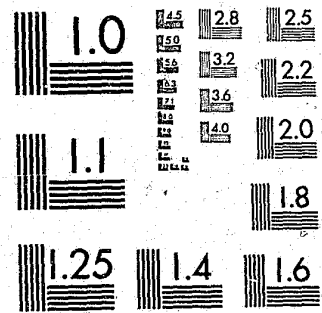


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National Institute of Justice
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Cabinet Council on Legal Policy

Committee on Drug Supply Reduction 1983

Law Enforcement Report



96373

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Cabinet Council On Legal Policy
Committee on Drug Supply Reduction
1983 Law Enforcement Report 1983

INTRODUCTION

This report gives an overview of the federal narcotics effort, focusing primarily on agency activities and accomplishments in fiscal year 1983. It is divided into three chapters:

- I. Enforcement against drug traffickers;
- II. Interdiction and enforcement at the source; and
- III. Activities in support of enforcement.

During the past few years, narcotics traffickers have become increasingly sophisticated in organizing criminal enterprises, smuggling drugs into the United States and hiding their illegally earned profits. This increased sophistication has necessitated greater cooperation among federal law enforcement agencies. The combined investigative efforts of the Departments of Justice and the Treasury and other agencies have been expanded and redirected to deal with increasingly complex narcotics trafficking problems.

The result of this cooperation has been an increase in the number and quality of federal drug prosecutions. The federal drug caseload has increased by 21 percent since 1979, as seen in the table below:

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Controlled Substances Cases In
U.S. District Courts and Appellate Courts*

<u>Fiscal Year</u>	<u>Number of Cases</u>
1979	3,874
1980	4,061
1981	4,083
1982	4,202
1983	4,712

In developing these cases, investigators and prosecutors have been upgrading their investigative methods, increasing their use of conspiracy statutes and other sophisticated statutory tools, and finding ways to obtain more severe sanctions against traffickers, including the confiscation of their profits and assets.

Until recently, most drug investigations used such traditional strategies as undercover operations and surveillance techniques. Undercover agents often posed as drug buyers to make purchases from traffickers. This "buy-bust" technique had also been reversed, with agents posing as sellers of drugs and arresting their customers. These types of investigations have relied on infiltrating drug networks, gaining evidence through observation, electronic surveillance, and by developing informants.

* These figures understate the impact of the federal drug enforcement effort; they reflect only those indictments for which the lead charge was drug-related (e.g., possession with intent to distribute). Multiple-count indictments in which a secondary charge involved a violation of the Controlled Substances Act are not reflected here.

Law enforcement agencies are now supplementing these traditional methods with new methods designed to exploit the full range of statutory tools. For example, financial investigative techniques are being applied in all types of law enforcement investigations. Such methods as net worth analysis and the development of money trails are invaluable in major drug investigations. Financial information often reveals drug proceeds and forfeitable assets and may provide the only evidence that leads directly to the top traffickers, who insulate themselves from all other aspects of the drug operation. In many operations, the money may be the only aspect of a sophisticated drug operation that the kingpins touch. Financial information also helps identify previously unrecognized major targets and provides important leads for other cases.

Two powerful tools exist for exposing traffickers to longer prison terms. The most powerful tool is the Continuing Criminal Enterprise (CCE) provision of the Controlled Substances Act, which carries a mandatory minimum sentence of ten years without parole and a maximum sentence of life imprisonment. This provision may be invoked when the target of an investigation has organized or overseen a group of five or more persons in a series of violations of the federal narcotics laws and where the violator has obtained substantial income or resources from these activities. The other important tool is the Racketeer Influenced and Corrupt Organizations (RICO) Statute, which provides severe criminal and civil sanctions for violations of a variety of statutes committed as part of a RICO "enterprise."

Both the CCE and RICO statutes contain provisions for the forfeiture of the fruits of criminal activities. The intent of these forfeiture provisions is to impair a criminal's ability to enjoy or benefit from the assets or positions either acquired through, or used to further the illegal actions. This means that the Government may be entitled to the ownership rights in all such assets, including real estate, automobiles, equity in a business, directorships in companies, offices in labor unions, bank accounts, or any kind of goods or entitlements that the criminal has used in the criminal enterprise or obtained as a result of it. Through such forfeitures, crime is deterred. For example, by removing working capital, such as airplanes used to smuggle narcotics, a trafficking organization's operations are impeded.

While these statutory provisions have been available to federal prosecutors for more than ten years, they have been rarely used. This is partly because several agencies were responsible for different aspects of the forfeiture statutes. A number of efforts were made to bring those agencies together. These efforts led to the creation of the Organized Crime Drug Enforcement Task Force program in 1983.

The Organized Crime Drug Enforcement Task Forces, involving over 1,200 agents and prosecutors from the Departments of Justice, Treasury, and Transportation, operate in twelve regions. The Task Forces' resources are aimed at the top levels of the drug-trafficking enterprises. To effectively accomplish this goal, the Task Forces are composed of experts in both traditional

and financial investigations. The Task Forces have led to an increased use of the CCE and RICO statutes, as well as the federal currency and tax statutes. Although the Task Forces focus on cases requiring long-term, intensive investigations, they are already producing impressive results. Two recent cases illustrate the potential of the Task Force approach.

In January of 1984, the Attorney General announced the indictment of thirty members of a drug trafficking ring that had smuggled five tons of cocaine into the United States. The case was initiated in 1982 by the Drug Enforcement Administration. A related, but separate investigation, was conducted by the Federal Bureau of Investigation. Both investigations were merged into the Task Force program, leading to the involvement of additional federal, state, and local agencies.

The alleged ringleader of this cocaine enterprise was an escapee from a federal prison who had fled to Colombia. The ring flew large cargoes of cocaine directly from Colombia to the Southeastern portion of the United States and points as far north as Reading, Pennsylvania. Undercover federal agents, working under the most dangerous conditions, managed to penetrate the ring. The coordinated Task Force investigation resulted in simultaneous indictments against members of the ring in Atlanta, Miami, Little Rock, and Los Angeles.

In April of 1984, thirty-one persons were charged with operating a major international heroin-trafficking ring. The first direct evidence of the heroin operation was obtained when couriers were observed transferring enormous amounts of cash from

investment houses and banks in New York to Italy and Switzerland. Part of that cash flow went to create and operate heroin production laboratories in Sicily and elsewhere. The FBI first discovered the huge sums of drug trafficking money and, with the aid of the Customs Service, determined that millions of dollars were being laundered. DEA notified the FBI of a related investigation and several agencies proceeded to work the case together.

The investigation uncovered a massive operation involving a number of organized crime factions in the United States and abroad. Painstaking efforts by the investigators enabled them to piece together the interconnection among the factions. Electronic surveillance revealed that heroin and money were exchanged in sacks, briefcases, and even pizza boxes. Evidence developed in this case is expected to be used in related prosecutions in Italy.

These cases demonstrate the growing level of cooperation among federal, state, local, and foreign authorities. Such successes help strengthen the commitment of the agencies to pool their resources and expertise in the fight against drugs. This report describes that commitment as it relates to all aspects of drug enforcement.

I. ENFORCEMENT AGAINST DRUG TRAFFICKERS

One goal of the 1984 Federal Strategy for the prevention of drug trafficking is to bring to bear the full range of federal, state, and local government resources to stop the flow of drugs into this United States and to apprehend those responsible for transporting and distributing illicit drugs, as well as those who finance and organize such activity. The drug law enforcement strategy emphasizes cooperation between law enforcement officials and prosecutors at all levels of the government to achieve the highest possible rate of conviction of drug traffickers, the seizure of their assets, and, ultimately, the destruction of their criminal organizations. The strategy calls for the aggressive investigation and prosecution of criminal activities associated with drug trafficking.

As narcotics traffickers have found new ways to operate their criminal enterprises and conceal their profits, law enforcement authorities have worked to stay ahead of these new methods. The success of drug enforcement efforts in recent years stems largely from a major effort to improve interagency coordination. Law enforcement authorities have recognized the need to combine the unique expertise and capabilities available in the various agencies, and they have developed new arrangements to both pool their resources and appropriately divide their responsibilities.

The result is a concentrated effort to build strong cases against narcotics kingpins and their criminal organizations. The Organized Crime Drug Enforcement Task Forces, created at the

beginning of fiscal year 1983, are now fully operational. They have channeled a cadre of experienced drug investigators and prosecutors into the intensive and sustained investigations required to disrupt criminal enterprises. The South Florida Task Force continues to coordinate all investigation and interdiction strategies in the region that serves as the main center for illegal narcotics operations. Joint currency investigations, such as Operation Greenback and Operation El Dorado, trace complicated currency movements in order to identify targets and develop leads on major violators.

At the same time, many investigative agencies have established other cooperative arrangements. Some agencies, such as the Drug Enforcement Administration (DEA) and the Federal Bureau of Investigation (FBI), have concurrent jurisdiction in investigating drug offenses. Because drug traffickers may violate a wide range of federal and state laws in addition to the drug and conspiracy statutes, agencies that lack direct jurisdiction have also devised referral and cooperative mechanisms.

These coordinated ventures complement each agency's individual efforts. Prosecutors are increasingly involved in case development from the earliest stages to ensure that the most complex provisions of the federal statutes are supported with strong evidence.

Retail drug diversion -- in effect, drug trafficking by physicians, pharmacists, and "legitimate" distributors -- accounts for a large portion of the illicit supply of synthetic drugs and narcotics. Diversion is countered through regulation

(e.g., registration, distribution reporting, production quotas, security) and investigation into illegal operations, such as prescription mills.

This section describes the various enforcement initiatives currently under way.

Investigative Activities: Task Force Efforts

Just as drug-trafficking activities come in a wide variety of forms and sizes, drug enforcement efforts must be kept varied and flexible in order to appropriately respond to each new situation. The largest trafficking organizations often require a multi-agency task force effort, which represents the most highly structured law enforcement response. Task force approaches have been expanded in recent years. The Organized Crime Drug Enforcement Task Forces, the most recent of these initiatives, are operating in twelve regions. The South Florida Task Force, formed in 1982, coordinates federal efforts in that area. Joint currency investigations have been conducted through special operations since 1980.

Organized Crime Drug Enforcement Task Forces

On October 14, 1982, President Reagan announced a national program directed at organized crime and narcotics trafficking in the United States. The program created twelve "Organized Crime Drug Enforcement Task Forces." These Task Forces, under the leadership of the Attorney General, are fully operational and have effectively combined the resources of more than 1,200 agents and prosecutors from the Departments of Justice, Treasury, and Transportation to combat major drug trafficking.

In January of 1983, the Attorney General issued guidelines to aid investigative and prosecutive personnel in establishing and operating the Task Forces and to ensure that they uniformly served the fundamental purpose of the program. The guidelines instruct the Task Forces:

- 1) 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;
- 2) To promote a coordinated drug enforcement effort in each Task Force area, and to encourage maximum cooperation among all involved law enforcement agencies;
- 3) To work fully and effectively with state and local drug enforcement agencies; and
- 4) To make full use of financial investigative techniques, including tax law enforcement and forfeiture actions, in order to identify and convict high-level traffickers and to enable the government to seize assets and profits derived from high-level drug trafficking.

This initiative was also designed to provide for active participation by state and local law enforcement agencies in developing a national strategy for handling drug investigations of mutual interest. The multi-agency approach makes it possible to combine the best aspects of each agency and thereby significantly disrupt domestic and international drug-trafficking enterprises.

The Task Forces and core cities are as follows:

<u>Region</u>	<u>Core City</u>
Southeast Region.....	Atlanta, Georgia
Mid-Atlantic Region.....	Baltimore, Maryland
New England Region.....	Boston, Massachusetts
North Central Region.....	Chicago, Illinois
Mountain States Region.....	Denver, Colorado
Great Lakes Region.....	Detroit, Michigan
Gulf Coast Region.....	Houston, Texas
Los Angeles/Nevada Region.....	Los Angeles, California
New York/New Jersey Region.....	New York, New York
Southwest Border Region.....	San Diego, California
Northwest Region.....	San Francisco, California
South Central Region.....	St. Louis, Missouri

The Task Force program received an appropriation of \$127.5 million, in fiscal year 1983. This appropriation was disbursed to the participating federal agencies for the purpose of hiring Task Force personnel, purchasing equipment and aircraft, and other related purposes.

In the Task Forces, the emphasis is on coordination among prosecutors and investigators. For example, the Task Forces have begun to use the extensive undercover experience of DEA agents, the expertise of the FBI in electronic surveillance and complex financial investigations, the full resources of the Internal Revenue Service in gathering evidence of unreported income, and

the valuable intelligence information that the United States Customs Service receives in its day-to-day interdiction activities. The Task Force concept is designed to provide immediate support, where needed, from the Bureau of Alcohol, Tobacco and Firearms, the U.S. Marshals Service, the Coast Guard and the armed services. The Task Forces are extensively using automated data processing equipment, as well as sophisticated communications equipment contributed by the participating military agencies. Aircraft surveillance in these narcotics investigations is becoming as common as ground surveillance.

The results of the combined efforts of the agencies participating in the Organized Crime Drug Enforcement Task Forces already have been significant. During the period starting with the creation of the Task Forces in January of 1983 through May 30, 1984, the program had the following results:

<u>Activity</u>	<u>Number</u>
Cases Initiated (investigations)	611
Cases in which Indictment Returned	239
Number of Indictments Returned	493
Number of Individual Defendants Indicted	2,523
Defendants Charged with RICO Offense	276
Defendants Charged with CCE Offense	140
Defendants Convicted	649

It should be noted that each case pursued by the Task Force should result in the complete immobilization of the drug-trafficking organization. Several of these cases had been initiated by DEA, the IRS, Customs and the FBI prior to the creation of the Task Forces, but because their scope and nature required the resources available to the Task Forces, they were later designated as Task Force cases.

The core city United States Attorneys are charged with the coordination of each Task Force. They perform this function through three primary contact points: the local agency Special Agents in Charge, the other U.S. Attorneys in the Task Force Region, and a senior Assistant U.S. Attorney identified as a Task Force Coordinator.

At the inception of the Task Force program, the core city U.S. Attorneys developed regional analyses for Task Force planning and either visited each of the district U.S. Attorneys or met with them as a group. Some U.S. Attorneys have continued to hold regional meetings; others have delegated day-to-day responsibility for district relationships to their Assistant U.S. Attorney Task Force Coordinator, stepping in only when there are unresolved conflicts.

The Drug Enforcement Administration functions as a prime case initiator and has made a major contribution to the Task Forces by sharing its investigative expertise. DEA's 274 Task Force positions represent almost 15 percent of its total agents and 28 percent of Task Force investigative personnel. At the end

of calendar year 1983, DEA had devoted more than 250 agents above its initial commitment of 274, thus devoting over 525 agents full-time to OCDE Task Force cases. In 1983, DEA was involved in a total of 403 cases, representing 86 percent of the Task Force caseload. According to the Task Force first-year statistics, as of December 31, 1983, DEA and FBI were jointly involved in 296 Task Force cases (70 percent of the Task Force caseload); DEA and Customs were jointly involved in 196 cases (46 percent).

The Federal Bureau of Investigation, as of December 31, 1983, had 462 agents involved in the OCDETF Program participating in 278 investigations, and had a total of 1,085 agents working 1,692 drug-related matters. A number of factors make the FBI an important element in Task Force operations. The FBI is already a major component of our narcotics enforcement efforts having acquired concurrent drug jurisdiction a year before program start-up and given its history of investigating complex organized crime activities.

In addition to its investigative skills, the FBI has a firm foundation in long-term, complicated financial investigations. It was partly because of this experience that it was brought into the Task Force Program. During its participation in the Program, this knowledge has been enhanced through contact with the Internal Revenue Service, Customs, DEA, as well as other federal agencies.

The Customs Service has participated in the Organized Crime Drug Enforcement Task Forces since January of 1983. Customs,

with its allocation of 200 positions, is participating in Task Force activities in 27 locations. Because its efforts focus on the financial aspects of drug organizations, its resources also have been allocated to the Treasury Financial Law Enforcement Center to enhance investigations by providing intelligence developed as a result of Bank Secrecy Act requirements and on-site analytical assistance. Task Force efforts in which Customs participated in fiscal year 1983 resulted in over 84 arrests and the seizure of 882 kilograms of cocaine, 38,318 kilograms of marijuana, over two million dollars in currency and monetary instruments and \$1.6 million in property.

The Internal Revenue Service provides 185 criminal investigators (18 percent of the total) and thirty additional support personnel, and is involved in almost 70 percent of all Task Force cases. During FY 1983, the IRS recommended prosecutions on 117 Task Force targets. Seventy indictments or informations were returned or filed and 22 convictions were obtained. The average additional estimated criminal tax deficiency on eight Title 26 convictions was \$165,125.

The access that IRS agents have to federal tax information and the subsequent use of tax information in the investigation and prosecution of non-tax crimes have not been fully appreciated even within the law enforcement community. A new understanding of this tightly controlled but powerful capability has made IRS an invaluable addition to the Task Forces. Other IRS contributions include the whole gamut of investigative techniques, and

its clearly defined, discrete statutory authority has encouraged other agencies to solicit IRS assistance.

The Bureau of Alcohol, Tobacco and Firearms (ATF) Task Force efforts became operational during the last quarter of the 1983 fiscal year. ATF committed 80 positions to the Task Forces and is concentrating its efforts on major narcotics traffickers who violate federal firearms and explosives laws. As of January 31, 1984, ATF agents assigned to the Task Forces had initiated 160 investigations and recommended 61 defendants for prosecution. ATF agents also assisted in investigations of defendants charged by other agencies with violations not within ATF's jurisdiction.

ATF agents are placing special emphasis on identifying outlaw motorcycle gangs, who are notorious dealers in dangerous drugs. It is difficult to apply the techniques of financial investigations, seizures, and forfeitures to motorcycle gangs, whose assets are often ephemeral and leave no audit trail. Because of their record of random violence and the criminal use of guns, bikers are often better targets for ATF investigators. All of ATF's Task Force cases in FY 1983 involved two or more districts, and most were interregional.

Coast Guard participation in the Task Forces is in the form of a full-time agency coordinator whose duties vary from task force to task force. For example, in some areas Coast Guard attorneys are assigned to prepare and prosecute cases; in other regions, the Coast Guard has provided experts in criminal investigation or vessel documentation to assist in cases. The

Task Force case management system operates on an advanced computer system obtained by the Coast Guard using Task Force funds.

The U.S. Marshals Service has a Deputy Marshal, usually with the rank of inspector, assigned to every Task Force as a "liaison official." This role varies from location to location, but usually consists of such duties as tracking and arresting fugitives, protecting witnesses, transporting prisoners, serving warrants, seizing and managing property, and participating in raids and searches. These functions become more vital as Task Force cases develop.

The Immigration and Naturalization Service (INS) is available to Task Forces as needed. On the national level, INS participates in an advisory capacity when its particular interests and expertise coincide with Task Force requirements.

South Florida Task Force

By the end of 1981, violent crime in South Florida had become alarmingly high because of a unique set of circumstances. Massive immigration, epidemic drug smuggling, laundering of huge quantities of illegal monies, and the proliferation of illegal automatic firearms had created a crisis in South Florida that seriously threatened the safety and quality of life of all its citizens.

In January of 1982, a Federal Task Force was established under the leadership of the Vice President to coordinate federal

efforts with state and local authorities. The Task Force's major objectives were: (1) to significantly reduce the influx of illegal drugs coming into the United States through South Florida by greatly increasing air, sea, and land interdiction efforts; and (2) to convict smugglers apprehended during these activities. Concentrated efforts also were made to intensify enforcement of federal firearms and immigration laws because people in the business of smuggling drugs are also frequently in the business of smuggling weapons or aliens.

Because the level of criminal activity in South Florida had almost overwhelmed the federal, state, and local criminal justice systems, the Task Force addressed a number of systemic problems by:

- 1) Adding personnel to all federal law enforcement agencies, including DEA, Customs, Coast Guard, IRS, ATF, INS and the U.S. Marshals;
- 2) Adding federal prosecutors;
- 3) Adding federal judges, courtrooms, and support personnel;
- 4) Seeking additional jail space (federal, state, and county); and
- 5) Improving off-shore, anti-smuggling surveillance (both air and sea).

Because the federal law enforcement and defense agencies participating in the South Florida Task Force operate through their normal chains of command, the task force coordinator does not serve as an operational commander, but rather facilitates cooperation and coordination among the various agencies involved.

In this regard, he is available to assist in resolving any problems or concerns that cross agency lines.

A major component of the Task Force is the DEA/Customs Joint Task Group, which has greatly enhanced capabilities to interdict drug smuggling. The group conducts both pre-and post-drug smuggling investigations, as well as financial investigations in the State of Florida. Divided into several enforcement groups, the DEA/Customs units are located in five cities throughout Florida from Key West to Jacksonville. Their primary mission is to serve as apprehension teams in the intensified air and sea drug interdiction effort. They also conduct short-term follow-up investigations to develop their own intelligence sources. The Joint Task Group has provided the additional benefit of freeing up DEA's Miami Field Office personnel to concentrate on long-term drug investigations, a capability which had been severely limited because so much of the available personnel had been used to respond to seizure cases. For the period from March of 1982 to September of 1983, DEA reports these efforts have resulted in 1,677 arrests, 1,043 drug seizures, and a total of \$22,579,340 in asset seizures.

Initially, agencies provided 374 temporary additional personnel (including four judges) to the South Florida Task Force. During FY 1983, each agency committed itself to increasing its permanent personnel strength in South Florida. As of the end of FY 1983, each agency was supporting the total effort as follows:

<u>Agency</u>	<u>Strength 2/15/82</u>	<u>Strength End of FY 83</u>	<u>Increase</u>
DEA	130	248	118 = 90.8%
Customs	620	711	91 = 14.6%
FBI	291	368	77 = 26.5%
U.S. Marshals	41	36	-5 = -12.2%
Border Patrol	34	69	35 = 102.9%
Coast Guard	3,872	4,253	381 = 9.8%
U.S. Attorneys	138	175	37 = 26.8%
U.S. Probation	55	65	10 = 18.2%
ATF	31	71	40 = 129%
Greenback	54	61	7 = 13%
IRS	172	205	33 = 19.2%
Totals	5,438	6,262	824 = 15.1%

The Coast Guard has significantly increased its allocation of maritime and air resources to the South Florida Task Force. For example, two additional medium-endurance cutters were permanently assigned to the Caribbean, in addition to an average of two out-of-district cutters that might be patrolling at any time. The Coast Guard also added a number of new Falcon jet long-distance search aircraft, three maneuverable, high-speed surface-effect ships, and several helicopters.

A total of 256 Customs personnel were detailed to Florida at the start of the first task force rotation in March 1982. In 1983, after four rotations of three months each, Customs established 91 new permanent positions: 48 special agents,

17 patrol air support, 13 inspectors and 13 administrative support personnel.

The Bureau of Alcohol, Tobacco and Firearms initially assigned 45 special agents to the Task Force on temporary detail. Those agents have returned to their respective duty stations, but additional agents have been permanently transferred to Miami. As of February 29, 1984, after 81 weeks of operation, special agents assigned to the South Florida Task Force had developed 187 criminal cases, recommended 326 defendants for prosecution, and seized 1,347 firearms. Two ATF agents have been killed and another seriously wounded while conducting undercover narcotics and firearms investigations in Miami.

The Task Force also has worked closely with the Immigration and Naturalization Service on the illegal alien problem. One tool used by drug enforcement personnel is a Border Patrol checkpoint located at Florida City. The Border Patrol also has established a close liaison with the Joint Task Group by assigning personnel and establishing a referral system which ensures their awareness of illegal aliens arrested in the course of other investigations. This allowed deportation action to be taken against illegal aliens over and above action taken against them within the criminal justice system.

The Treasury Department's Financial Law Enforcement Center in Washington, D.C. was also provided with additional staffing. This center identifies potential targets in investigations of drug money laundering and refers them to joint federal law enforcement teams, such as the Miami-based "Operation Greenback," which conduct further investigations.

The FBI personnel resources in its Miami Field Office were reallocated to meet the drug problem rather than hiring additional personnel. Additionally, it has worked with the Joint Task Group in the exchange of drug-related intelligence.

The United States Attorney for the Southern District of Florida has been provided with additional Assistant United States Attorneys and support personnel to handle criminal cases resulting from task force efforts and existing case backlogs.

Additional courtrooms were provided for four visiting federal judges sitting in South Florida from June of 1982 through September of 1983. These federal judges volunteered for assignment to the Southern District of Florida in response to the Vice President's request for assistance to keep up with the caseload initially created by the South Florida Task Force.

Dade County and the State of Florida faced a severe overcrowding problem in their respective jail and prison facilities. The Task Force worked with the Marshal's Service and the Bureau of Prisons, not only to increase the capacity to handle larger numbers of federal prisoners, but also to relieve some of the state and local prison overcrowding.

One of the most significant accomplishments of the Task Force has been the forging of prototype linkages between the military and civilian law enforcement agencies under the amendments to the Posse Comitatus Act. Airborne detection aircraft from both the Navy and the Air Force have been flown by military personnel in support of Task Force efforts. Cobra and Blackhawk helicopters, on loan from the Army and flown by Customs' pilots,

are another integral part of the air interdiction strategy.

Two additional helicopters were provided by the Army, and subsequently replaced by the Air Force, along with single-side band radios provided by the U.S. Navy. This equipment permitted task force contingents to launch Operation Bahamas Antilles Turkes-Caicos (BAT), which resulted in the seizure of over 200 tons of marijuana and 2,900 pounds of cocaine between April of 1982 and September of 1983.

Fully coordinated support and joint operations between the Coast Guard and the Navy have always been deemed necessary to greatly increase maritime interdiction efforts. By May of 1982, the final legal and logistical details had been carefully ironed out in the form of a Navy Operational Order. The Navy's support and assistance to the Coast Guard now includes reporting suspect vessels, towing or escorting seized vessels, and using Navy vessels both in a show of force and as boarding platforms for Coast Guard personnel. The towing and escorting of seized vessels and transportation of prisoners had, prior to the revision of the Posse Comitatus Act, required Coast Guard cutters to leave their patrol stations, sometimes for days, thus creating an opening for other smuggling vessels. Now, Navy ships can relieve the Coast Guard of seized vessels and prisoners, thereby permitting the cutters to stay on station.

The United States Air Force's "Seek Sky Hook" tethered aerostats, located at Cudjoe Key and Patrick Air Force Base, have unique downward-looking radar capabilities covering a quadrant of

air space south and east of the Florida Keys. This surveillance is of immense value to the air interdiction program.

Through September 30, 1983, the South Florida Task Force made 1,677 arrests and the following seizures:

South Florida Seizures*

<u>Drug</u>	<u>Number of Seizures</u>	<u>Amount Seized</u>
Heroin	2	0.4 kilograms
Cocaine	412	3,555.6 kilograms
Cannabis	606	874,083.6 kilograms
Methaqualone	10	160,470 dosage units
Other Drugs	13	39,092 dosage units

<u>Asset</u>	<u>Number of Seizures</u>	<u>Estimated Value</u>
Vehicles	79	\$ 679,825
Vessels	194	17,115,550
Aircraft	27	1,765,500
Currency	143	2,590,964
Bond	1	50,000
Weapons	351	135,566
Other	25	241,935

Because of the continuous coordination and interagency support it is not possible to maintain completely separate arrest and seizure statistics. Therefore, the statistics reflect the level of law enforcement activity in the South Florida region through September 30, 1983.

* These figures include all seizures by all agencies in the South Florida region.

Joint Currency Investigations

As a result of concerns expressed by law enforcement agencies over the laundering of illegally generated proceeds through domestic banks and foreign tax havens, Congress passed the Bank Secrecy Act of 1970. The Bank Secrecy Act was designed to provide tools to identify those who attempt to conceal their participation in crimes which generate substantial amounts of currency, and to provide a basis for prosecuting those who fail to comply with its requirements. The Act focuses on individuals involved in the flow of currency, as opposed to those involved in the substantive violations that generate the currency.

The Treasury Department's Financial Law Enforcement Center (TFLEC) is responsible for collecting, correlating, and analyzing data obtained under the reporting provisions of the Bank Secrecy Act. TFLEC analyzes the financial activities of individuals and businesses throughout the United States and identifies priority targets that meet financial transaction criteria. The information is then provided to field operational units including the Organized Crime Drug Enforcement Task Forces, Operation Greenback, and Operation El Dorado for investigation.

Operation Greenback is a multi-agency financial task force engaged in the investigation of narcotics financing in South Florida and Puerto Rico. Composed of special agents and intelligence analysts from Customs, IRS, and DEA, along with attorneys from the Department of Justice, it became operational in South Florida in January of 1980. Operation Greenback uses the intelligence resources of each agency and the financial

information available under the Bank Secrecy Act to target and disrupt criminal organizations through analysis of their currency movements.

During FY 1983, Operation Greenback resulted in the indictment of 17 criminal organizations, including 63 individuals. Sixty-six individuals were arrested and \$12.5 million in currency was seized. The property seized was valued at \$1.2 million. The government instituted jeopardy tax assessments amounting to \$3.4 million.

The six-month Ramon Milian investigation, for example, culminated in the interception of a privately owned Lear jet en route to Panama. This stop resulted in the seizure of \$5,447,949 in unreported United States currency which was being exported by Milian. In May of 1983, Milian was indicted in a 17-count indictment that included charges of violations of the Bank Secrecy Act for failing to file Currency Transaction Reports for currency totaling \$7,916,000. Total seizures in this investigation were \$5,518,000 in currency and \$972,097 in real property. The Internal Revenue Service assessed a tax liability of \$1.9 million against Milian for the 1983 tax year. Milian was released from federal custody upon posting a \$4 million bond.

Operation El Dorado has been conducted by agents from Customs, DEA, FBI, IRS, and various local law enforcement agencies. It is also supported by the Treasury Financial Law Enforcement Center in Washington, D.C. This Task Force became operational in May of 1982 in Los Angeles, New York, and other major cities of the United States. In the first year of this

program, over \$4 million was seized, more than 50 individuals were indicted, 44 individuals were arrested, and 39.5 kilograms of cocaine were seized.

The Eduardo Crozco investigation in New York, for example, resulted in the indictment of eight individuals who illegally transported over \$42 million in United States currency from Panama to the United States and laundered in excess of \$151 million. This investigation also resulted in the seizure of \$1,128,000 and the conviction of six of the eight defendants. The remaining two defendants are fugitives.

Investigative Activities: Other Cooperative Efforts

DEA is the lead investigative agency in most federal drug cases, many of which are carried out in conjunction with other agencies. In delegating concurrent Title 21 jurisdiction to the FBI, the Attorney General mandated that the FBI assume a significant role in close cooperation with DEA. This cooperation has been marked by notable successes, and the FBI's expertise has developed to where it is now the lead agency in many major narcotics investigations, especially those involving organized crime and the use of Title III interceptions. DEA also cooperates with state and local law enforcement agencies in 22 state and local task forces throughout the country. Each of DEA's 119 domestic offices cooperates with local authorities on an informal basis. IRS and INS both work with Customs: the IRS on currency investigations, and the INS on border inspections. The federal agencies involved in narcotics law enforcement also work with their foreign counterparts in an effort to enhance the investiga-

tion and prosecution of narcotics traffickers.

DEA and FBI. The FBI was given concurrent jurisdiction with DEA for drug cases in January of 1982. Tremendous strides were made in FY 1983 in establishing the most effective role for the FBI in its drug enforcement mission. At the end of FY 1983, there were 598 joint FBI/DEA investigations, and overall the FBI was conducting 1,614 drug-related investigations. The FBI contributed the expertise and staffing to financial and organized crime investigations, while DEA supplied drug investigative expertise, preliminary leads and a wealth of automated information systems containing data on narcotics and dangerous drug violators. Included in this effort were 47 joint Title III electronic surveillance intercepts.

In addition, personnel from the FBI's Identification and Laboratory Division now support DEA with latent fingerprint examination and other scientific analysis in drug investigations. Conversely, DEA laboratories also provide laboratory services to FBI field offices in analyzing drug evidence obtained by the FBI.

The FBI Document Section supports DEA by providing expertise in analyzing books and records confiscated in drug cases. These records are usually coded and often contain extensive information concerning the importation and distribution of drugs in the United States. These types of services are being emphasized to DEA's new special agents to heighten their awareness of the requirements in handling physical evidence.

DEA and IRS. With its specialized skills in analyzing financial records and tracing the flow of funds, the IRS

frequently provides DEA with critical assistance in Continuing Criminal Enterprise investigations. The concurrent prosecution of large-scale narcotics traffickers on multiple narcotics charges, and income tax and money-laundering charges strengthens the government's ability to incarcerate major narcotics violators. The IRS also supports DEA efforts to make substantial seizures of assets under the forfeiture provisions of Title 21.

DEA and Customs. The coordination between DEA and Customs continues to improve. On January 5, 1984, the Attorney General forwarded to the Secretary of the Treasury a request for the assistance of designated Customs Special Agents to conduct domestic drug investigations within specified guidelines. On March 2, 1984, Customs Commissioner von Raab and DEA Administrator Mullen signed a joint Memorandum for future management of narcotics investigations which should lead to closer cooperation between DEA and Customs and to the increased effectiveness of federal narcotics investigations. Although the agreement is directed toward domestic narcotics investigations, it is anticipated that it will also result in an increased sharing of foreign narcotics intelligence, thereby improving Customs' effectiveness in narcotics interdiction and follow-up investigations.

The El Paso Intelligence Center (EPIC) has Customs personnel assigned to assist in the operational implementation of available intelligence. In addition, DEA currently has a Customs Intelligence Analyst permanently assigned to expedite intelligence information on money flow as well as interdiction. The analyst

reviews all cable traffic at DEA and selects those cables that he believes are pertinent to Customs' mission. The selected cables are then reviewed by a DEA Staff Coordinator and, if approved, the Customs Analyst provides a copy to Customs for distribution. Another joint DEA and Customs project identifies narcotic mail-parcel recipients. Customs provides quarterly reports on the drug recipients' addresses to DEA. The information is used by DEA to identify individuals and locations, which aids Customs in interdicting narcotics in international mail.

DEA and ATF. Because the use of firearms and explosives is common among narcotics violators, ATF agents pursuing firearms and explosives investigations come into contact with narcotics violators on a regular basis. By coordinating these investigative efforts with those of other federal, state and local agencies, ATF is making a significant contribution to major drug enforcement efforts. In recognition of the overlap between illegal narcotics and firearms activities, in 1979 ATF and DEA entered into an agreement to apply the federal firearms laws selectively against major narcotics dealers. To assist in identifying persons involved in crimes within ATF jurisdiction who may also be narcotics violators, DEA routinely provides ATF with information regarding Class I and Class II narcotics traffickers. This information is entered into the Treasury Enforcement Telecommunication System (TECS), where it is available to all ATF agents. The information is updated monthly. ATF supervisors maintain regular contact with their counterparts in DEA to ensure that they have the latest available intelligence information.

INS and Customs. Both INS and Customs perform drug interdiction and immigration control functions. The present system of dual inspection with its fragmented structure results in neither agency having the responsibility or capability to address the full range of problems encountered at a particular port. The issue of INS and Customs inspection consolidation has been discussed for many years as a means of providing a more efficient single-agency approach to the inspection of the more than 300 million persons admitted annually.

At the November 2, 1983 meeting of the Cabinet Council on Management and Administration, a concept for consolidating the federal passenger primary inspection activities of Customs and INS was agreed upon. This concept was formally approved by the President on January 5, 1984. In summary, this re-orientation of Federal inspection activities would:

- 1) make Customs responsible for all airport and seaport passenger primary processing;
- 2) make INS responsible for all primary inspection of persons at each port of entry; and
- 3) make INS responsible for all land patrol functions among the land ports of entry.

The Council directed the Office of Management and Budget, Justice, Treasury, INS, and Customs to develop a plan for implementation. A working group was established to develop the details of the concept with Congress. At the present time, the House of Representatives has passed, and the Senate is considering, legislation which would authorize the President to implement

agency-wide reorganization plans after giving Congress ninety days to review the merits of the proposed reorganization. (The ninety-day provision would give Congress time to enact legislation disapproving any reorganization plan it opposed.) If this legislation is enacted, it is expected that the proposed consolidation of the primary inspection responsibilities of Customs and INS will be the first reorganization plan submitted for congressional review under the new provision.

Many agents are already cross-trained in the functions of both agencies and have considerable experience in performing both the narcotics and immigration enforcement functions. Under the proposed consolidation, INS will have primary responsibility for land ports and border patrol, where immigration control is needed most, and Customs will have primary responsibility at air and sea ports, where illegal narcotics is the greatest threat. Also, the agencies added responsibilities (narcotics interdiction for INS and immigration control for Customs) will assure accountability of total enforcement in all border locations by both agencies.

DEA and State and Local Task Forces. This program is operated by DEA to increase the effectiveness of state and local drug enforcement activities aimed at the mid-level violator, the link between the supplier and consumer. It joins DEA agents and state and local police officers in cohesive drug enforcement units in many parts of the country to promote interjurisdictional cooperation and the exchange of intelligence.

In 1983, 22 task forces were operational in New York City, Long Island, Buffalo, Rochester, Newark, Philadelphia, Washington D.C., Orlando, Chicago, Minneapolis, Denver, St. Louis, Lubbock, Phoenix, Los Angeles, San Diego, San Jose, Guam, Portland, Oregon, Detroit, and Baltimore.

The overall DEA and State and local task force conviction rate for 1983 was 98 percent of defendants who were indicted both federally and in state prosecutions. The program resulted in an estimated 2,700 arrests during FY 1983. It is significant to note that while DEA devotes fewer than 10 percent of its total investigative workhours to the task forces, these resources have consistently achieved over 2,000 arrests per year. Approximately 31 percent of these arrests were in the Class I and II case categories; 63 percent of task force time was devoted to Class I and II investigations.

Foreign Cooperation. Cooperation among American and foreign law enforcement agencies is crucial to the overall narcotics effort. DEA, FBI, and the Customs Service all work closely with their foreign counterparts.

INTERPOL - United States National Central Bureau (INTERPOL-USNCB) plays a critical role in the drug law enforcement effort on the international level. Through the INTERPOL-USNCB communications network, this organization relays information concerning narcotics and dangerous drug trafficking to appropriate federal, state and local law enforcement organizations. Similarly, investigative requests involving drug trafficking information are relayed via the INTERPOL-USNCB

communications channels to the 135 member countries of the international organization. Through these efforts and by coordinating with the Drug Enforcement Administration, and other agencies that have an interest in the interdiction of drug trafficking, INTERPOL-USNCB has enhanced the ability of both domestic and international law enforcement agencies to effectively apprehend and extradite narcotics fugitives. The critical importance of the role played by INTERPOL-USNCB in international drug trafficking is further heightened by the fact that many foreign countries will operate only through the INTERPOL communications network when handling investigative matters. The effectiveness of INTERPOL-USNCB in enhancing both domestic and international drug law enforcement efforts is being publicized through increased participation at various conferences, seminars, and training sessions, and by further educating federal, state and local law enforcement agencies on the services provided by INTERPOL-USNCB.

The Drug Enforcement Administration's Foreign Cooperative Investigations Program focuses on providing expert advice and authorized investigative, intelligence, and training assistance in foreign areas deemed most critical to the reduction of drugs destined for the United States. A natural extension of these activities is DEA's encouragement and assistance in implementing intergovernmental enforcement and intelligence exchanges.

Cooperation between DEA and its foreign counterparts directly supports the prosecution of defendants in the United

States and in foreign countries. DEA's efforts in this area include:

- 1) Development of sources of information knowledgeable about illicit drug cultivation, production, and transportation activities;
- 2) Undercover penetration of trafficking organizations in support of host country operations;
- 3) Surveillance assistance and development of evidence against major traffickers of drugs destined for the United States;
- 4) Assistance to foreign officers in pursuing investigative leads; and
- 5) Coordination of matters regarding extraditions, expulsions, joint prosecutions, and requests for judicial assistance.

The implementation of DEA's Foreign Cooperative Investigations Program is largely the responsibility of its foreign offices. DEA has 62 foreign offices in 40 countries. The foreign offices are staffed with 190 special agents, 19 intelligence analysts, 3 diversion investigators, and 86 clerical personnel.

In FY 1983, the Foreign Cooperative Investigations Program was instrumental in the cooperative arrest of 1,300 international drug traffickers, the seizure of 3,500 pounds of heroin and 7,500 pounds of cocaine, the implementation of 30 Special Field Intelligence Programs, and the training of 1,664 foreign government officials in drug enforcement methods.

One of the primary reasons the Federal Bureau of Investigation was given jurisdiction in narcotics cases was to utilize its investigative expertise in attacking organized crime's involvement in narcotics. When the Criminal Investigative Division

noted an increase in the international narcotics traffic and money-laundering activities being committed by traditional organized crime figures, the FBI undertook an extensive investigation of this activity. During the past two years, this investigation has disclosed direct ties among organized crime figures in the United States, Canada, and Italy. The most acute problem is the importation of heroin from Italy into the United States, often by way of Canada. ^{1/}

To address this problem, the FBI and DEA have substantially increased efforts to coordinate with Italian and Canadian authorities. The FBI has placed additional assistant legal attaches in Rome, Italy, and Bern, Switzerland, to ensure that the FBI accurately identifies international drug operations and the subjects directing those activities. The FBI and DEA also hosted

^{1/} An example of this international cooperation is the recent indictment in federal district court in New York City of over 30 individuals who were charged with participating in a major international heroin-trafficking ring responsible for importing from Italy at least 330 pounds of heroin a year for the past five years. In connection with the heroin trafficking, the ring was also alleged to have laundered tens of millions of dollars in drug proceeds that were sent to banks in other countries. The ring, identified as the "Catalano Faction" of the "Bonanno Family of La Cosa Nostra," was allegedly headed by Salvatore Catalano, who operated a bakery and pizza restaurant in New York City. Charged as the main heroin supplier was Gaetano Badalamenti, who was recently arrested by Spanish authorities. In addition to the charges brought by the Organized Crime Drug Enforcement Task Force for the New York/New Jersey Region, related charges were also filed in Newark, Philadelphia, and Detroit. Attorney General William French Smith expressed his appreciation to the Governments of Italy, Switzerland, Spain, France, Canada, West Germany, Belgium, and Luxembourg for their exceptional assistance in the investigation of this organization.

a conference at Quantico, Virginia, in October of 1982, attended by law enforcement officials from the Royal Canadian Mounted Police, Italian National Police, and a national law enforcement representative from Australia.

FBI legal attaches in Bonn, West Germany, and Bern, Switzerland, have also made significant contributions in international money-laundering investigations. It is clear that financial institutions in Western Europe and elsewhere are used to launder funds generated from narcotics activities. Because of the FBI legal attaches' efforts, Switzerland and West Germany have taken a more aggressive posture in pursuing these activities.

The FBI is also working to enhance its cooperative relationship with Canadian law enforcement officials in narcotics investigations. A delegation of FBI officials headed by the Director met with Royal Canadian Mounted Police officials at Ottawa, Canada, in June of 1983 to discuss guidelines for conducting joint investigations and to exchange views on the types of investigations to be pursued by both agencies. This coordination with Canadian officials has resulted in significant arrests and seizures of heroin tied to organized crime members in Montreal, New Haven, and New York City.

The U.S. Customs Service has become increasingly active in international activities. Customs has newly established offices in London, Bonn, Paris, Rome, Hong Kong, Tokyo, Mexico City, Panama City, and Seoul. Customs also has increased its efforts to establish a permanent Customs presence in other suitable loca-

tions, especially in drug source and transit countries and has been requested to open offices in Bangkok, Thailand; Karachi, Pakistan; New Delhi, India; Bogota, Colombia; Manila, the Philippines; and Rotterdam, Netherlands.

Customs currently has Bilateral Customs Cooperation Agreements with France, Austria, Germany, and Mexico. Agreements with Italy, Canada, Spain, Japan, Korea, and Sweden are pending.

These agreements have proven to be mutually advantageous. Although the terms of the agreements vary, they all provide for reciprocal assistance to prevent and investigate any violations of the laws and regulations enforced by the respective customs services.

Investigative Activities: Agency Efforts

The Drug Enforcement Administration's primary responsibilities include:

1. Investigating major drug law violators who operate at national and international levels;
2. Regulating the manufacture, distribution, and dispensing of illicit controlled substances;
3. Managing a national narcotics intelligence system;
4. Coordinating with federal, state, and local law enforcement authorities and cooperating with counterpart agencies abroad; and
5. Providing training, scientific research, and information exchange in support of drug trafficking prevention and control.

DEA's increased use of civil forfeiture statutes and "reverse undercover" techniques against major traffickers has enhanced the seizure of traffickers' assets. The agency's investigative activities involve a variety of techniques, including electronic

surveillance, reverse undercover operations, and the use of informants. During FY 1983, DEA averaged approximately 1,000 arrests and 800 convictions per month.

As of October 1, 1983, the Federal Bureau of Investigation had 857 agents involved in the investigation of 1,614 narcotics and dangerous drug cases. These cases represent a variety of organized criminal groups and trafficking patterns and reflect a dramatic rise in the FBI's participation in narcotics investigations. Only about 100 investigations were active at the time concurrent jurisdiction was conferred upon the FBI in January of 1982. The results of this increased commitment are shown in the following table:

FBI Drug-Related Indictments and Convictions*

<u>Fiscal Year</u>	<u>Defendants Indicted</u>	<u>Defendants Convicted</u>
1982	616	326
1983	1,200	653

The FBI has concentrated its resources in areas consistent with the national priorities in narcotics enforcement, including the La Cosa Nostra involvement in heroin importation and the outlaw motorcycle gangs' involvement in the manufacture and distribution of methamphetamine, PCP, and other controlled substances. These types of investigations have uncovered instances of public corruption, which are being pursued aggressively by the FBI.

* Indictments in a given fiscal year may not reach final disposition until subsequent years.

Extensive efforts are being made by the FBI to develop investigations into international trafficking cartels that have had a major impact in both the cocaine and heroin trade in the United States. These groups include significant heroin traffickers from Southeast Asia and Western Europe (Sicily in particular), and major cocaine groups from South and Central America. The FBI is working with various components of the Treasury Department in an attempt to trace the flow of money from these operations into and out of the United States.

The overall management and direction of the FBI's Narcotics Program is centered in the Organized Crime Section of the Criminal Investigative Division.

The Internal Revenue Service supports the anti-drug program by pursuing tax evasion investigations directed at the illicit profits associated with narcotics violations. This is accomplished effectively by determining the amount of unreported income derived by narcotics traffickers through an analysis of the wealth they have accumulated and the money they have spent. The IRS also conducts investigations of the flow of funds earned by narcotics traffickers and of the attempts by money-laundering specialists to hide the profits from the IRS through highly sophisticated and intricate schemes. Primarily, the IRS concentrates its efforts on investigations of individuals that control and work within the framework of large-scale narcotics organizations. The IRS's drug-related caseload has increased considerably, as shown in the table below:

Internal Revenue Service
Drug-Related Caseload*

<u>Fiscal Year</u>	<u>Cases Initiated</u>	<u>Prosecutions Recommended</u>	<u>Indictments/Informations</u>	<u>Convictions</u>
1980	398	49	39	42
1981	755	170	110	50
1982	729	343	180	121
1983	826	421	265	167

Jeopardy and termination civil-tax assessments continue to be used effectively against drug traffickers. The following indicates jeopardy and termination assessments during recent years:

IRS Jeopardy and Termination Assessments

<u>Fiscal Year</u>	<u>Number</u>	<u>Amount (in millions)</u>
1980	132	\$ 32.3
1981	188	84.4
**1982	166	153.6
1983	262	69.8

The IRS High-Level Drug Dealers Narcotics Program focuses on high-level drug traffickers and financiers, tax violators, and currency law violators.

Concurrent with the increased involvement of the IRS in multi-agency investigations has been the increased use of federal grand juries. This has been partially necessitated by the fact

* Cases initiated or indicted in a given fiscal year may not reach further stages until subsequent years.

** The large increase in FY 1982 was caused by a few large assessments generated from "Operation Greenback."

that the other agencies involved in these investigations normally use the grand jury process. The IRS and the Department of Justice have realized that grand jury investigations are, overall, more effective than administrative investigations and, in most instances, represent a more efficient use of agent resources.

The Internal Revenue Service has uncovered numerous large-scale money-laundering organizations that have devised sophisticated schemes to conceal the source and amounts of taxable revenue earned by major narcotics traffickers. These organizations apparently have been operating untouched for years. The cases are a direct result of the analysis by IRS of Currency Transaction Reports and the investigation of individuals conducting large currency transactions at financial institutions that did not file the reports.

Currency investigations are centered on the "flow of funds" between the individuals and financial institutions. The currency violation occurs during the flow of revenue into or out of financial institutions. Once a money-laundering organization conceals profits and disguises them as the proceeds of legitimate sources of funds, the tax potential is easily lost.

In an effort to suppress drug trafficking, the United States Customs Service has enhanced its cargo conspiracy enforcement effort. The objective is to focus on conspiracies involving the use of airline, shipping, security, trucking, freight forwarding, warehouse, and brokerage personnel to smuggle into the United States narcotics or other contraband hidden in legitimate international cargo shipments. This effort combines Customs' interdiction and

intelligence-gathering capabilities.

The Bureau of Alcohol, Tobacco and Firearms has developed several ways to contribute to interagency drug enforcement efforts. Over the past several years, a common trend has been noted: Increasing numbers of narcotics violators are also involved in firearms and/or explosives violations, including the use of machine guns, automatic weapons, and silencers.

In 1980, ATF recognized the need to establish a more definitive strategy on specific criminal organizations and instituted its Crime Impact Program. In this program, ATF Special Agents in Charge are responsible for periodically assessing crime problems which are of concern to communities within their geographical areas, and establishing plans to address these problems by utilizing ATF resources and enforcement jurisdiction. Drug trafficking has been singled out by all the ATF Special Agents in Charge as a problem needing special attention in their respective jurisdictions. In FY 1983, approximately 25 percent of the 3,136 defendants recommended for prosecution by ATF were identified as having narcotics-related objectives in the Crime Impact Program. This percentage understates the number of drug-related defendants, because many defendants identified in other objectives, such as organized crime and violent crime, were also involved in narcotics activity.

The law enforcement mission of the Department of the Interior has been delegated to its land management bureaus and agencies having jurisdictional responsibilities over federal lands or resources in the United States and the Trust Territory

of the Pacific Islands. The majority of public land and some parklands are held in proprietary or concurrent jurisdiction. On these lands, the state and local law enforcement agencies have the same authority and responsibilities for enforcing criminal laws as they do in the rest of their jurisdiction. Cases involving illegal cannabis grown on the Department of the Interior lands are handled by DEA and FBI.

State and local authorities provide the major support for drug law enforcement on Department of the Interior lands. Because the cost to these authorities can be high, 61 cooperative agreements reimbursed states and counties \$1,000,000 in FY 1982. Supplemental reimbursements for increased drug eradication activity on public lands were initiated in FY 1983.

Within the Department of Agriculture, the Agriculture Stabilization and Conservation Service is involved in the federal narcotics law enforcement effort. The Service may withhold commodity payments to program participants who harvest or knowingly permit to be harvested for illegal use marijuana or other such prohibited drug-producing plants on any part of the lands owned or controlled by a producer or participant. The United States Forest Service has made a major contribution to the drug law enforcement effort by participating in the eradication program.

Prosecution Activities

Most federal drug prosecutions are handled by the U.S. Attorneys' Offices. There are 93 U.S. Attorneys stationed throughout the United States, Puerto Rico, the Virgin Islands, Guam, and the Northern Marianas. One U.S. Attorney is assigned

to each judicial district, with the exception of the districts of Guam and the Northern Marianas, which are served by a single U.S. Attorney. More than 1,900 Assistant U.S. Attorneys and over 2,000 support personnel assist the U.S. Attorneys in preparing, prosecuting and arguing most federal cases.

During fiscal year 1983, the United States Attorneys initiated 3,780 drug possession investigations, involving 6,622 defendants. Indictments were returned in 2,478 cases charging 4,509 defendants. There were 1,221 cases closed by guilty pleas involving 2,229 defendants; 471 cases were tried. In 441 cases, involving 867 defendants, guilty verdicts were obtained. In the 30 cases remaining, 116 defendants were acquitted.

During the same period, investigations were initiated into 1,459 allegations of conspiracy to traffic in drugs (21 U.S.C. §846). These investigations involved over 3,663 potential defendants. Eight hundred ninety-one (891) indictments were filed charging 2,711 individuals. In 287 cases, 944 defendants pleaded guilty. In one hundred fifty (150) cases involving 470 defendants, guilty verdicts were rendered. In four cases, involving 37 defendants, not-guilty verdicts were entered.

United States Attorneys also opened 49 investigations, involving 169 alleged perpetrators, in which the primary allegation was conducting a continuing criminal narcotics enterprise (21 U.S.C. §848). Nineteen (19) indictments were filed, charging 107 individuals. Three cases, involving 23 defendants, ended in guilty pleas. Two cases, involving 38 defendants, went to trial, and resulted in the conviction of 36 individuals.

Twenty (20) investigations into allegations of narcotics importation (21 U.S.C. §952) were opened. Ten indictments, charging 39 persons, were filed. Eight cases were disposed of by guilty pleas involving 12 defendants. Four (4) cases went to trial, three resulting in guilty verdicts involving six defendants. One case, charging two individuals, resulted in acquittals.

While the legal divisions are involved in the litigation function of the United States Attorneys' Offices, the Executive Office for United States Attorneys has supervisory responsibilities with regard to the non-litigation functions of the United States Attorneys, including operation of the Law Enforcement Coordinating Committees, general executive assistance, certain administrative and legal services, personnel, training, and oversight of the United States Attorneys' Offices.

The Law Enforcement Coordinating Committees have spawned a wide variety of cooperative drug enforcement and related activities, ranging from the drug enforcement task forces to the cross-designation of prosecutors and the sharing of law enforcement intelligence information. The committees have been received with enthusiasm by state and local law enforcement officials, inasmuch as they are designed to maximize assistance from the federal government.

The Executive Office also provides management support and technical assistance to the LECCs. Included in such support and assistance efforts are: The collection and dissemination of

information on cooperative drug law enforcement projects; the establishment of a speakers program to make individuals with special expertise available to participate in LECC meetings; the publication of a newsletter, the LECC Network News, which addresses issues of interest to LECC members; and the tracking of program development in the respective districts.

Within the context of the speakers program, a number of Drug Enforcement Administration officials have attended meetings to discuss investigations, the domestic marijuana surveillance and eradication effort, guidelines for Organized Crime Drug Enforcement Task Force activities, and other areas of interest to the LECCs. In addition, representatives from the National Narcotics Border Interdiction System (NNBIS) have attended LECC meetings to emphasize the coordination of their work with that of the task forces and the LECCs.

In fiscal year 1983, the Executive Office, through the Attorney General's Advocacy Institute and the Criminal Division, jointly sponsored four narcotics prosecution training conferences for Assistant United States Attorneys and trial attorneys from various Divisions of the Department of Justice. The following is a list of recent narcotics prosecution training programs:

- Drug Task Force Seminar, Berkeley, California;
- Major Drug Traffickers' Conference, Washington, D.C.;
- Forfeiture Seminar, Washington, D.C.; and
- Advanced Narcotics Seminar, Clearwater, Florida.

In addition to the foregoing, narcotics prosecution cases are included in the Basic and Advanced Criminal trial skills courses offered to new Assistant United States Attorneys and Criminal Division trial attorneys. These courses trained approximately 500 additional federal prosecutors.

The direct involvement of the Criminal Division of the Justice Department in federal drug law enforcement is primarily supervised by the Narcotic and Dangerous Drug Section and the Organized Crime and Racketeering Section. Both Sections prosecute drug-related cases ^{2/} and supervise field offices (Operation Greenback and the Organized Crime Strike Forces, respectively), and both assist the efforts of the United States Attorneys' Offices and the Drug Task Forces through a variety of support activities, including the review of proposed indictments under certain specialized criminal statutes, such as the Continuing

2/ One example of the Criminal Division's cooperative effort with the United States Attorneys' Offices is the recent indictment and conviction of the Great American Bank of Dade County (Miami, Florida) for currency-reporting violations under the Bank Secrecy Act. On April 16, 1984, the Great American Bank pleaded guilty to four felony counts relating to the laundering of over \$94 million in narcotics proceeds during the period from January 1, 1980, to February 27, 1982. As part of the plea agreement, the Bank also will pay a fine of \$500,000. The investigation was initiated when an examiner for the Federal Deposit Insurance Corporation noted that large amounts of currency were being deposited in the Bank without a corresponding increase in the filing of Currency Transaction Reports. During the follow-up investigation by the Operation Greenback task force in South Florida, a search of the Bank was conducted and a large portion of the Bank's records were seized. These records led the government to four separate drug-trafficking groups which had used the bank to launder their drug proceeds. In connection with this case, two bank employees, a senior vice president and the head teller, also pleaded guilty.

Criminal Enterprise (CCE) and Racketeer Influenced and Corrupt Organizations (RICO) statutes. Requests for review of proposed CCE and RICO indictments for the past three fiscal years are shown in the following table:

<u>CCE and RICO Requests*</u>		
<u>Fiscal Year</u>	<u>CCE</u>	<u>RICO</u>
1981	29	52
1982	57	63
1983	70	64

The Organized Crime and Racketeering Section is charged with lending legal support to, and prosecuting indictments resulting from, investigations of the illegal activities of the major organized criminal cartels, including most of the incursions by these groups into the drug-trafficking field. To this end, Strike Forces and Field Offices are maintained in the 25 cities throughout the country most heavily affected by organized crime.

The efforts of these attorneys in recent years have demonstrated a substantial increase in the number of cases involving drug dealing by syndicates, both traditional and the newer, emerging groups. Working closely with the United States Attorneys and the Organized Crime Drug Enforcement Task Forces (OCDEF), the Strike Forces contributed substantially to the

* By investigations and cases, not by targets and defendants.

effort to bring the problem of drug distribution under control, as demonstrated by the following statistics for 1983:

	<u>Drug-Related Offenses</u>		<u>Emerging Organizations</u>	<u>Worked With USA'S or OCDETF</u>	<u>Total</u>
	<u>Traditional Organizations</u> 1981	<u>3/</u> 1983			
Investigations Opened	11	31	10	5	41
Indictments Returned	1	38	21	8	59
Defendants Indicted	1	150	41	16	191
Defendants Convicted	0	57	41	3	98

In Cleveland, Ohio, previous prosecutions unrelated to drugs had resulted in the conviction of, and substantial sentences for, the entire leadership echelon of La Cosa Nostra except for the Cleveland underboss, Angelo Lonardo, and some up-and-coming street captains. Lonardo and the others were later convicted in a narcotics and murder prosecution which centered around the killing of Keith Ritson, the leader of an emerging organization challenging La Cosa Nostra for racket control.

In Boston, Massachusetts, the Strike Force prosecuted a case involving two separate shipments of marijuana totaling twenty (20) tons. The marijuana had been imported by a ring which had recruited a ranking officer of the Massachusetts State Police to provide it with tipoffs and protection. The trial was the

3/ 1981 statistics are included for purposes of comparison.

longest in the history of the United States District Court in Massachusetts -- 97 days -- and it demonstrated the tenacity of Strike Force prosecutors when one of them was forced to leave the trial to give birth to twins, yet returned to help with the remainder of the trial and final argument. The ring leaders received ten-year sentences. The police officer was sentenced to twelve years. U.S. Attorney personnel also participated in the trial.

Other notable cases included:

-- The indictment of a major Canadian mob chieftan in New England for large-scale heroin dealing;

-- The indictment of a leader and three members of New York organized crime families in Brooklyn for multi-kilogram dealings in heroin;

-- The forfeiture in Miami of property derived from the smuggling of hundreds of pounds of cocaine and hundreds of tons of marijuana by a Norwegian national who had once boasted he would soon rival "the Gambino family." The property included a resort in Lake Tahoe, the Alaska Cable (TV) Company, a \$250,000 Fort Lauderdale condominium, a restaurant in Madison, Wisconsin, and \$10 million in cash. The defendant had received a forty-year jail sentence; and

-- The indictment in Miami of a New York family member for

manufacturing Quaaludes and dilaudid in a factory in Aruba and smuggling the product into the United States for sale in the midwest.

A full report of the activities of Strike Force personnel over the past three years will soon be released by the Attorney General.

The work of these sections is complemented by the year-old Asset Forfeiture Office, which advises and trains investigative agents and Assistant U.S. Attorneys as to how to make greater use of civil and criminal asset forfeiture provisions. In addition to its advisory functions, the Office litigates forfeiture cases and assists U.S. Attorneys' Offices in litigating forfeiture cases.

The Criminal Division also helps oversee the Federal Witness Security Program and reviews electronic surveillance (Title III) requests from the various enforcement agencies and the United States Attorneys' Offices. The Division also assists prosecutors in obtaining documents and other records from foreign countries.

Requests for electronic surveillance for the past three fiscal years are shown in the following table:

<u>Fiscal Year</u>	<u>Title III Requests*</u>	
	<u>Narcotics</u>	<u>RICO</u>
1981	44	53
1982	115	67
1983	193	108

* By investigations and cases, not by targets and defendants.

It is the Office of International Affairs (OIA) primary role in the overall drug law enforcement effort to coordinate the Department's international activities in support of drug prosecutions. Given the Organized Crime Drug Enforcement Task Forces' focus on major international traffickers, a substantial portion of OIA's resources is being devoted to assisting the Task Forces by processing requests to foreign countries for the extradition of major narcotics defendants who were outside the United States either at the time of their indictment or who have fled the United States before arrest or after release on bail or after conviction but before sentencing. Where extradition is not possible, OIA is often able to make arrangements with certain foreign governments for the return of drug fugitives through deportation or other similar proceedings. Because major drug traffickers widely use the international banking system to wash and conceal their assets, OIA also is devoting substantial resources to processing requests to foreign countries, particularly bank secrecy jurisdictions in Europe and the Caribbean area, for evidence of these financial transactions for use in investigations and prosecutions. To enhance the U.S. Government's capabilities in both extradition and foreign evidence gathering, OIA is also engaged in a major effort to negotiate modern extradition treaties and mutual assistance treaties that will facilitate both the extradition of narcotics traffickers and access to financial records for use in prosecutions.

The Tax Division has played a substantial role in drug-related prosecutions, having supervised 147 grand jury investi-

gations of criminal activities involving tax violations by major drug-trafficking organizations and prosecuting 46 defendants for drug/tax offenses.

Regulation And Diversion Control

The DEA Office of Diversion Control enforces provisions of the Controlled Substances Act which pertain to the manufacture and distribution of controlled substances for medical and research purposes. This office is responsible for the detection and prevention of diversion of regulated drugs from legitimate channels. It conducts periodic investigations of drug manufacturers and wholesalers; identifies drug shipments in foreign countries which are destined for illegal smuggling operations; conducts special investigations of targeted registrants who are suspected high-level violators; monitors all imports and exports and domestic distribution of controlled substances; annually registers all handlers of controlled substances; conducts domestic and international scheduling/drug control actions; establishes manufacturing quotas for all Schedule I and II substances; conducts pre-registration investigations prior to approval of applications; and conducts diversion prevention and training for state, local, and international officials and for the drug industry.

DEA's special diversion programs have been especially effective with regard to methaqualone, a dangerous substance which is one of the most popular drugs of abuse. Domestic methaqualone diversion has been virtually eliminated. The domestic production quota was reduced from 17,468 kilograms in

1978 to just 2,250 kilograms in 1983, and, in early 1984, all remaining legitimate manufacture and distribution was discontinued in the United States. In addition, as a result of U.S. diplomatic initiatives, six countries which were exporting bulk methaqualone which had been diverted to the United States, either ceased production or imposed strict controls eliminating over 100 metric tons of methaqualone from the illicit market. These domestic and international actions have virtually eliminated diverted legally produced methaqualone available for abuse in the United States.

In a directly related area, the "stress clinic" phenomenon has been effectively counteracted by a combination of enforcement actions and the reduction in the availability of methaqualone. These "clinics" are store-front operations that act as prescription mills for controlled drugs. Forty (40) stress clinics have been closed in the past two years, and others ceased operation because of the unavailability of the large quantities of methaqualone necessary for their operation.

The clearest and most important measure of DEA's successful efforts against methaqualone is the decline in injuries (emergency room visits) attributable to methaqualone abuse. Methaqualone injury mentions reported to the Drug Abuse Warning Network have declined dramatically since their peak in 1980. By the end of July of 1983, methaqualone injuries had declined to approximately the level they were prior to 1978. This trend is expected to continue, and it would bring methaqualone injuries to the lowest level since statistics have been collected.

In addition to methaqualone, DEA's Diversion Program continued to focus on high-level violators diverting a wide range of pharmaceuticals from heroin substitutes to stimulants and depressants. Major cases against diversion of "T's and Blues" (Talwin and pyribenzamine) and "Loads" (codeine and glutethimide) were completed. Also, investigations and administrative and civil actions continue against manufacturers and distributors who fail to employ adequate safeguards against diversion. DEA will continue its current efforts against diversion, including close scrutiny of production quotas and domestic distribution, the monitoring of international commerce, and the immobilization of significant violators, while also working with the states to improve their ability to prevent retail diversion.

In the summer of 1983, DEA's pharmaceutical tracking system provided the first geographic/target-specific distribution information to the individual states. Although DEA has provided pharmaceutical distribution information to the states for several years, the new system provides computer analyses of doctor and pharmacy purchases of drugs by state and zip code, and directly identifies both prospective targets for investigation and questionable distribution trends. This new system allows the states to better direct their resources toward major violators.

Since mid-1981, DEA also has also taken substantial action against the look-alike drug problem since mid-1981. "Look-alikes" are tablets or capsules containing non-controlled, over-the-counter ingredients manufactured to imitate the appearance of controlled substances. Specifically, DEA has drafted a

Model Imitation Controlled Substances Act which has been enacted by 43 states, encouraged capsule manufacturers to refuse to sell their products to look-alike manufacturers, and established interagency governmental groups at both policy and working levels to coordinate, support, and enhance each agency's program against look-alikes.

II. INTERDICTION AND ENFORCEMENT AT THE SOURCE

Foreign Efforts

President Reagan has ordered the development of a foreign policy that vigorously seeks to interdict and eradicate illicit drugs, wherever cultivated, processed, or transported. This policy is outlined in the 1982 Federal Drug Strategy Report.

The goal of cooperative efforts with foreign governments is to motivate and assist them in developing crop control, drug enforcement, and ancillary programs to reduce the supply of illicit drugs produced, processed, and destined for ultimate delivery to the United States. The primary strategy is to reduce production and interdict narcotics and dangerous drugs as close to the foreign source as possible. Many of these efforts, centered in Latin America and Southwest and Southeast Asia, involve bans on production enforced by crop eradication.

International narcotics control strategies, including support for crop control and interdiction efforts, are coordinated by the State Department. DEA and other federal agencies cooperate both at the federal level and in foreign

countries, where DEA provides technical assistance and training.

The U.S. Government was instrumental in persuading foreign governments to control the production and distribution of dangerous pharmaceuticals being abused in the U.S. By the end of FY 1983, all known major European source countries, as well as the People's Republic of China, had reduced methaqualone production and placed strict controls on its exportation. Colombia also moved effectively to curb imports and exports. The State Department, DEA, and others were involved in this successful initiative.

FY 1983 activities in Latin America and Southwest and Southeast Asia are highlighted below.

Central and South America

Brazil. The State Department has supported the efforts of the Brazilian federal narcotics program since 1981. The Brazilians eradicated 700 kilograms of coca and 1,100 metric tons of marijuana in 1983.

Belize. The State Department facilitated an effort by the Government of Mexico to assist the Belizean Government in eradicating that country's increasing cultivation of cannabis. This effort was assisted in Belize by DEA, which took aerial surveys of production areas that led to the control program. The Mexican Government performed two spray operations. The October of 1983 operation reportedly resulted in the destruction of 560 hectares of cannabis, which was approximately 95 percent of the crop under cultivation in Belize at that time.

Bolivia. After extensive negotiations, the State Department signed four program agreements with the Government of Bolivia on

August 11, 1983, which committed the Government to reducing the production of coca to levels of legitimate need within five years. The initial goal of this project, which began with training special police to establish control in that region, is to reduce coca production in that region by 4,000 hectares during the first two years by eradication. The crop control program is enhanced by a USAID rural development program. Two of the programs involve enforcement enhancement that is being coordinated with DEA elements in Bolivia.

In November of 1983, the Government of Italy pledged \$40 million over the next five years to support United Nations coca control projects in the Andes Region. This marks a much needed involvement by the United Nations in the effort to curb cocaine production in Peru, Bolivia and Colombia.

Colombia. The State Department supports the Colombian National Police effort to manually destroy coca and cannabis plants, and is prepared to support more comprehensive eradication efforts employing herbicidal spraying. When the required environmental reviews are completed, discussions will be held with the Government of Colombia concerning a possible spraying operation there. Recently, the Colombian Government announced its intention to commence a test spraying program.

The State Department also supports drug interdiction programs in Colombia, where officials reported seizing 3,934 metric tons of marijuana and 2.5 metric tons of cocaine. The Department sponsored a Colombian drug abuse prevention conference in September of 1983, at which ranking Colombian officials, health

and social workers, and others addressed the escalating problem of coca paste abuse.

DEA was instrumental in the Colombian Government's recently imposed controls on the importation of the chemical solvent ethyl ether, which is used in the processing of coca leaves into cocaine. This action was taken by Colombia after it was revealed that 98 percent of the solvent imported had no legitimate use in that country.

Mexico. Improved cooperation between DEA and the Office of the Attorney General of Mexico resulted in several new drug-related investigative programs in FY 1983. These produced significant intelligence data for use by DEA and Mexican authorities.

The State Department provides financial assistance to and coordinates with the Mexican government's eradication effort, and supports an aviation maintenance program essential to continuing the aerial eradication program initiated in 1976. The de la Madrid administration has continued to stress the importance of the eradication campaign and has significantly increased the number of opium and marijuana sites destroyed in 1983, virtually doubling the 1982 effort. Another cooperative program with the Mexican government was begun in November of 1983 to test an advanced spray boom mounted on a fixed-wing aircraft that is able to fly more effective spraying patterns at higher speeds and altitudes. If the test proves successful, the plane and boom may be incorporated into the Mexican program.

Peru. In Peru, where the State Department and AID support an effort to reduce illicit drug trafficking in cocaine and its precursors, authorities reportedly seized 85.5 metric tons of coca leaf, 110 kilograms of cocaine, and 4,290 kilograms of coca in 1982. Eradication of coca was finally begun in 1983 under a five year eradication and enforcement project signed in 1981. The Peruvian government destroyed 703 hectares of coca bushes in 1983; an estimated 17,000 hectares of coca are targeted for destruction.

Southwest Asia

Pakistan. In 1983, President Zia implemented a tough response to opiate production. Significant progress was achieved in Pakistan as a result. In 1979, the country produced an estimated 800 metric tons of opium; by 1983, production had declined to an estimated 45-60 metric tons. The Secretary of State and the Attorney General have visited Pakistan to confirm top-level United States interest in improved narcotics control. Pakistan's recent efforts also have been influenced by evidence of rising heroin abuse in that country.

The Government of Pakistan has enforced a ban on opium poppies in settled areas. As part of an understanding under which the Pakistanis control opium cultivation in "merged" areas, where narcotic-related development assistance is being provided, the State Department has established crop substitution projects. One successful project was established in the Malakand Agency, where Pakistan has destroyed poppy fields. An expanded crop substitution project recently has been initiated by the Agency for International Development in the Gadoon-Amazai region. The

United Nations, with the support of the United States and other donors, is considering similar projects in the remaining poppy producing areas.

The Government of Pakistan has also taken steps to increase seizures of heroin laboratories and arrests of traffickers. Forty-three (43) laboratories have been shut down since January of 1982.

Concern about Southwest Asian heroin has not been limited to the United States. A request from the Federal Republic of Germany for increased DEA assistance to confront its Southwest Asian heroin problem has resulted in the assignment of intelligence analysts and special agents to the West German Police at Wiesbaden. An informal understanding continues with the German Customs authorities to expand assistance and cooperation with respect to drug interdiction and control. A sizeable number of Turkish traffickers have been identified by DEA as transporters of Southwest Asian heroin into Western Europe.

Turkey. United States financial support to Turkey, along with narcotics control assistance from other countries, has significantly enhanced Turkish enforcement efforts. The Government of Turkey has been successful in preventing the cultivation of illicit opium, and the United States has encouraged Turkey to increase its activities against refining and trafficking activities. Although Turkey remains a major transiting and refining country for heroin and opium derivatives, the flow of chemicals to border refineries has been interrupted, and traffickers have been forced to establish new routes.

Southeast Asia

Burma. Burma is the largest producer of opium in the Golden Triangle area, with 1983 production estimated at 600 metric tons. The United States has provided Burma with aircraft and communications equipment, which have increased the Burmese government's ability to conduct its eradication, interdiction, and refinery destruction operations. Since United States-Burmese cooperation began in 1974, over 22,484 hectares under poppy cultivation have been destroyed. The government eradicated 11,000 acres in 1982 and more than 79,000 acres in 1983, including areas under the control of the Burmese Communist Party.

Thailand. Opium production in Thailand was estimated to have dropped to about 35 metric tons in 1983 from a level of 57 metric tons in 1982, chiefly because of adverse weather conditions and lower opium prices. All of the opium in Thailand is grown in the north, and much of it is consumed by the estimated 35,000 opium addicts in the region. Although estimates of the number of Thai opium and heroin addicts (300,000-500,000) may be inflated, it is believed that these addicts consume considerably more opium and heroin than Thailand produces, making Thailand a net importer of opiates. Although the State Department has provided assistance to the Royal Thai Government to curtail opium cultivation, this has not yet produced significant results.

In the enforcement area, Thailand's military forces have mounted aggressive attacks against opium traffickers along its border with Burma. This has caused a major disruption of opium warlord trafficking activities. The refining and production of

opium into morphine and heroin has been largely curtailed inside Thai territory, and Burmese trafficking groups have been denied the unobstructed use of Thai territory for sanctuary. The flow of chemicals to border refineries has been interrupted, and traffickers have been forced to establish other routes outside of Thailand. Narcotics control assistance provided to Thai security forces by the State Department, including equipment, operational support and training, has been critical to the Royal Thai Government's control effort.

Thai cooperation with DEA and with the National Police agencies of other countries has resulted in an increasing number of cases which originate in Thailand, but in which the arrest and seizure occurs in other countries.

Domestic Interdiction

Drug interdiction involves the detection, interception, and seizure of illegal drugs entering the U.S., and is achieved by focusing on conveyances (ships, aircraft, cars, trucks, etc.) and individuals approaching U.S. borders. An effective interdiction program comprises many different activities and, in turn, can spawn a variety of investigative leads for other cases.

Successful interdiction requires effective intelligence from various sources so that enforcement personnel can halt the entry of contraband. In the case of cargo, mail, and passengers, this means being able to identify specific individuals or shipments which should be inspected. Common international boundaries and the smugglers' use of transshipment points require close cooperation with foreign governments to provide additional information

and increase pressure on smugglers. Intelligence information is gathered from a variety of foreign and domestic sources.

The arrest of a single transporter often appears, on the surface, to be a small event. Follow-up investigation, however, can produce major cases. A single courier, for example, can help develop important intelligence on methods of smuggling, or can provide a lead to identify top figures in an organization. Initial seizures frequently reveal small or budding organizations, or individual entrepreneurs, which were not known to exist. In some cases, though, they become part of a series of seizures that, over time, link together drug organizations and make them prosecutable under RICO or CCE.

Because enforcement resources are limited, the task of interdiction agencies is to conduct efficient operations. These efforts are now bolstered by using the military to help detect smuggling attempts, as allowed by the exception to the Posse Comitatus Act. By drawing on the military and by obtaining full support from all intelligence sources, law enforcement agencies have recently made significant strides in interdiction.

Interdiction Coordination: The National Narcotics Border Interdiction System

The success of the South Florida Task Force has forced drug smugglers to select alternate geographical areas. To track the shifts in smuggling sites, the National Narcotics Border Interdiction System (NNBIS) was created in March of 1983, under the direction of the Vice President. The mission of NNBIS is to coordinate the interdiction efforts of all appropriate

federal agencies, as well as participating state and local agencies.

NNBIS commenced its coordination efforts in June of 1983, with regional centers established in New York, Chicago, Long Beach, El Paso, and New Orleans. The South Florida Task Force Center in Miami also became a NNBIS regional center, focusing on interdiction and covering the entire southeast region. The six NNBIS regional offices receive and collate all possible intelligence that relates to drug trafficking. Simultaneously, regions maintain a current listing of interdiction resources available, and they maintain liaison with appropriate state and local law enforcement entities.

Based on the intelligence available, the centers assess the regional drug-smuggling threat, set target priorities, and identify appropriate resources (federal, state or local) to interdict the targets. The NNBIS regions recommend action to the agency or agencies identified as being the best suited to interdict the target. NNBIS is not an investigative agency, but rather a coordinating body composed of operations agencies. NNBIS does not direct the participating agencies, because each agency has a variety of missions which could override a drug interdiction case at any time. NNBIS can, however, quickly cut across agency lines to identify resources to interdict a target.

All intercepts of smuggling attempts into the U.S. fall within the purview of NNBIS regardless of which agency, type of conveyance, or method of detection is involved. NNBIS's role ranges from minimal oversight to full coordination, depending upon the assistance required. NNBIS makes every attempt to avoid

impeding or disrupting existing interdictory mechanisms that are already working well.

NNBIS attempts to improve the effectiveness of programs nationally by drawing on the assets and capabilities of as many agencies as possible. Significant improvements have been realized because of the use of Department of Defense resources, increased interdictory intelligence from the intelligence community, and the refinement of air interdiction efforts. Working with Customs and DEA, NNBIS has assisted in developing smuggling profiles concerning routes, conveyances, and nationalities. Working with DEA, Customs, the Department of State, and the Air Force, NNBIS has been making inroads against the use by smugglers of the Bahamas as a transshipment point. Programs in support of the effort include the placement of a tethered aerostat radar in the Bahamas, communications improvements for the area, and the continuation of Operation BAT.

A series of national and regional boards has been set up to oversee NNBIS. The day-to-day efforts of the NNBIS regions are monitored by a small staff in Washington, composed of a Customs Air Officer, a Customs Inspector, a Naval officer, an Air Force officer, and two Coast Guard officers. This group brings a cross section of knowledge of law enforcement needs, military capabilities, national anti-drug efforts, and inter-governmental procedures.

The staff directors are responsible for the day-to-day operations within each region of an Intelligence Information Center, which collates intelligence information, and an Opera-

tions Information Center, which reviews force deployment and resource availability and recommends action to the appropriate agencies.

The federal commitment to NNBIS nationally is 46 Coast Guard, 39 Customs, 10 DEA, 9 FBI, 9 Air Force, 9 Navy, 8 Army, 6 INS, 4 Marine Corps, and 1 ATF personnel. Officers from the Louisiana State Police and New Orleans Police Department work full time in the New Orleans Center; officers from the Texas Department of Public Safety and the El Paso Police Department are in the El Paso Center; and personnel from the Los Angeles Police Department and Los Angeles Sheriff's Office participate in the Long Beach Center. Other state and local enforcement agencies are considering assignment of personnel to the remaining NNBIS regions.

Each agency that participates in NNBIS brings unique capabilities to the overall effort. For instance, Defense personnel identify and establish applications for the use of military assets, while FBI and DEA personnel provide liaison with state and local law enforcement personnel, gather and analyze intelligence information, and serve as points of contact for case follow-up.

Interdiction Enforcement: Agency Activities

Most maritime drug traffic destined for the Atlantic and Gulf Coast regions of the United States originates in the Caribbean, generally from the Guajira Peninsula on the north coast of Colombia. As smugglers proceed northward, they normally pass through one of four channels or "choke points" - natural

geographic passages that funnel passing traffic. Most smugglers who successfully pass through these choke points head for the Bahamas, Florida or the Gulf Coast. A comprehensive Caribbean enforcement strategy was integrated into South America/United States programs in order to maximize the impact against this drug traffic. However, some vessels attempt to avoid the increased law enforcement pressure off Florida by offloading further north along the Mid-Atlantic or the New England seacoasts. Combatting this diverse drug smuggling problem requires close cooperation with foreign governments, particularly in the Caribbean, and the unique contributions of the federal agencies that play key roles in drug interdiction.

Working together, DEA, Customs, the Coast Guard, the State Department, and the Department of Defense support various Caribbean nations in joint efforts to interdict narcotics traffickers. For example, in the Bahamas, the U.S. Embassy in Nassau has worked closely with the Bahamian government, the South Florida Task Force, DEA, and other United States law enforcement agencies to initiate Operation BAT, a cooperative drug interdiction program. Because of the attention, use of the Bahamas as a transshipment area has decreased.

Similarly, the State Department works with foreign nations to develop agreements and provide other assistance in drug interdiction. For example, it has an ongoing program to assist the Haitian Navy in conducting law enforcement surveillance operations in the key Windward Passage. The Haitian Navy made its first drug seizure early in 1983, when it apprehended a boat

transporting nine (9) tons of marijuana.

DEA's cooperative initiatives in the Caribbean area for FY 1983 included the expansion and maintenance of vigorous Special Enforcement Operations designed to significantly reduce the supply of cocaine, marijuana, and counterfeit methaqualone being transshipped through the Caribbean to the United States; the implementation of increased air intelligence and enforcement operations in conjunction with DEA Air Wing operations; and a significant increase in the reporting of drug traffickers' vessel and aircraft lookouts to the El Paso Intelligence Center.

Increased enforcement efforts have also been directed against major traffickers and organizations involved in the smuggling of huge quantities of cocaine, marijuana, and methaqualone entering the Southeastern United States from South America, as shown in the following table:

1983 DEA Domestic Drug Removals*

<u>Drug</u>	<u>FY 1982</u>	<u>FY 1983</u>
Marijuana (kilograms)	1,074,338.9	1,044,648.1
Cocaine (kilograms)	4,946.5	7,659.3
Methaqualone (dosage units)	4,434,731.8	485,044.4

A major decrease in methaqualone seizures is largely attributed to DEA's emphasis on interdicting bulk powder shipments in the international commerce, thereby denying the South American clandestine tableting operations the necessary raw materials.

*(Source, DEA)

The U.S. Customs Service combats smuggling along United States borders with tactical interdiction forces, which include the Customs Patrol and the Customs Inspectors. The primary role of the Patrol is to detect and interdict contraband smuggled across United States borders, arrest violators, and seize contraband, undeclared merchandise, and conveyances used in smuggling. The Patrol also supports the enforcement of other laws administered by Customs and other federal agencies.

The Patrol concentrates the majority of its resources on narcotics interdiction. Officers use marked and unmarked vehicles, airplanes, helicopters, and boats equipped with sophisticated detection and tracking devices. The reallocation of Patrol positions from areas of low threat to the Southeast and South Central Regions, which was started in FY 1982, was completed in FY 1983. In addition, intra-region redeployments were carried out to more effectively address the smuggling threat.

The Patrol has continued to capitalize on legislative changes which permit greater military involvement in law enforcement. This was demonstrated in FY 1983 by the Patrol's increased use of Air Force, Army, Marine, and Navy aircraft.

Customs is planning to acquire more aircraft from the Navy, the first of which is expected to be operational in late FY 1984. These and other planned acquisitions will permit Customs to establish air enforcement programs similar to those in Miami and along the southern border.

During FY 1983, Customs undertook a major program to enhance

marine enforcement. As part of this program, Customs acquired high-speed boats and developed a marine enforcement concept which was successfully tested in the Tampa district.

Supporting the interdictory enforcement efforts of the entire Customs Service are the Contraband Enforcement Teams, which represent approximately five percent of the inspection workteams. These teams, staffed with seasoned inspectors and canine-enforcement officers, and backed by patrol officers, special agents, and import specialists, are a major thrust for Customs enforcement interdictory activities at more than 50 United States ports nationwide. Using intelligence profiles and a variety of interdictory techniques, the teams screen and search cargo shipments, baggage, passengers, vehicles, and, in some instances, vessels and aircraft arriving in the United States.

The Customs Service often works with other federal law enforcement agencies in combatting the narcotics problem in this country. For example:

1. Acting on DEA information, Customs officers at JFK airport found 15 pounds of heroin secreted aboard a Trans-Mediterranean aircraft;
2. Working with Kansas police, the San Antonio Air Branch confiscated 20,000 pounds of marijuana transported by a DC-7 from Colombia to Dodge City;
3. A joint effort by Customs Patrol and Air Support, DEA, and South Carolina officers culminated in a 955-pound Colombian cocaine seizure from a private aircraft; and
4. Working with other law enforcement agencies, Customs

seized 647 pounds of cocaine from a private aircraft that had landed in Lafayette, Georgia.

U.S. Customs Service
Fiscal Year 1983
Narcotics and Related Statistics

Type of Seizure	Inspections	Patrol	Other ¹	Service Total ²
Heroin (lbs.)	322.2	109.3	273.7	593.6
Cocaine (lbs.)	2,312.6	14,934.7	4,489.1	19,601.5
Hashish (lbs.)	1,199.1	1,506.6	665.3	2,209.8
Marijuana (lbs.)	167,343.9	2,424,307.7	306,894.2	2,732,974.5
Opium (lbs.)	23.1	19.1	116.2	78.9
Morphine (lbs.)	.4			60
Other Drugs* (units)	1,550,106	1,481,703	2,475,807	5,592,669
Assets				
General Merchandise	\$ 69.1m	\$ 27.7m	\$ 94.0m	\$ 142.8m
Vessels	21.1m	28.8m	6.3m	33.2m
Vehicles	54.1m	4.9m	8.8m	63.9m
Aircraft	1.1m	10.2m	7.3m	19.1m
Monetary Instruments	26.5m	13.3m	26.9m	50.2m
Arms	\$915,365	\$102,149	\$878,571	Unavailable
Ammunition	13,861	7,858	55,929	Unavailable

* Includes amphetamines, barbiturates, quaaludes, LSD, PCP, etc.
 1. Includes enforcement teams, special agents, dog handlers, and mail examiners.
 2. The aggregate of officer seizures may exceed the national total due to the fact that more than one office type may have been involved in the seizures, with both officers being credited.

The Coast Guard's drug interdiction strategy concentrates on large (60-300 foot) motherships which deliver contraband to smaller, faster contact vessels well offshore. Analysis shows that interdiction of motherships has the greatest potential for disrupting the flow of drugs. In addition to removing other contraband (including hard drugs), one mothership seizure may remove as much marijuana from the market as would 10-20 smaller seizures closer to shore. In short, the Coast Guard gets larger quantities of contraband per unit of effort expended by seizing motherships before they disperse their loads, rather than targeting on the smaller contact vessels.

During the past several years, the Coast Guard has significantly increased the number of cutter patrol days expended for drug interdiction in the southeastern region, and now averages about six major cutters on patrol at all times in waters off the southeastern United States and in the Caribbean.

Two Coast Guard cutters have been relocated to the Seventh Coast Guard District (Florida) from other districts to reduce transit time to their normal deployment areas and to increase quick response capability in high-activity areas. Additionally, a Surface Effect Ship squadron of three vessels formed in Key West, and a cutter assigned to a Haitian interdiction operation provided continuous coverage in the Windward Passage, which resulted in several drug vessel seizures during FY 1983.

The Coast Guard has formed Tactical Law Enforcement Teams in Miami and San Diego. These teams provide specialized training to Coast Guard operating units on both coasts, and provide Coast

Guard boarding officers for Naval vessels and rapid response augmentation for other Coast Guard units. Law enforcement detachments, working under the direction of the Tactical Law Enforcement Teams, provide additional flexibility to respond quickly to geographic "hot spots."

Coast Guard air reconnaissance activities have been increased considerably. New radars and other modern sensors are being purchased for all Coast Guard aircraft, and the long-term purchase of 41 new twin-jet Falcon medium-range surveillance aircraft is complete. Replacement of the Coast Guard's aging fleet of Sikorsky HH-52A helicopters with Aerospeciale HH-65A "Dolphin" helicopters is proceeding. These new ship-deployable helicopters will markedly improve at-sea surveillance capabilities because of their greater range, higher speed, and modern sensors.

During FY 1983, these efforts have provided an increased deterrent value by denying easy access to the United States via traditional maritime routes, and by increasing the cost of doing business for drug traffickers. Trends towards secret compartments (unseen compartments incorporated into the design of a ship for the express purpose of hiding contraband), which were first noticed this year, confirm this. These highly modified ships not only increase the cost to smugglers for obtaining trafficking vessels, but reduce their average load size, thus increasing the number of vessels necessary to ship large quantities of contraband to the United States market.

The Coast Guard's FY 1983 seizure accomplishments are as

follows:

U.S. Coast Guard
Drug and Asset Seizures*

	<u>Seizures by Coast Guard</u>	<u>Seizures by Other Agencies with Coast Guard Assistance</u>
Number of Cases	205	30
Arrests	697	773
Marijuana (lbs.) **	2,286,467	106,311
Cocaine (lbs.)	55.21	1,700.02
Hashish (lbs.)	1	-
Dangerous Drugs (doses)	100	-

While military personnel are prohibited from direct assistance to civilian law enforcement authorities (e.g., search, seizure), recent legislation allows the use of available military resources in providing information and equipment support to law enforcement agencies. All three military departments, including the Marine Corps in the Navy Department, actively participate across the entire United States and the Caribbean. These efforts include assistance to the enforcement agencies' detection and surveillance efforts and the exchange and sale of equipment.

Support to detection and surveillance efforts is provided in a number of ways. The Army, Navy, and Marine Corps have flown

* (Source, United States Coast Guard).

** Some of the statistics cited in this report may reflect multiple counting of single seizures. Measures are currently being studied to remedy and eliminate any such future statistical duplication.

support missions in the Southwest, along United States coastlines, and as part of open-ocean missions. Army ground radars have been employed in the Southwest. Navy and Marine Corps air-search radars have been employed in Guantanamo Bay operations. Marine Corps radars are routinely employed along United States borders. The Air Force contributes aerial surveillance, which is conducted as incidental to normal military operations or training.

An enforcement action which began on June 22, 1983, illustrates the value of military support. Customs personnel in Guantanamo, Cuba, detected a suspect aircraft on radar. A Customs Citation aircraft was launched to intercept the suspect aircraft and before the enforcement action was completed, a Navy E-2C, Marine Corps OV-10, and Army Cobra and Black Hawk helicopters were involved. The suspect aircraft, a Lockheed Lodestar, dropped bales of marijuana after being followed into Georgia. In attempting to land, it crashed and burned, killing the two occupants and destroying the rest of the load.

The Navy has transported prisoners of the Coast Guard, and has further assisted the Coast Guard in stopping suspect vessels at sea after technical control of the Navy ship was transferred to the senior Coast Guard officer on board.

The Naval Investigative Service conducts drug interdiction operations in foreign ports visited by United States Navy vessels. The Naval Investigative Service cooperates in case development against foreign traffickers under investigation by foreign civil law enforcement authorities. The Naval Investigative Service program is largely directed against marijuana,

cocaine and hallucinogens, although heroin-suppression operations also have been conducted in Israel, Italy, Lebanon, Pakistan, and Thailand.

Other Defense Department support in FY 1983 is presented below.

Department of Defense*
Support to Detection and Surveillance Efforts

<u>Service</u>	<u>Equipment Used</u>	<u>Amount</u>
Navy and Marines	E2-C, OV-10D, and P-3 Aircraft	3,000 hours
	Air-Search Radars	1,000 hours
Air Force	AWACs 9E-3	34 missions
	B-52	55 missions
	C-130	22 sorties

The interdiction of drugs, particularly along the southern coastal and border areas of the United States, remains a significant problem for Department of the Interior law enforcement officials. The Department implemented new policy initiatives in 1983, directing strong leadership of its bureaus and agencies in the interagency effort directed at drug interdiction on Department lands. The South Florida Task Force, led by the Department of Justice, included the significant efforts by the National Park Service and the Fish and Wildlife Service. There is strong evidence that the coastal seashore parks and refuges are experiencing

* (Source, Department of Defense)

increases in drug transactions and drops because of their remoteness and accessibility by land, water and air.

The largest interdiction of marijuana has been in the Southeast Region, where bales of marijuana have washed up on shore, particularly along the Florida coast. The Everglades National Park reported recovering about 40 bales. In one instance, an airplane being chased over the park tossed out 20 bales, 16 of which were recovered. In addition, six boats were confiscated. Biscayne National Monument reports nine incidents involving the recovery of 199 bales. Cape Hatteras National Seashore reported the recovery of one bale, and Cumberland Island reported two incidents involving the recovery of four bales. On several occasions, aircraft have landed on the beach and apparently met backpackers.

Within the Department of Commerce, drug law enforcement responsibilities are carried out by the National Oceanic and Atmospheric Administration. That Administration's involvement with drug law enforcement efforts has generally been limited to occasional drug interdictions by National Marine Fisheries Service special agents and suspect vessel sighting reports provided by the National Ocean Survey.

Narcotic interdictions by National Marine Fisheries Service agents and deputized state officers have occurred primarily in the waters of the Southeast. Fishery patrols off South Florida have encountered a number of fishing vessels containing significant marijuana cargoes. Because litigation arising from seizures and arrests in these cases suggested that National Marine Fisheries Service agents and deputized state officers

needed the authority to take appropriate action when drugs are discovered aboard fishing vessels, the Magnuson Fishery Conservation and Management Act was amended. The amendments provide Marine Fisheries Service agents and deputized state officers with the authority to make arrests in federal felony cases which take place in their presence or where they have reasonable cause to believe a felony is being committed. This authority is delegated to cooperating state conservation agencies through tripartite enforcement agreements with the National Marine Fisheries Service and the United States Coast Guard.

Domestic Source Reduction

Domestic Eradication

Enhanced enforcement action in 1983 resulted in a higher percentage of cannabis plants being sighted and eradicated than in fiscal year 1982. It is estimated that close to four million plants were destroyed by law enforcement officers. Arrests increased, as did seizures of greenhouses and other indoor growing operations. Aggressive enforcement action has forced growers to cultivate fewer plants and to disperse them over wider areas, thus greatly increasing the growers' logistical and security problems. These efforts have been carried out primarily by state and local law enforcement authorities with support from the federal government. ^{4/}

^{4/} An excellent example of this effort occurred in California where the California National Guard airlifted teams of federal, state and local enforcement officers to large, remote marijuana fields to destroy plants.

In fiscal year 1983, DEA's Domestic Marijuana Eradication/Suppression Program was expanded to include 40 states, 15 more states than had participated in the 1982 program. DEA's role in this cooperative venture is to encourage state efforts, and to contribute funding, training, and investigative and aerial support to state and local law enforcement agencies engaged in domestic marijuana eradication and suppression. A total of \$2.4 million was allocated in DEA's FY 1983 budget for the program, \$1.7 million of which was provided directly to state and local agencies to help offset the expenses of their eradication efforts. These funds helped pay for overtime and per diem, vehicle and aircraft rental, operating expenses, and the purchase of equipment.

DEA sponsored 17 training schools during FY 1983. This was a substantial increase over FY 1982 when only four sessions were conducted. These schools trained 624 state and local officers.

DEA committed 12 aircraft to complement state and local air surveillance efforts. Eradication efforts resulted in the destruction of 3,793,943 marijuana plants in 70,572 plots, the arrest of 4,318 individuals and the seizures of 984 weapons.

The use of paraquat was one aspect of the Drug Enforcement Administration's Domestic Marijuana Eradication and Suppression Program in Fiscal Year 1983. Paraquat was used to eradicate cannabis in the Chattahoochee National Forest in Georgia and in the Daniel Boone National Forest in Kentucky during August of

1983. This action led to court challenges ^{5/} by environmental groups, and it resulted in a consent judgment whereby DEA agreed that it would not use paraquat on federal lands until an Environmental Impact Statement could be completed. DEA's aggressive eradication efforts in cooperation with state and local law enforcement agencies will continue.

The Secretary of the Department of the Interior issued a Drug Enforcement Plan in July of 1983 to direct and guide a coordinated effort to reduce the supply of drugs on all Department of Interior lands. The Department-wide approach provided systematic and credible narcotic activity reporting for the first time.

Under this plan, an extensive new field survey of lands suitable for potential cannabis cultivation will be conducted by each bureau of the Department of the Interior. The bureau or

^{5/} On November 8, 1983, a consent judgment was entered into by all parties to a lawsuit which had challenged the spraying of paraquat on marijuana growing in the national forests. Pursuant to the judgment, the Drug Enforcement Administration agreed to prepare an Environmental Impact Statement (EIS) in accordance with the requirements of the National Environmental Policy Act (NEPA), with DEA being enjoined by the court from any further spraying activities until the EIS was approved by the Environmental Protection Agency. Part of the irony in this action is that approximately seven million pounds of paraquat are used annually in the United States, primarily by agricultural farmers on food crops, and paraquat is a comparatively safe (biodegradable) and cost-efficient herbicide. While farmers had not joined in the underlying litigation concerning the DEA-supported spraying operations, some farmers were concerned that the court might have enjoined all use of paraquat. Such an action would have had a highly damaging effect on the viability of no-till farming and might have ended up increasing the cost of many crops. As it stands now, DEA has conducted public hearings on its proposed spraying operations and is preparing an EIS for submission to the EPA.

office cannabis coordinator will maintain an index map showing the cannabis locations for use and reference by the Department.

Bureaus and offices of the Department of the Interior have been ordered to develop ongoing programs to eradicate cultivated cannabis on Department of the Interior lands. Eradication and suppression procedures may include the responsible use of herbicides. Bureau directors will ensure that the bureau staff and field locations take immediate actions to report any known or suspected locations of cultivated cannabis plants. They also will ensure that a thorough inventory of all probable cannabis locations will be conducted. In order to respond to the requirements of the Executive Office of the President and Congress, monthly reports of detection, eradication, and associated law enforcement action will be prepared. Bureaus or offices who have employees in field locations will require reports of cannabis cultivation in any federal land area in the vicinity of Department of the Interior lands. Interior Department authorities will contact local DEA agents for their reporting requirements and will establish a continuous line of communications to insure the appropriate handling and disposition of all controlled substances. There are 40 DEA domestic cannabis coordinators in the United States.

By the end of the crop year 1983, the Interior Department had eradicated 41,725 cannabis plants from its lands. In 1983, the Department of the Interior began an extensive research program in cooperation with the United States Forest Service and

DEA to explore and analyze new cannabis eradication techniques for alternatives to the manual labor intensive conventional means.

During the 1983 summer season, the Department was involved cooperatively in an interagency task force initiative for the purpose of consolidating efforts in the detection and eradication of cultivated cannabis in Northern California and Western Oregon. The initiative, which involved the U.S. Forest Service, DEA, the Bureau of Land Management, the Bureau of Indian Affairs, the National Park Service, and the Fish and Wildlife Service, provided a model cannabis detection and computerized intelligence data system. The program became integrated into the State of California's Campaign Against Marijuana Planting program and formed a catalyst for the State of Oregon's interagency program.

The National Park Service participates in the joint federal and state eradication program in Hawaii, known as the "Green Harvest." This program has been instrumental in removing the dangerous activity associated with the cultivation of the wildlands of Hawaii. In addition, in 1983, the Park Service directed major investigative activity within Hawaii Volcanoes National Park which led to 21 felony arrests and convictions for the cultivation of cannabis.

A major interagency eradication effort in the United States Trust Territory of the Pacific netted 3,347 cannabis plants which were being used to produce sinsemilla on the island of Peleliu, Republic of Palau. The joint effort involved the United States Coast Guard, DEA, the Department of the Interior and the Palau

Department of Public Safety. This project was the first major cannabis eradication program conducted jointly in the Trust Territory. It should provide a strong signal to all island governments in the Trust Territory of the involvement and commitment of the United States in halting drug trafficking.

The Interior Department's 1983 crop eradication achievements are summarized below:

<u>Department of the Interior</u> <u>Cannabis Crop Eradication</u>			
	<u>Number of Plants</u> <u>Detected/Reported</u>	<u>Number of Plants</u> <u>Destroyed</u>	<u>Number of</u> <u>Arrests</u>
National Park Service	7,988	All Reported	24
Fish and Wildlife Service	1,426	All Reported	3
Bureau of Land Management	16,184	15,854	8
Bureau of Indian Affairs	5,280	All Reported	18
Trust-Territory Pacific Islands	10,847	All Reported	2

Domestically, eradication involving military equipment has been done by the National Guard acting under state or gubernatorial authority, which expressly allows, in most state constitutions or by state statute, the use of such forces for law enforcement related purposes. During FY 1983, three states conducted a total of eight aerial surveillance missions and reported watercraft and cannabis plant sightings to drug enforcement authorities. In addition, the states of Hawaii and California have conducted

* Includes 11,301 naturally occurring plants. (Source, Department of Justice)

30 missions in support of law enforcement marijuana suppression operations involving 321 National Guard personnel and the eradication of large quantities of cannabis plants.

Clandestine Laboratory Seizures

In fiscal year 1983, a total of 241 clandestine laboratories were seized in the United States, which represents a 14.2 percent increase over the preceding fiscal year. This increase continues a trend which has been observed over the past two years.

The laboratories seized were involved in the production of 15 different kinds of controlled substances. Methamphetamine laboratories were by far the most numerous in most parts of the country, accounting for 50.6 percent of all seizures. Phen-cyclidine (PCP) laboratories ranked second with 19.5 percent of the total. Amphetamine laboratories ranked third for the fiscal year with 10.3 percent of the total. Together, these three types of laboratories accounted for more than 80 percent of all FY 1983 seizures, another trend which continues from previous years. Many of these laboratories were well equipped and were capable of producing extremely large quantities of illicit drugs. In fact, this year yielded the highest number of producing laboratories ever seized in one year. The dosage-unit capacity for several laboratories was well into the millions.

The greatest number of methamphetamine laboratory seizures occurred in DEA's Houston and San Francisco Field Division areas. DEA's Washington Field Division led the country in overall numbers of PCP laboratories seized with 18 such seizures. However, the single largest PCP laboratory seizure occurred at a

log cabin in Thompsonville, New York (near the resort area of Monticello). This seizure, on July 2, 1983, stemmed from a concerned citizen's report. The laboratory was stocked with barrels of chemicals and had been in operation at that and other locations since 1979. This laboratory is believed to have been the source of supply for most of the PCP then available in New York City.

More amphetamine laboratories were seized in the Dallas Field Division area than anywhere else in the country (12 in all), but the largest single amphetamine laboratory ever encountered was seized in Richmond, California, in late September. There, an industrial chemical plant was found to be manufacturing amphetamine on a commercial scale. This plant had more than one million dollars worth of equipment and chemicals, giving it the capability of producing several hundred pounds of amphetamine per batch on a daily basis. This same plant was reported to have been involved in the legitimate manufacture of "medfly" insecticide two years ago.

Aside from the very large laboratories cited above, the remainder of the clandestine laboratories seized last year were, for the most part, more modest operations capable of manufacturing only several ounces or a few pounds of dangerous drugs or other controlled substances at a time. In most cases, laboratories were set up in houses or apartments. In some instances, the laboratories were located in rural areas, some right out in the woods. PCP laboratories, in particular, require little more in the way of equipment than a couple of plastic buckets and a

stirring paddle to make thousands of dosage units of this deadly hallucinogen. Thus, they can be set up almost anywhere.

FY 1982 and 1983 laboratory seizures are depicted below:

DEA Clandestine Laboratory Seizures*

<u>Type of Laboratory</u>	<u>Number of Laboratories</u>	
	<u>1982</u>	<u>1983</u>
Methamphetamine	114	122
Amphetamine	15	25
PCP	47	47
Methaqualone	15	11
Hashish Oil	0	4
Cocaine	4	10
Other Hallucinogens	9	12
All Other Drugs	7	10
<hr/>	<hr/>	<hr/>
Total	211	241

III. ACTIVITIES IN SUPPORT OF ENFORCEMENT

The ultimate success of any law enforcement effort depends, first, on the quality of the information available on the targeted activities and, second, on the skills of enforcement personnel in using that information to develop prosecutable cases. Every federal agency involved in drug enforcement is also engaged in the gathering and, equally important, the sharing of intelligence. To learn the skills needed to seek out the right

* (Source, DEA).

information and then make the best use of it in a case, enforcement personnel at every level must be rigorously trained in the most practical techniques. This section describes federal intelligence efforts and training programs conducted both in this country and abroad.

Intelligence

A major goal of the Administration's drug enforcement strategy is to bring to bear the full range of federal, state, and local government resources to halt the flow of drugs and apprehend those responsible for transporting and distributing them. The effectiveness of cooperative efforts by the many federal, state, local, and foreign agencies involved in drug law enforcement is dependent upon the availability of adequate, timely, and reliable intelligence concerning drug trafficking.

The primary responsibility for drug intelligence was assigned to DEA in 1973. Contained within DEA's intelligence files is the collective historical documentation often necessary to prove CCE or RICO violations. During the past year, DEA analysts have provided operational case support in the form of central file research and case analysis on forty-seven (47) heroin investigations, twenty (20) cocaine investigations, eight (8) marijuana investigations, three (3) dangerous drug investigations, and twenty (20) heroin investigations that involve traditional organized crime figures. Domestic intelligence is collected by, and shared among, a number of agencies through the El Paso Intelligence Center (EPIC).

Foreign Intelligence

The Drug Enforcement Administration's Special Field Intelligence Program (SFIP) meets a wide variety of intelligence requirements and includes the gathering of financial intelligence and tracking the production, smuggling, and trafficking of narcotic raw materials, including coca, opium poppy, and cannabis. This intelligence is used by DEA and other U.S. agencies, in coordination with host governments, to develop integrated federal and international strategies against narcotics.

Among the armed services, overseas information sharing is coordinated through service criminal investigative activities with host law enforcement authorities, as well as through international police organizations and the appropriate DEA and State Department narcotics attaches and coordinators at the American Embassy.

The Central Intelligence Agency (CIA) collects, analyzes, and disseminates intelligence on foreign aspects of narcotics production and trafficking. Over the next five years, the CIA plans to upgrade its capabilities to gather and assess narcotics-related intelligence.

The CIA publishes intelligence studies based on the analysis of all source narcotics intelligence reporting. These publications include estimates of foreign drug crop production, analysis of trafficking routes and the structure of international drug-trafficking organizations, information on narcotics-related corruption, political considerations of foreign drug trafficking,

and the economics of the illicit drug trade. The development of this model is being coordinated with DEA and the National Institute on Drug Abuse. Both agencies currently are funding research on drug prevalence estimation and drug abuser behavior patterns.

The CIA is also conducting research to develop technologies which can be used to detect narcotics. These efforts may result in discoveries that will be useful in drug interdiction and eradication efforts.

The Directorate of Operations focuses its efforts on the development of human sources to collect narcotics intelligence. These efforts, which are generally highly classified and extremely sensitive, are targeted against nearly every aspect of the illicit narcotics trade.

The National Intelligence Council includes a National Intelligence Officer for Narcotics who is responsible for national intelligence on narcotics and for the development of intelligence community programs on narcotics. This officer has coordinated assessment and production efforts of the intelligence community over the last year and has acted as chairman for three National Intelligence Estimates on narcotics topics. Several other estimates are currently being prepared. He is also developing a model to simulate heroin supply and demand which may serve as a prototype for other such models for cocaine and marijuana.

CONTINUED

1 OF 2

Domestic Intelligence

The National Narcotics Intelligence Consumers Committee is chaired by DEA's Deputy Assistant Administrator for Intelligence, and includes representatives of DEA, the FBI, INS, Treasury Department, Customs, IRS, Coast Guard, State Department, Department of Defense, White House Drug Abuse Policy Office, and the National Institute on Drug Abuse. Representatives of the CIA and the National Security Agency participate as observers. Committee members share intelligence and prepare the most comprehensive estimate available on the supply of illicit drugs in the U.S. market, including the origin and volume of the illicit drugs, trafficking routes, modes of transportation, smuggling methods, points of entry, consumption trends and money flows associated with drug trafficking. The committee also coordinates and publishes intelligence collection requirements, which form the basis for collection efforts.

As required by the 1982 Federal Strategy, DEA prepared an extensive National Narcotics Intelligence Consumers Committee study in 1983, entitled "An Evaluation of the Methodologies for Producing Narcotics Intelligence," to document and assess the methods and types of data used in producing intelligence estimates concerning the production, consumption, and informal price structure associated with drugs of abuse. Information derived from the member agencies of the Intelligence Consumers Committee on the production and use of illegal drugs is published in DEA's Narcotics Intelligence Estimate, an unclassified national assessment. This is the most comprehensive estimate

available on the supply of drugs to the illicit United States market and the money flows associated with the traffic.

The El Paso Intelligence Center (EPIC) provides an intelligence clearinghouse for drug enforcement information. It is a unique facility that provides continuous intelligence support to agencies at the federal, state, and local levels. EPIC is a cooperative effort staffed by personnel from DEA, FBI, Customs, IRS, ATF, Coast Guard, INS, Marshals Service, and the Federal Aviation Administration. In addition, EPIC has a working agreement with state and local agencies in 47 states.

The primary responsibilities of EPIC include exchanging time-sensitive information dealing with drug movement and providing support to the programs of participating agencies in the areas of alien and weapons smuggling. EPIC's access to a variety of automated data bases insures comprehensive and up-to-date intelligence for member agencies. The computer data bases include: The Narcotic and Dangerous Drugs Index System (NADDIS), which is DEA's primary automated data retrieval system; Pathfinder, an intelligence support system; the Treasury Enforcement Communications System (TECS); the FBI's National Crime Information Center (NCIC); and the INS's Master Index Remote access computer. EPIC also maintains its own data retrieval system to facilitate rapid access to operations and analyses on file.

It is now possible to prepare area assessments in a largely automated fashion with only minimal expenditure of personnel time. Extensive support in the form of special assessments,

reports and real time tactical intelligence is furnished to the National Narcotics Border Interdiction System. Special emphasis has been placed on intelligence concerning maritime and aeronautical methods of transporting contraband.

EPIC reported 221,970 transactions during FY 1983, an increase of 17 percent. This gain was concentrated in vessel and aircraft/pilot transactions, which comprised 56 percent of EPIC activity. During FY 1983, over 7,500 intercepts were analyzed by the Center for timely tactical intelligence and to determine methods of operation and the location of key facilities. In addition to many drug-related vessel and aircraft seizures, dozens of land-based radio stations used by traffickers have been identified and located. A separate operation monitors the movement of general aviation throughout Central and South America and the preferred trafficking areas of the Caribbean. More than 2,000 aircraft movements each month were relayed to the El Paso Intelligence Center by thirteen foreign countries. Actionable targets were identified by EPIC and then passed to appropriate enforcement elements. This resulted in the seizure of 44 aircraft, \$5,170,949 in currency, 58,863 pounds of marijuana, 77 pounds of cocaine, and 47 arrests during FY 83.

EPIC assistance also bolstered drug and asset seizure efforts in FY 1983, as seen in the following chart:

Drug and Asset Seizures*
with EPIC Participation

<u>Drugs</u>	<u>Amount</u>
Heroin	5,877 grams
Cocaine	4,248 pounds
Marijuana	2,221,387 pounds
Methaqualone	384,616 dosage units
Hashish	59 pounds
Hashish Oil	12 kilograms
<u>Assets</u>	
Aircraft	125
Vessels	147
Monies	\$5,747,605

In FY 1983, the Drug Enforcement Administration's Office of Intelligence performed a wide variety of operational and strategic functions. Individual sections focused on particular drugs or geographic areas, and a newly established Financial and Special Intelligence Section was responsible for the coordination of financial investigations and the analysis of intelligence community information pertaining to such investigations.

DEA develops information resulting in many successful enforcement operations against major drug traffickers through the use of Special Field Intelligence Programs. These programs are designed to close gaps in intelligence gathering that cannot be filled by conventional collection methods. They assist in

*(Source, DEA).

gathering timely and accurate information on worldwide production, smuggling, trafficking, and trends, especially in areas of denied access.

Other activities, such as the Domestic Monitor Program (which identifies origin, price, and purity of samples), provide an early warning of fluctuations in domestic drug availability. For example, during FY 1983, a joint DEA/National Institute on Drug Abuse Project was initiated to utilize field investigators to monitor "street level" abuse and availability trends for stimulant, depressant, and hallucinogenic drugs, in addition to marijuana and cocaine. The goal of this project is to determine the scope of the retail traffic of these substances and to identify emerging patterns. DEA also publishes the Monthly Digest of Intelligence, the Quarterly Intelligence Trends, and other publications, which provide other agencies with geographic expertise, assessments, estimates, and warnings on drug availability, production, trafficking, and trends.

Another type of intelligence support which is being provided to field operations is the Pathfinder system. This system is designed to file intelligence information and then correlate and respond to inquiries. Pathfinder terminals and user training were provided to most DEA field divisions in FY 1983.

Like the FBI, DEA centralizes all investigative case records at DEA Headquarters. DEA uses the Narcotics and Dangerous Drug Information System (NADDIS) as a centralized index of all drug investigative information. This ADP system is available in all DEA domestic offices and 19 foreign posts, and will ultimately be

available in many more overseas offices. The Federal Bureau of Investigation also is transmitting drug-related intelligence to DEA for input into NADDIS.

The DEA and FBI also have initiated a system to share intelligence on traditional organized crime figures collected by both agencies. The objective is twofold: To make FBI users of the Organized Crime Information System aware of the traditional organized crime data DEA maintains, and to make DEA users of NADDIS aware of traditional organized crime data maintained by the FBI.

DEA special agents and intelligence analysts have participated in several joint FBI/DEA conferences where intelligence is shared and discussed. A number of significant case developments have occurred as a result of these gatherings. DEA intelligence analysts have also provided training in tactical, operational, and strategic narcotics intelligence collection and analysis techniques to FBI analysts. Continued cross-training of analysts from both agencies is planned.

The Internal Revenue Service performs domestic collection of foreign intelligence as it relates to United States taxpayers using contacts with other law enforcement agencies, confidential sources, news media reports, and public record information. IRS also participates in such cooperative efforts as INTERPOL, EPIC, and the Treasury Enforcement Communications System.

Training And Other Support

Foreign

The training of enforcement personnel from other countries

is a key element in U.S. efforts to reduce the flow of illicit drugs into the U.S. and to assist foreign governments in combatting their own narcotics problems. International narcotics law enforcement training is provided by DEA and Customs with funding provided by the State Department. These programs are designed to increase the effectiveness of foreign drug enforcement, to open channels of communication, and to enhance cooperation among foreign countries in order to reduce the flow of illicit drugs entering the U.S.

The Drug Enforcement Administration conducts training programs both in-country and at the Federal Law Enforcement Training Center (FLETC). The majority of this training is performed in-country and, in FY 1983, 1,524 foreign officials in 85 countries received in-country, narcotics control training. In-country training programs included basic drug enforcement, skills intelligence collection and analysis, supervisory and management training, methods of instruction, and special schools designed to meet specific needs, such as specialized training for prosecutors and the judiciary.

DEA also provided training at FLETC and, in FY 1983, conducted four Advanced Drug Enforcement Officers Academies for 90 students and two regional schools for 50 students. These students represented 56 countries. DEA also cooperates with various international and regional organizations in the conduct of jointly sponsored schools or by providing instruction and materials for conferences and seminars.

DEA's Executive Observation Program provides individualized

programs for narcotics enforcement policy level foreign officials which designed to further acquaint them with U.S. and DEA enforcement, intelligence, regulatory, and training operations. In Washington, D.C., the participants tour DEA Headquarters and meet with senior officers of each organizational element. Officials from other federal agencies involved in the suppression of international drug traffic often are included. Field trips allow the visitors to observe enforcement procedures in field offices, intelligence centers, and research laboratories on a federal, state, and municipal level. In FY 1983, ten Executive Observation Programs were conducted.

In most instances, there are immediate enforcement results accomplished by the police officer after receiving training. However, DEA training efforts in overseas programs are most often long-range and can best be seen in overall changes in enforcement techniques and objectives. The program planning and institution building, which are themselves some of the primary goals of the DEA overseas training program, are measured in overall policy and attitude changes by the host governments rather than short-term enforcement.

Host country law enforcement officials throughout the world report that DEA training programs have been beneficial in a number of areas, not the least of which is increased cooperation between DEA and the host governments. This cooperation translates, in the long run, to increased and better enforcement. Examples of immediate and continued use of DEA training by graduates of the training programs during FY 1983 are:

ITALY - 400 pounds of high-grade heroin seized by graduates of a recent DEA school.

TURKEY - 400 pounds of high-grade heroin seized by graduates of the DEA in-country school shortly after completion of their training.

PAKISTAN - The Deputy Director of the Pakistan Narcotics Control Board (PNCB) stated that "virtually all of the successful narcotics investigations and seizures made in Pakistan have been made by DEA trained officers."

THAILAND/SWITZERLAND/AUSTRALIA - Seizures totaling in excess of 177 kilograms were made in these countries by participants of DEA schools within months after graduation.

BOLIVIA - Major Carlos Sanchez and Captain Hector Choque command a Special Narcotics Investigative Group which was set up in Bolivia immediately after their graduation from the DEA school at Glynco, Georgia. In addition, graduates of a recent Advanced International Drug Enforcement Officers' Academy were instrumental in the seizure of a cocaine laboratory in La Paz, Bolivia, within weeks after their graduation.

BRAZIL - Within the last three years, the Brazilian Federal Police have begun to conduct financial investigations of drug traffickers. In one case, approximately \$2 million in assets was seized. Every major investigation now includes a financial aspect. This is directly attributable to DEA's emphasis on and training in financial investigations.

The U.S. Customs Service's Executive Observation Program, designed for heads of foreign customs organizations and other

high-ranking officials, provides an opportunity to meet with U.S. Customs executive management in Washington, followed by observational visits to selected U.S. ports of entry. The Mid-Management Seminar allows mid-career managers the opportunity to meet with colleagues from several foreign countries to discuss narcotics interdiction techniques. The Narcotics Detector Dog Program is conducted at the Customs Canine Enforcement Training Center in Front Royal, Virginia. The classes provide instruction in the basics of managing detector dog programs, as well as actual dog-handler skills.

The State Department, working closely with DEA, has provided training and logistical support to the Pakistan Narcotics Control Board and Pakistan Customs. This support includes vehicles, technical aids, and enforcement training in Islamabad. Improved communications equipment, both fixed station and mobile, has also been provided in substantial quantities to Pakistani enforcement agencies.

Using U.S. resources and personnel trained with U.S. assistance, the Pakistan Narcotics Control Board is currently establishing joint narcotics task forces. These will include police, customs, and tax enforcement personnel in the major population and narcotics-trafficking centers of Pakistan.

With U.S. assistance, the Royal Thai Government has equipped and trained a new narcotics law enforcement operation. Improved law enforcement has resulted in increased arrests and seizures, with greater emphasis being placed on the disruption of major trafficking organizations.

The U.S. has provided Burma with aircraft and communications equipment which have increased the capabilities of the Burmese government to conduct its eradication, interdiction, and refinery destruction operations.

Domestic

DEA and other federal agencies provide entry-level and advanced training for federal personnel and multi-level training in drug enforcement skills to state and local officials.

Federal

The Drug Enforcement Administration's internal training is designed to develop and maintain a professional work force. It provides entry-level and advanced training for DEA special agents, diversion investigators, and intelligence analysts. In 1983, in response to the establishment of the Organized Crime Drug Enforcement Task Forces, DEA conducted ten entry-level special agent classes. This represented a 500% increase in the number of Basic Agent classes conducted in prior years. In addition to the entry-level special agent classes, DEA also provided specialized and advanced skills training in intelligence collection, intelligence analysis, conspiracy, asset removal, reverse undercover investigations, clandestine laboratories, individualized in-service training, marine law enforcement, specialized diversion investigations, and regional in-service training.

With the delegation of concurrent Title 21 jurisdiction to the FBI, DEA prepared a 20-hour orientation course to be used for

training of FBI personnel in field divisions throughout the country. Similarly, the FBI prepared a six-hour course for DEA Agents covering Title 18, along with an overview of the structure and resources available within the FBI.

More than 1,100 hours of legal instruction were provided to FBI agents by DEA attorneys in FY 1983. This represents a tripling of the hours of legal instruction conducted by DEA over the past two years.

DEA also developed a special course for FBI supervisors and special agents. Through September of 1983, 16 such classes were given and more than 560 FBI special agents received in-depth training. Another course has been developed by DEA for all new FBI agents going through training at Quantico, Virginia. To date, over 550 new agents have received this training prior to graduation.

The Federal Bureau of Investigation and Drug Enforcement Administration recently co-sponsored a training program for FBI and DEA field supervisors on international money-laundering schemes. The course was designed to enhance the investigative capabilities and intelligence collection efforts of both agencies. The FBI has also recently conducted technical training for DEA personnel at Quantico regarding the support services necessary in handling Title III electronic surveillances.

The Department of Justice's Criminal Division has provided a number of instructors for advanced DEA training courses. In addition, the Division and DEA sponsored a National Drug Trafficker's Prosecution Conference and a number of regional

schools for drug prosecutors and agents. In FY 1983, the Division published legal monographs on Federal Grand Jury Practice and the Investigation and Prosecution of Illegal Money Laundering, as well as a monthly Narcotics Newsletter for drug prosecutors and agents.

State and Local

The Drug Enforcement Administration's state and local training programs provide training in basic drug law enforcement, advanced and specialized skills, and management and leadership for state, local, military, and other federal personnel. To obtain maximum utilization of law enforcement personnel from the various levels of government, DEA has developed and conducted training programs specifically geared to those drug law enforcement activities in which the different agencies will be involved. The majority of this training is conducted by Divisional Training Coordinators in the field who in FY 1983 trained 2,806 state and local officers in basic drug law enforcement and 238 in advanced drug law enforcement. These coordinators also conducted specialty seminars for 2,419 state and local officers.

The Internal Revenue Service offers a training course on financial investigative techniques to state and local investigators developed for the use of those who investigate white collar and related crimes.

The Department of the Interior requires its field personnel to participate in a curricula identification training program. Drug education training is required for Bureau of Land Manage-

ment employees and for the benefit of state and local law enforcement agencies. The training has been requested by three states for police training and the syllabus is being studied by the Federal Law Enforcement Training Center, Glynco, Georgia, for future drug-related training. The Department of the Interior has also established a continuing drug training program for police and hospital employees of the island governments in the Trust Territory of the Pacific Islands.

END