of the law enforcement demand reduction program are to:

- Enforce drug trafficking and possession laws.
- Inform the enforcement community and general public about the consequences of drug trafficking and abuse.
- Support current demand reduction efforts that affirm the unacceptability of drug use.
- Facilitate, as appropriate, communication among groups engaged in demand reduction activities.
- Initiate drug abuse education and prevention activities where sufficient programs are lacking.

PROGRESS IN 1986

A brief description of some significant Federal drug law enforcement demand reduction activities that were either initiated or expanded in 1986 is provided below. Most of these programs address several of the objectives mentioned above.

- Drug Awareness Program. In 1986, the Department of Justice Office of Public Affairs, in conjunction with the Executive Office for U.S. Attorneys, created the "Drug Awareness Program." This program, designed primarily for use by U.S. Attorneys in high schools nationwide, provides law enforcement officials with a package of education materials, including a powerful videotape featuring interviews with a number of recovered and recovering drug addicts. This package serves as a guide for developing a drug education program that satisfies local community needs. The "Drug Awareness Program" package was sent to all U.S. Attorneys in August 1986.
- Law Enforcement Coordinating Committees (LECCs). In addition to their involvement in the "Drug Awareness Program," U.S. Attorneys, through their district LECCs, have developed drug education and prevention programs. A sampling of activities sponsored by LECCs in 1986 include programs focussing community attention on the dangers

associated with the abuse of cocaine and its derivatives, including crack; the development of drug education newsletters and videotapes; and the establishment of LECC subcommittees responsible for demand reduction program development and review. U.S. Attorneys also appeared on radio and television programs; wrote newspaper articles; and lectured on drug-related topics to a variety of local organizations.

- Sports Drug Awareness Program. The Drug Enforcement Administration (DEA) and the Federal Bureau of Investigation (FBI), with assistance from a number of other public and private organizations, continued to co-sponsor this growing program in 1986. Designed initially to reach the nation's 5.5 million high school athletes, the broader goal of the Sport's Drug Awareness Program is to use the positive influence that coaches have on their student athletes and, in turn, that these athletes have on the larger student body, to spread the word that drug use is dangerous and unacceptable. Through 1986, this program conducted over 50 one-hour, one-day, and three-day awareness seminars providing instructions to some 13,000 coaches (having access to almost three million students) on effective drug awareness and prevention strategies. Because of the success of the program, and in response to requests to internationalize it, officials held the first European Drug Prevention Seminar in Brussels, Belgium in March 1986.
- Law Enforcement Explorers Program. Several Federal agencies, including the U.S. Customs Service and DEA, participated in the Law Enforcement Explorers Program of the Boy Scouts of America in 1986. Customs sponsored some 30 explorer posts throughout the country, which included awareness programs and encouraged Boy Scouts to spread the anti-drug message to their peers. DEA, which established a Demand Reduction Unit in April 1986, continued its work with the Boy Scouts, co-sponsoring an All-Star Rally Against Drugs for 3,000 explorers at the 1986 national conference. The Rally was videotaped and copies were sent to all scout councils for use by explorer posts in conducting their own programs.
- Drug Prevention Education Media Relations Program. Under the auspices of this program and in cooperation with a variety of public and private organizations and agencies, DEA continued in 1986 to communicate to the public drug education and prevention messages consistent with Federal demand reduction objectives. Organizations that disseminated this information include: the United States Information Agency, the National High School Athletic Coaches Association, the National Football League, the Major League Baseball Commission, the National Basketball

Association, the National Hockey League, the National Association of (radio and television) Broadcasters, and the Public Broadcasting Service.

- Law Enforcement Liaison. In its role as conduit between the Department of Justice and numerous Federal, State, and local law enforcement officials, the Office of Liaison Services was involved in a variety of demand reduction activities in 1986. Among other accomplishments, the Office of Liaison Services: provided information on the Federal drug testing program, as well as programs being utilized by private industry; identified organizations and information sources available to U.S. Attorneys and LECC coordinators; and arranged meetings with Federal officials for State and local leaders to discuss concerns about the drug problem and their interest in combatting it through State legislation and other initiatives.
- Other Efforts. The Department of Justice Office of Juvenile Justice and Delinquency Prevention was involved in Superteams, a District of Columbia program designed to eliminate drug and alcohol abuse by developing positive athletic peer groups to serve as high school role models. The National Institute of Justice issued studies on school/police efforts to plan, design, and implement drug education programs for elementary school students, and on elements of the relationship between drug use and criminal behavior.

CHAPTER X: LAW ENFORCEMENT TRAINING

INTRODUCTION

Federal law enforcement agencies have continued to develop a wide range of training programs on drug law enforcement. These programs assist other Federal, State, local, and foreign law enforcement personnel in developing drug law enforcement expertise.

The Drug Enforcement Administration (DEA), Federal Bureau of Investigation (FBI), U.S. Customs Service (Customs), U.S. Coast Guard (Coast Guard), and the Department of Defense (DOD) all participate in training other enforcement personnel in drug-related matters.

PROGRESS IN 1986

In 1986, training accomplishments included the following:

Drug Enforcement Administration

- In October 1985, DEA's Office of Training moved from the Federal Law Enforcement Training Center in Glynco, Georgia to the FBI Academy in Quantico, Virginia. The training schedule was then increased to accommodate expanded training needs. In fiscal year 1986, entry level training included 300 basic agents, 90 basic diversion investigators, 40 intelligence analysts, and 90 FBI agents cross-designated in drug enforcement.
- The DEA Office of Training provides all in-service training to DEA employees, 1,841 of whom received training in fiscal year 1986. Training was also provided to 9,624 State and local police officers and 2,860 Federal law enforcement officers from other drug law enforcement agencies. Furthermore, the Office of Training trained 1,567 foreign law enforcement officials from 115 countries.
- DEA held 23 one-week marijuana eradication schools that trained over 887 law enforcement officials. Each of these schools and seminars was designed to address the training needs and requirements of the areas in which the attendees lived and worked.

U.S. Customs Service

- U.S. Customs opened a second training facility in Mirana, Arizona. This facility, along with the existing training academy in Glynco, Georgia, will be used to train U.S. Customs personnel, as well as some foreign law enforcement officials, in all phases of enforcement and interdiction.
- Since March 1986, over 1650 Customs officers have received specialized training in narcotics interdiction at Glynco alone.
- Agreements between Customs and INS have been reached, and a memorandum of understanding initiated, that will allow Customs to train and cross-designate approximately 1170 Border Patrol Agents with Title 19 authority. These cross-designated agents will greatly supplement our existing enforcement efforts along the Southwest border.
- Training at Mirana, Arizona for FY 1987 includes the following: Pilots/Air Officers Training (9 classes, 24 students per class, 10 working days); Customs Investigator Conversion Training (CICT) (3 classes, 24 students per class, 13 working days); and Intelligence Officers Training (2 schools, 24 students per school, 20 working days).
- U.S. Customs Canine Training, in Front Royal, Virginia, continued its interdiction training curriculum in FY 1986. In FY 1986, 48 U.S. Customs officers, 22 Saudi Arabian policy officers, and five State/local police officers, with individual canines, received interdiction training at this Customs facility.
- Projections for Canine Training in FY 1987 indicates an additional 65 Canine handlers from Customs, civilian and foreign law enforcement agencies will receive training at Front Royal, Virginia.

U.S. Coast Guard

- The Coast Guard trained 200 personnel at its "Senior Officer Maritime Law Enforcement" courses at Reserve Training Center in Yorktown, Virginia and the Training Center in Petaluma, California.
- The Coast Guard trained 416 personnel at its 5-week "Basic Maritime Law Enforcement" course at the Reserve Training Center in Yorktown, Virginia.
- The Coast Guard, with the support of the Department of State, sent Training Teams to 12 foreign countries in the Caribbean Basin to train their law enforcement agencies in maritime drug interdiction techniques.

- The Coast Guard trained 300 personnel at its 3-week "Boarding Party Member" course at Modesto Community College, Modesto, California.
- The Coast Guard established a new 3-week "Advanced Maritime Law Enforcement" course at the Reserve Training Center in Yorktown, Virginia and graduated 32 personnel from this course's first class.
- The Coast Guard trained 35 personnel at its 2-week "Law Enforcement Specialist" and 120 personnel at its 2-week "General Law Enforcement" courses in Seattle, Washington.
- Law enforcement training was provided to prospective Commanding Officers of law enforcement units during a 2-week course prior to assuming their new duties.
- Traveling Training Teams provided up to two weeks of law enforcement training to personnel at most Coast Guard operational units throughout the United States.

Department of Defense

- During 1986, the Defense Intelligence College provided intelligence analysis training to National Narcotics Border Interdiction System regional offices.
- During 1986 DOD supported over 700 requests for training from civilian law enforcement authorities.

Federal Bureau of Investigation

- The FBI Training Division provided two one-week training seminars in Detroit and Miami, to 94 Organized Crime Drug Enforcement Task Force personnel concerning money laundering and forfeiture of assets.
- The FBI Training Division held a one-week in-service at the FBI Academy concerning money laundering, movement of money and forfeiture of assets for 40 FBI Special Agents.
- The FBI Training Division conducted 12 one-week police schools throughout the United States concerning money laundering and forfeiture of assets for 420 state and local drug enforcement personnel.
- The FBI Training Division conducted a one-week Narcotics Specialized Training School at the FBI Academy for 33 Supervisory Special Agents.

- The FBI Training Division conducted a one-week Narcotics Raid Planning Seminar at the FBI Academy for 30 Supervisory Special Agents of the FBI.
- The FBI Training Division conducted three additional one-week Narcotics Specialized Training Schools at the FBI Academy for 90 Special Agents of the FBI.
- The FBI, Criminal Investigative Division, Drug Section presented the FBI's National Drug Strategy to a National Academy Session at the FBI Academy. Arrangements are being made to make regular presentations to future National Academy Sessions.

GLOSSARY

CANNABIS: Latin name for plant genus that produces the psychoactive drug found in marijuana and hashish.

CONTROLLED SUBSTANCES ACT (CSA): Common name for the Comprehensive Drug Abuse Prevention and Control Act of 1970, which provides the authority for controlled substance regulation and law enforcement.

CONTROLLED SUBSTANCE ANALOGUE: Synthetic drug that is a chemical variant of a controlled substance, typically very potent and with a high abuse potential.

DANGEROUS DRUGS: Category of substances, both licit and illicit, that includes the following: stimulants other than cocaine; narcotics other than heroin and opium; hallucinogens other than cannabis; and all depressants.

DEPRESSANT: Drug that reduces bodily functional activity. In excessive doses can cause shallow respiration, weak pulse, coma, or death. Examples: barbiturates, benzodiazepines, methaqualone.

DESIGNER DRUG: Controlled substance analogue.

DRUG ABUSE: Any use of an illicit drug or any abuse of a licit drug.

DRUG ABUSE WARNING NETWORK (DAWN): National network of hospital emergency rooms and medical examiners in selected cities that report injuries and deaths in which drug abuse was a factor. Each episode (overdose, suicide attempt, car accident, etc.) is recorded as one or more "mentions," depending on the number of drugs involved. The system relies on self reporting by the victim.

ESSENTIAL CHEMICAL: Chemical required in the drug manufacturing process as a solvent, reagent, or catalyst. Examples: ethyl ether, used to process cocaine; acetic anhydride, used to process heroin.

FORFEITURES: Assets surrendered to the government because it has been proven that they were derived from or used in illegal activities. Assets are forfeited by administrative or judicial proceedings.

HALLUCINOGEN: Drug that induces hallucinations that distort the perception of objective reality. In excessive doses can cause psychosis or death. Examples: LSD, Mescaline, Phencyclidine (PCP).

ILLICIT DRUG: Drug that has no legally sanctioned use.

INTELLIGENCE COMMUNITY: The Intelligence Community includes the Central Intelligence Agency, the Defense Intelligence Agency, the National Security Agency, Department of Defense intelligence components, Department intelligence elements (other than DOD), and independent agencies, including the FBI. These elements are part of the National Foreign Intelligence Program.

LICIT DRUG: Drug that has at least one legal medical use.

NARCOTIC: A drug composed of opium, opium derivatives or synthetic substitutes that in moderate doses dulls the senses, relieves pain, and induces profound sleep, but in excessive doses can cause stupor, coma, convulsions, or death. Examples: opium, morphine, codeine, methadone, fentanyl. Commonly, but inaccurately, used as a synonym for "drug."

OPERATIONAL INTELLIGENCE: A term unique to drug investigative agencies representing analytical support to the investigation and prosecution process.

PRECURSOR CHEMICAL: Chemical required for the production of a drug that becomes part of the final product. Examples: piperidine, used in the synthesis of PCP; anthranilic acid, used in the synthesis of methaqualone; phenylacetic acid, used in the manufacture of methamphetamine.

PSYCHOACTIVE DRUG: Drug that affects the mind or behavior. (Similar in definition to, and often used interchangeably with, "psychotropic" drug.)

PSYCHOTROPIC DRUG: Drug that acts on the mind.

SEIZURES: Include (a) drugs and conveyances seized by law enforcement authorities and (b) drug-related assets (monetary instruments, etc.) confiscated by law enforcement authorities based on evidence that they have been derived from or used in illegal narcotics activities.

STIMULANT: Drug that increases bodily functional activity. In excessive doses can cause agitation, hallucinations, convulsions, or death. Examples: cocaine, caffeine, nicotine, amphetamines, phenmetrazine.

STRATEGIC INTELLIGENCE: Evaluated information concerning drug production, trafficking, abuse trends, and similar data. Used in policy development and management decision-making; provides the framework for strategy development and resource allocation to support operational planning.

SYNTHETIC DRUG: Drug that has been synthesized in a laboratory using solely inorganic chemical compounds.

TACTICAL INTELLIGENCE: Actionable, real-time information regarding the current or imminent location and movement of particular smuggling targets.