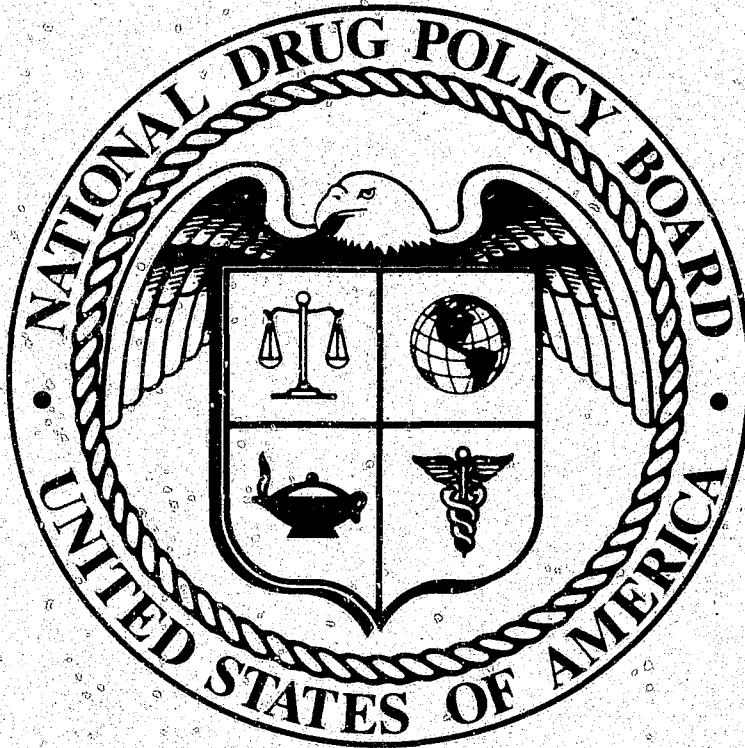


National Drug Policy Board

Progress Report 1987



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July 1988

PREFACE

On March 26, 1987 the President signed Executive Order 12590 creating the National Drug Policy Board. The Policy Board centralizes oversight for all Federal drug control programs targeted at reducing the demand for, and supply of, illicit drugs. It expands the scope of the National Drug Enforcement Policy Board and builds upon the successes of that organization.

In May 1987, the National Drug Policy Board issued its "Lead Agency" Directive identifying lead agencies in nine areas: Intelligence, International, Interdiction, Investigation, Prosecution, Prevention Education, High Risk Youth, Mainstream Adults, and Treatment.

This report describes Lead Agency Committee structure and goals as well as Federal drug control accomplishments for Fiscal Year 1987.

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CHAPTER I: INTRODUCTION

The nation stands at a critical juncture in the struggle against the illegal use of drugs, one defined by the intersection of two highly visible and seemingly contradictory trends of decreased use and increased drug-related crimes, deaths by overdose, AIDS, births of drug addicted and drug-impaired babies, and even the destabilization of national governments by traffickers in drug-producing countries.

The shift in attitudes away from illicit drug use and drug users is an extraordinary success story. Today most Americans know the dangers and are intolerant of drug use. Young people have been the primary target of the intensive education and prevention efforts ordered by President Reagan and energized by the moral leadership of First Lady Nancy Reagan. The crusade against drug use is symbolized by three words the First Lady offered our children--Just Say No. This crusade will prove to be one of the most significant investments ever made in the future of this nation. Because knowledge and attitudes are the bedrock of behavior, we can be confident that the next generation will reject illegal drugs in record numbers.

The discouraging trend is the product of the long-term consequences of the myth that illegal drug use is glamorous, harmless, or victimless. Much of the contemporary demand for illegal drugs is driven by people who began using drugs in the 1960s and 1970s. Their continued use today supports a vast underground market in illegal drugs that is as expensive as it is deadly. While the pool of people using drugs has diminished, we find that that pool's drug consumption has risen. The destructive effects of illegal drug use predictably have increased and worsened.

Overall, however, 1987 saw changes on the domestic, international, and bureaucratic levels which bode well for the future of the national drug effort.

- The quality and quantity of our knowledge about drug abuse have increased as has intolerance for drug abusing behavior.
- International attention to the drug issue has increased.
- The National Drug Policy Board has reorganized to include demand reduction efforts and to improve Federal drug control program coordination, cooperation, and effectiveness.

Knowledge, Attitude and Behavior

Solving the Nation's drug abuse problem requires acknowledging its existence and ramifications; changing our attitudes; and then changing our behavior. This essential three-step process moved forward in 1987. An improved drug

education message was spread by schools, community organizations, the media, Federal, State and local governments, and prominent individuals. These efforts have begun to bear fruit.

According to the 1987 annual survey of high school seniors, only 54 percent of seniors in 1986 believed "occasional" use of cocaine put one at "great risk." In 1987 this figure was 67 percent. During the same period, "past month" use of cocaine by high school seniors dropped from 6.2 percent to 4.3 percent.^{1/} Thus, while in many areas and for many segments of the population the drug problem grows worse, the attitudinal and behavioral shift among our young bodes well for the future of a drug-free America.

As noted, contributions to the effort to increase knowledge, improve attitudes, and change behavior came from many sources in 1987. For example:

- Many in the entertainment and advertising industries revisited their policies on the portrayal of drugs and drug abuse, and the results were heartening: movie star Clint Eastwood joined Nancy Reagan in a powerful film preview on the dangers of "crack" cocaine; popular prime-time television shows such as "Growing Pains" devoted entire episodes to the responsible examination of drug abuse; and the National Media Advertising Partnership for a Drug-Free America donated over \$1.5 billion in television and newspaper advertising to spreading the antidrug abuse message.
- Colorado Governor Roy Romer initiated "Communities for a Drug-Free Colorado," a three-year public-private partnership designed to equip local leaders and antidrug coalitions with the expertise and resources necessary to address the drug problems of individual communities.
- The Boy Scouts of America, in response to a challenge by President Reagan, created "Drug Free and Proud to Be," a national program that (1) seeks pledges to remain drug free from one million high risk boys and girls and (2) provides alternatives to drug abuse through positive peer pressure and techniques to build self-esteem.

Two complementary themes run through these efforts and now form the foundation of our national drug abuse prevention strategy: "intervention" and "user accountability." The first

^{1/} National High School Senior Survey: Monitoring the Future, conducted for the National Institute on Drug Abuse by the Institute for Social Research, University of Michigan, January 1988, Tables 15 and 9, respectively. "Past month" use of cocaine is defined as use within last 30 days.

is based on the notion that if one falls down, you either help one up or you don't. Likewise, one either "intervenes" on a drug abuser's behalf or "enables" drug use to continue.

The second theme, "user accountability," stresses that drug abuse is neither a victimless crime nor a private matter; users must be held accountable for their behavior. A cocaine purchase in the United States lends direct support to forces of political, economic, and social instability at home and abroad. Any attempt by individuals to deny this fact or shift the blame elsewhere is both intellectually dishonest and dangerous.

Efforts to increase knowledge, change attitudes, and alter behavior among drug abusers in every age group benefit from this joint intervention-user responsibility strategy. User accountability is a warning to those who are not yet addicted to refrain from the use of illegal drugs: the myriad costs such behavior exacts will no longer be tolerated. Treatment serves as the component of compassion necessary to help those who cannot help themselves.

Internationalization of the Drug Issue

A second change for the better in 1987 involved the continuing internationalization of the drug issue. Symbolizing this trend was the convention of the United Nations International Conference on Drug Abuse and Illicit Trafficking (ICDAIT) in Vienna, Austria, June 17-26, 1987. This meeting of high ranking government enforcement and health officials from 138 countries served to highlight both the scope of the drug problem and the realization that its solution will be found only through a concerted, long-term effort on the part of a committed international community.

ICDAIT deliberations produced by unanimous consent two noteworthy documents: a Conference Declaration and a Comprehensive Multidisciplinary Outline (CMO) of Future Activities in Drug Control. The Declaration is a political statement of commitment to "vigorous international actions against drug abuse and illicit trafficking." The CMO sets forth more specific practical measures that nations may use in addressing the drug problem.

Conferences, documents, and promises alone will not move us closer to resolution of the drug problem; the unilateral and multilateral prevention education and enforcement actions they engender, however, will. It is for this reason that ICDAIT and forums like it were positive developments in 1987.

Federal Reorganization

A third positive change in 1987 involved reorganization of the Federal drug control program. The National Narcotics Act of

1984 established the cabinet-level National Drug Enforcement Policy Board (NDEPB) and charged it with coordinating Federal drug law enforcement activities. Given both the success of the NDEPB in increasing interagency cooperation and the inextricable link between supply and demand reduction efforts, the President issued Executive Order 12590 in March 1987 and expanded the Board's responsibilities to include oversight of Federal demand reduction activities.

Chaired by the Attorney General and vice-chaired by the Secretary of Health and Human Services, the new National Drug Policy Board (NDPB): (1) develops Federal drug control program policy, strategy, and resources; (2) facilitates interagency coordination; (3) coordinates the collection and evaluation of drug-related information; and (4) facilitates the resolution of interagency differences. The Executive Order also created agency-level "Drug Law Enforcement" and "Drug Abuse Prevention and Health" Coordinating Groups responsible for developing and overseeing the implementation of NDPB strategies.

In May 1987 the organization of the Federal drug control program was further refined with the issuance of the NDPB "Lead Agency" Directive. Lead agencies were identified in nine areas: Intelligence, International, Interdiction, Investigation, Prosecution, Prevention Education, High Risk Youth, Mainstream Adults, and Treatment. At midyear, Lead Agency Committees (LAC) were established and in August they began developing strategy and implementation plans for their respective areas of responsibility. In January 1988, following a comprehensive review by the NDPB, the LAC strategies were approved in principle for implementation.

Despite these organizational changes for the better in 1987, the supply of and demand for drugs remain disturbingly high. The Federal government responded by increasing its drug budget more than threefold between 1981 (\$1.1 billion) and 1987 (\$3.9 billion). In addition to resource enhancements, virtually every department and dozens of agencies have lent their expertise and energy to the Federal drug control program. This massive increase in funding and manpower has necessitated an attendant increase in interagency coordination and cooperation. It is in these areas where the National Drug Policy Board plays a vital role.

This NDPB Progress Report outlines Fiscal Year 1987 accomplishments in the following areas: international narcotics control, interdiction, investigation, prosecution, intelligence, prevention education, high risk youth, mainstream adults, and treatment. In addition, a brief overview of the drug problem in 1987 is provided in Chapter II.

NOTE

Chapters V and VI of the report describe the Organized Crime Drug Enforcement Task Force (OCDETF) Program. Annual reports for the OCDETF Program were prepared for calendar years 1983 and 1984. The NDPB consolidated reporting on subsequent OCDETF accomplishments within Policy Board progress reports. A brief description of the OCDETF program and its FY87 accomplishments follows.

Established by the President in October 1982, the OCDETF Program has completed its fifth year of operation. Consisting of 13 regional Task Forces, the Program is designed to coordinate Federal, State, and local law enforcement efforts to combat the national and international organizations that grow, process, and distribute illicit drugs. The organizational philosophy of the Program is predicated on a consensus approach to investigation and prosecution which enables the strengths of participating agencies to be pooled while avoiding creation of new bureaucracy.

FY87 Program highlights include: 368 investigations initiated, 906 indictments returned, 2,716 defendants indicted, 2,136 defendants found or plead guilty, and \$141 million in assets seized.

CHAPTER II: THE DRUG PROBLEM IN 1987

Because they are clandestine activities, illicit drug cultivation, production, distribution, and consumption are difficult to measure. However, information derived from periodic surveys and studies combined with available intelligence, law enforcement, and health community data provide a reasonably accurate assessment of general trends. This chapter presents a broad overview of cocaine, heroin, marijuana, and dangerous drug production and consumption trends in 1987.

COCAINE TRENDS

Cocaine available in this country originates in South America. Although not all cocaine produced in South America is destined for the United States, one can assume that a rise in overall South American production will result in increased cocaine availability in the United States. In 1985, the estimated total maximum cocaine hydrochloride production capacity of the four principal source countries (Peru, Bolivia, Colombia, and Ecuador) was 251-273 metric tons. In 1986, this increased to 306-377 metric tons; in 1987, the figure was 322-418 metric tons.^{1/}

In light of these increases, it is not surprising that in 1987 cocaine availability in the United States remained high and prices reached record lows, despite Federal law enforcement removals of approximately 63,655 kilograms.^{2/} In 1985, the wholesale price for a kilogram of cocaine ranged from \$30,000-50,000. In 1986 and 1987, the ranges were \$22,000-45,000 and \$12,000-40,000, respectively. Retail prices for one gram of cocaine remained stable between 1985 (\$100), 1986 (\$80-120) and 1987 (\$80-120). Retail cocaine purity was also relatively constant in 1985 (50-60 percent pure), 1986 (55-65 percent) and 1987 (50+ percent).^{3/}

1/ National Narcotics Intelligence Consumers Committee, The NNICC Report 1985-86 ("The Supply of Illicit Drugs to the United States from Foreign and Domestic Sources in 1985 and 1986"), June 1987, p. 35; The NNICC Report 1987, April 1988, p. 33.

2/ Preliminary figures provided by the DEA's Statistical Services Section based on El Paso Intelligence Center FY87 Federal Drug Identifier Number log entries.

3/ The NNICC Report 1985-86, p. 28; The NNICC Report 1987, p. 26.

Despite these increases in availability, several bright spots were noted in the National Institute on Drug Abuse's (NIDA) annual survey of high school seniors. One was a reported decrease in the number of that group who had used cocaine in the past year (10.3 percent in 1987 as opposed to 12.7 percent in 1986). Concurrent with this decrease was an increase in the number of high school seniors who perceived trying cocaine even once or twice as potentially harmful (47.9 percent in 1987 as opposed to 33.5 percent in 1986).4/

Increases in cocaine use among some other sectors of the populace, however, had serious health consequences in 1987. The Drug Abuse Warning Network (DAWN) reported record level cocaine-related hospital emergency room admissions in 1987, up approximately 64 percent from 1986.5/ This increase is due, in part, to the continued prevalence of the potent base form of cocaine known as "crack." DAWN figures for 1985-87 cocaine emergency room incidents are 8,864 (1985), 15,952 (1986), and 26,186 (1987 - projected from the first nine months).6/

MARIJUANA TRENDS

Marijuana continues to be the most widely used illicit drug in the United States. Besides being domestically produced, marijuana available in the United States comes from a variety of countries including Mexico, Colombia, Jamaica, Thailand, Laos, and Belize. Between 1985 and 1987, estimated net availability of marijuana in the United States increased from 6,400-8,300 to 6,545-12,585 metric tons.

In 1987, domestically produced marijuana was thought to comprise approximately 25 percent of the total U.S. supply. An aggressive eradication program is conducted in the United States with 46 States participating in 1987. In the past year, approximately 7.4 million cultivated plants were eradicated

4/ National High School Senior Survey: Monitoring the Future, conducted for the National Institute on Drug Abuse by the Institute for Social Research, University of Michigan, January 1988.

5/ DAWN is an ongoing drug abuse data collection system of hospital emergency rooms and medical examiners' offices located in selected metropolitan areas. The trend data reported here is based upon reports from 566 emergency rooms in 26 cities and from 25 medical examiners' offices.

6/ The NNICC Report 1987, p. 27.

compared to 4.7 million in 1986.7/ Domestically, the trend toward the cultivation of sinsemilla, the potent unpollinated female plant, continues along with the use of hydroponic techniques and indoor cultivation.8/

As a result of this international and domestic production, U.S. availability remained high with wholesale and retail prices showing an increase from the previous year. Exhibit II-1 displays price/potency estimates for marijuana.9/

Another bright spot in NIDA's survey of high school seniors was a reported 6.4 percent decrease in the number of teenagers who used marijuana in 1987 (36.3 percent) versus 1986 (38.8 percent). Among this same population, there was a 22 percent increase in the number who perceived trying marijuana even once or twice to be potentially harmful (15.1 percent in 1986 versus 18.4 percent in 1987)10/

However, using figures projected from nine-month DAWN data, the 1987 NNICC Report shows a 41 percent increase in marijuana-related hospital emergencies from 1986 (3,674) to 1987 (5,180). The vast majority of these emergencies involved marijuana used in conjunction with other drugs (including alcohol). Over 70 percent of the marijuana-related emergencies involved persons under 30 years of age.11/

7/ The NNICC Report 1987, p. 10.

8/ "Hydroponics" is the cultivation of plants in water containing dissolved inorganic nutrients rather than soil. This can result in increased yield and higher THC (Delta-9 tetrahydrocannabinol) content. THC is the principal psychoactive ingredient in cannabis.

9/ The NNICC Report 1987, p. 9.

10/ National High School Senior Survey: Monitoring the Future, 1988.

11/ The NNICC Report 1987, p. 8.

EXHIBIT II - 1

MARIJUANA PRICE/POTENCY INDICATORS
(by calendar year)

<u>Type</u>	<u>1985</u>	<u>1986</u>	<u>1987</u>
<u>Commercial Grade</u>			
Wholesale (lb.)	\$300-600	\$350-700	\$350-1,450
Retail (oz.)	\$50-100	\$45-120	\$60-130
Potency (% THC content)	3.12	3.33	3.39
<u>Sinsemilla</u>			
Wholesale (lb.)	\$1,200-2,000	\$800-2,000	\$1,400-2,100
Retail (oz.)	\$120-200	\$100-200	\$165-210
Potency (% THC content)	7.28	8.43	6.99

HEROIN TRENDS

Heroin available in the United States comes from three sources: Mexico, Southeast Asia (Burma, Thailand, and Laos), and Southwest Asia (Afghanistan, Pakistan, and Iran). Exhibit II-2 displays estimates of opium production.

The 1987 NNICC Report indicates a general increase in the domestic availability of heroin with heroin of Mexican origin, including the potent "black tar," the most prevalent. In 1987, a significant increase was recorded in the amount of high-quality Southeast Asian heroin available in east coast cities.

The average age of heroin users continues to rise. In 1978, 34 percent of the heroin-related emergency room admissions monitored by DAWN were persons 30 years of age or older. In 1980, 1986, and 1987, this rose to 42, 64, and 67 percent respectively.^{12/} This reflects a relatively stable user population.

Although the number of high school seniors who reported using heroin last year remained stable, there was a 17 percent increase in the number of students who perceived trying heroin

^{12/} The NNICC Report 1987, p. 58.

even once or twice as being harmful (45.8 percent in 1986 versus 53.6 percent in 1987).^{13/}

The following statistics reported by DAWN show the number of heroin- and morphine-related DAWN emergency room cases for a three-year period: 1985 - 10,013; 1986 - 10,670; and 1987 - 11,390 (projected from the first nine months). The trend over a three-year period shows a slight increase when a Consistent Panel is used.^{14/}

The trend toward heroin use in combination with other drugs appears to have continued in 1987 and the spread of AIDS through intravenous drug use remained a significant health issue.

EXHIBIT II - 2

1987 NNICC Report
ESTIMATES OF OPIUM PRODUCTION
(metric tons by calendar year)

<u>Country/Area</u>	<u>1985</u>	<u>1986</u>	<u>1987</u>
Mexico	28	20-40	45-55
Southeast Asia	625	820-1,415	1,095-1,575
Southwest Asia	640-970	840-1,360	735-1,360

DANGEROUS DRUG TRENDS

The overwhelming majority of illicit dangerous drugs (drugs other than the opiates, cocaine, and marijuana) consumed in the United States are produced in the United States. PCP (phencyclidine), methamphetamine, and amphetamine are the most prevalent dangerous drugs. Prices per dosage unit have remained stable over the last few years. The number of domestic clandestine laboratories seized has increased dramatically over

^{13/} National High School Senior Survey: Monitoring the Future, 1988.

^{14/} The NNICC Report 1987, p. 55. A "Consistent Panel" is a subset of emergency room and medical examiner facilities used as a reporting base to minimize trend artifacts resulting from changes in the composition of DAWN reports over time.

the past three years (419 in 1985; 509 in 1986; and 682 in 1987).^{15/}

The survey of high school seniors showed a decrease in the percentage of students who had used stimulants (-1.2 percentage points), sedatives (-1.1 percentage points), and hallucinogens (-0.9 percentage points) in the past year. The same survey showed increases in the perception that trying LSD, barbiturates, and amphetamines even once or twice can be harmful.^{16/}

With the exception of methaqualone, which was put into Schedule I in 1984, there were some increases in emergency room cases of all drugs listed in Exhibit II-3.

EXHIBIT II - 3
1987 NNICC REPORT
HOSPITAL EMERGENCIES*
(by calendar year)

<u>Drug</u>	<u>1985</u>	<u>1986</u>	<u>1987**</u>
Amphetamine	787	787	866
Methamphetamine	972	874	1,017
Methaqualone	397	228	215
PCP	4,089	4,367	5,641
LSD	750	722	1,053

* Based on information from DAWN Consistent Panel.

** 1987 figures are projected from nine-month totals.

According to the 1987 NNICC Report, Washington D.C. led the nation in the number of PCP-related hospital emergencies and accounted for approximately one-third of the national total. The jump from 992 admissions in Washington, D.C. in 1986 to a projected 1,959 in 1987 was an increase of more than 97 percent.

15/ The NNICC Report 1987, pp. 39 and 41.

16/ National High School Senior Survey: Monitoring the Future, 1988.

CHAPTER III: INTERNATIONAL NARCOTICS CONTROL

INTRODUCTION

The Federal International Narcotics Control program has two primary objectives: to reduce (1) the availability of cocaine, heroin, and foreign marijuana in the United States and (2) the worldwide supplies of these same drugs. The International program seeks to reduce the supply of drugs by assisting foreign governments to:

- Eradicate crops;
- Interdict drugs as close to the source as possible;
- Arrest and prosecute major traffickers;
- Provide alternative sources of income to farmers who abandon the cultivation of traditional drug crops;
- Reduce the demand for drugs through prevention education and public awareness; and
- Internationalize the response to the global drug problem by involving the community of nations in efforts to control the supply of and demand for drugs.

The International Committee of the National Drug Policy Board (NDPB) is chaired by the Department of State's Assistant Secretary for International Narcotics Matters (INM). U.S. Government departments and agencies responsible for all aspects of international drug control are represented on the Committee.^{1/}

PROGRESS IN FY87

In 1987, significant progress was made in international narcotics control: more nations recognized the urgency and global nature of the drugs issue and took action to control production, trafficking, and abuse. Some 138 nations participated

^{1/} Members of the International Committee include representatives of the Central Intelligence Agency, the Office of the Vice President (National Narcotics Border Interdiction System), the National Security Council, and the Departments of State, Justice (Drug Enforcement Administration and Federal Bureau of Investigation), Treasury (Customs Service), Defense, and Transportation (Federal Aviation Administration and Coast Guard).

in the United Nations-sponsored International Conference on Drug Abuse and Illicit Trafficking in Vienna, Austria in June 1987. This Conference produced an international consensus that drugs are a global problem requiring a global solution. A Comprehensive Multidisciplinary Outline of Future Activities in Drug Control was prepared during the conference to provide a blueprint for action on drug control over the coming years.

Eradication

Twenty-three nations joined the United States in eradicating drug crops in 1987. This number has increased significantly since 1981 when only two countries were eradicating their crops. Herbicidal eradication continues to be the most efficient and effective way of eliminating crops close to their source. In 1987, the Governments of Jamaica, Guatemala, and Pakistan began employing herbicides in their marijuana eradication campaigns. Field-tests to identify an environmentally safe and effective herbicide for use against coca also took place in 1987.

About 283 metric tons of opium, 5,046 metric tons of coca leaf, and 17,585 metric tons of cannabis were destroyed through eradication campaigns around the world. These figures represent four times the amount of opium that reaches the United States as heroin, three times the amount of marijuana consumed in the United States, and one-seventh the amount of coca leaf required for conversion into the cocaine consumed by American users.

Eradication works, as evidenced by Thailand's program which has virtually eliminated that country as a major opium producer. Ecuador too reported that it was able to destroy most of its known coca cultivation. Colombia's destruction of 85 percent of the marijuana grown in traditional areas, Jamaica's remarkable elimination of more than three-quarters of its ganja crop (down from 1,755 to 325 metric tons), and Bolivia's inauguration of a voluntary coca eradication campaign wherein over 1,000 hectares of coca were destroyed in 1987 illustrate how successful eradication programs can be when countries are committed to eliminating narcotics production and trafficking.

International Drug Enforcement

Progress was made in international narcotics enforcement during 1987, as the United States worked with Latin American and Asian governments to reduce the supply of narcotics to the United States. In cocaine control, U.S. Government enforcement agencies worked with the Governments of Columbia, Peru, Bolivia, Ecuador, Brazil, and Venezuela to eliminate cocaine paste and base laboratories, control precursor chemical shipments, and increase the difficulties to traffickers using land and riverine routes.

During 1987, progress was also made in the area of money laundering. The Governments of Panama and the United States cooperated in Operation Pisces, a joint money laundering investigation which resulted in the freezing of \$12 million in assets. The Federal Bureau of Investigation completed a three-year money laundering investigation, Operation Cashweb/Expressway, which penetrated the highest money laundering organizations of Colombian drug trafficking syndicates. The case resulted in the indictments of 114 conspirators for drug and/or money laundering violations and the seizure of 2,100 pounds of cocaine, 22,000 pounds of marijuana, and \$22.5 million in cash. An additional \$11 million has been identified in bank accounts against which forfeiture proceedings have been initiated.

The extradition of drug lord Carlos Lehder-Rivas from Colombia to the United States to stand trial was an encouraging sign. The United States will continue to urge Colombia to extradite other major traffickers until and unless they can be arrested, tried fairly, and sentenced in Colombian courts.

In Asia, enforcement efforts centered on reducing the amount of heroin trafficked to the United States. U.S. Government agencies continued to work with their counterparts in Thailand, Burma, Malaysia, and Pakistan to locate and destroy heroin refineries, caravans, and shipments of chemicals used in heroin processing. The U.S. Government continues to urge Asian governments to crack down on money laundering activities and adopt asset seizure, forfeiture, and conspiracy legislation to enable their law enforcement agencies to act decisively against major trafficking networks.

PROGRAMMATIC PROGRESS

As previously noted, the U. S. Government's international drug control program includes eradication, enforcement, development assistance, public diplomacy, and training. These functional elements are integrated into country-specific drug control programs. The following are highlights of program developments in these countries in 1987.^{2/}

^{2/} The source of this summary is primarily the State Department's annual International Narcotics Control Strategy Report (INCSR). Refer to the 1988 INCSR for a more detailed analysis of source and transshipment country enforcement initiatives and progress.

Latin America and the Caribbean

- The Bahamas is a major transit country for cocaine and marijuana destined for the United States. In 1987, U.S. - Bahamian interdiction teams seized approximately 147 tons of marijuana and 25,000 pounds of cocaine.^{3/} Both figures reflect unprecedented progress compared to seizures in previous years. Joint interdiction capabilities will be strengthened in 1988 through improved communications, additional radar coverage, and expanded maritime activities. Narcotics-related corruption continued to be a serious problem, with few investigations or prosecutions of corrupt officials taking place. New Bahamian banking laws and regulations have made money laundering more difficult. The Bahamian Government welcomed increased joint interdiction efforts in 1987 which included expanding Operation BAT to a seven day, twenty-four hour mission capability.^{4/}
- Belize changed its eradication strategy in 1987 to respond to new growing patterns. Three U.S. Government-assisted aerial eradication campaigns destroyed an estimated 80 percent of the marijuana crop; but there is also evidence that Belizean traffickers, deprived of marijuana profits, are using their established supply routes to smuggle cocaine to the United States.
- Bolivia initiated a coca eradication program in August 1987 in accordance with a new U.S.-Bolivian narcotics control agreement.^{5/} Eradication is being carried out under a new program which permits cash payments for labor to participating farmers and development assistance to villages and areas which eradicate substantial hectarage. U.S. Government assistance and training considerably improved the enforcement capability of the Bolivian Police which seized six tons of cocaine products and destroyed more than 1,000 processing sites. There were few arrests or prosecutions, however, and corruption, exacerbated by economic conditions, remains a problem.
- Brazil is a significant producer of marijuana, virtually all of which is consumed locally. It is also an important

^{3/} This cocaine seizure statistic is for calendar year 1987.

^{4/} OPBAT is a special operation in the Bahamas and Turks/Caicos Islands which utilizes U.S. personnel and equipment in combined operations with Bahamian law enforcement personnel. (See Chapter IV, Interdiction, for further discussion).

^{5/} By December 1987, Bolivian narcotics personnel had destroyed 1,000 of 1,800 hectares targeted for voluntary eradication.

transit route for cocaine and marijuana and a major producer of acetone and ether used in refining cocaine hydrochloride. The country's increasing domestic drug problem is largely attributed to the expansion in trafficking. Despite resource constraints and economic difficulties, Brazil's drug control unit tripled the results of 1986 enforcement efforts, seized nearly a ton of cocaine, and destroyed 82 million marijuana plants, 18 tons of packaged marijuana, and 2,650 tons of coca leaf. The drug problem will likely increase with the expanded cultivation of epadu, a local variety of coca.

- Colombia faces the most serious threat from violence-prone drug trafficking groups, whose long list of political assassinations continued into 1988 with the shooting of the Colombian Attorney General. Although drug lord Carlos Lehder-Rivas was extradited to the United States, two key traffickers, Jorge Ochoa and Matta Ballesteros, succeeded in gaining their release from Colombian prisons.^{6/} A major weapon in the antidrug arsenal was lost when the Colombian Supreme Court invalidated the U.S.-Colombian extradition treaty and denied President Barco certain state of siege authorities. Despite the marijuana eradication campaign's success in reducing cultivation in the traditional zones, new cultivation in other areas pushed production figures higher than in 1986. Colombia continued to cooperate in the destruction of cocaine laboratories and in the search for an effective herbicide which can be used against coca. A major coca destruction program, however, did not materialize. Moreover, Colombia continues to be reluctant to attack cocaine laboratories in insurgent-held territory.
- Ecuador successfully destroyed much of the coca cultivation which began in 1984 and is no longer considered a major source country. Although cocaine trafficking continues, the Ecuadorean National Police maintain a vigorous program to interdict shipments of cocaine and precursor chemicals and to suppress cocaine refining laboratories.
- Guatemala is both a transit area for South American cocaine and a producer of opium poppy and marijuana. In 1987, as

^{6/} Ballesteros was arrested in March 1988 on a Federal warrant by the U.S. marshals following his expulsion from the Dominican Republic. The warrant was based on his 1971 escape from a Federal prison camp in Florida.

much as ten tons of cocaine are estimated to have transited Guatemala and an estimated 300 hectares of opium poppy were under cultivation.^{7/} The Government has pledged to eradicate opium poppy through chemical spraying. Marijuana cultivation, which has also been attacked through chemical spraying, may have totalled 325 hectares in 1987.

- Jamaica has significantly improved its marijuana eradication program. Using a combination of manual and herbicidal methods, net production was down from 1,755 metric tons in 1986 to 325 metric tons in 1987. Jamaica, however, remains an important transit point for South American cocaine. Fines imposed by the U.S. Government on Air Jamaica have put pressure on this country to improve its interdiction efforts which remain heavily dependent upon the U.S. Government for assistance and training.
- Mexico remains the largest, single source country for heroin and marijuana entering the United States and it serves as the transit route for more than one-third of cocaine imports to the United States. Mexico has a broad-based, antinarcotics program which includes crop eradication, interdiction of shipments, suppression of refining laboratories, and increased public awareness programs. The Mexican Government has committed both its military and its police force to the antidrug campaign. Although the Mexican authorities eradicated greater quantities of marijuana and opium poppy in 1987, net production for both crops increased last year. While a Mutual Legal Assistance Treaty was signed in 1987, cooperation on enforcement was considered inadequate because of the failure to arrest major traffickers and conclude the prosecution of the Camarena and Cortez cases.^{8/}
- Panama has been very successful in reducing marijuana production and suppressing traffic in cocaine and precursor chemicals, but continues to be the major Latin American center for laundering drug profits. U.S. Government agencies experienced mixed cooperation on money laundering investigations in 1987.
- Paraguay is a major marijuana producing and trafficking country, harvesting 3,000 tons of marijuana annually, most of which is shipped to Brazil and Argentina. There is some

^{7/} Theoretically, the opium poppy yield was enough to produce three tons of opium for smuggling into Mexico for processing.

^{8/} U.S. Drug Enforcement Administration (DEA) Agent Enrique Camarena Salazar was murdered in Mexico in 1985; DEA Agent Victor Cortez was detained and tortured in Mexico in 1986.

evidence of cocaine refining in and trafficking from Bolivia. There are also indications that officials in the Stroessner government and the ruling Colorado party are involved in the drug trafficking. More information should become available after the Drug Enforcement Administration (DEA) reopens its office in Asuncion this year.

- Peru continues to be the world's largest producer of coca leaf, with 1987 production rising to about 109,000 metric tons. Enforcement efforts are hampered by the violence of traffickers and political insurgent groups.^{9/} U.S. Government-provided aircraft were used to support an expanded interdiction effort which proved unable to reach the projected goal of 6,000 hectares. However, the Government of Peru continues to show a strong willingness to cooperate in eliminating coca production and drug trafficking.
- Venezuela is increasingly concerned about Colombian traffickers growing cannabis and coca in, and trafficking these drugs through Venezuela. An estimated 15 - 20 tons of cocaine transit Venezuela annually, much of it destined for the United States. The Government of Venezuela intensified its border control efforts and committed new military and national guard resources for interdiction and cannabis/coca eradication in 1987.

Southeast and Southwest Asia

- Afghanistan, denied certification in 1987, continues to be a major producer of opium and hashish and an important refiner of heroin (see p. 25 for a discussion of "certification"). Opium production is estimated at 400-800 metric tons for 1987, with no expectation of reductions in 1988. An estimated 70 percent of its opium production, all of its heroin yield, and 90 percent of its hashish are exported for consumption in the United States, Europe, and elsewhere. Although there is an antismuggling unit in the Interior Ministry, there is no known eradication program nor verified estimates on seizures or other enforcement actions. The Afghan Government does not cooperate with U.S. Government officials.
- Burma continues to be the world's largest producer of illicit opium, with a 1987 production estimate of 925-1,230 metric tons compared to 700-1,100 metric tons in 1986.

^{9/} For example, the Sendero Luminoso and the Tupac Amaru Revolution Movement.

Burmese Government agencies destroyed 16,279 hectares of opium poppy in 1987, despite having to curtail spraying to counter a major offensive by the Burmese Communist party. The 1988 target is 20,234 hectares, much of it to be destroyed by aerial spraying. The Burmese continued their very active program of destroying heroin laboratories, intercepting opiate caravans, and seizing precursor chemicals and other contraband.

- Hong Kong is considered the premier narcotics money laundering center for Southeast Asian narcotics trafficking. It is also an important transiting center. U.S. Government officials believe that half of the heroin No. 4 entering the territory may be destined for the United States.^{10/} There is considerable trafficking in heroin base, which is converted in Hong Kong into heroin No. 3 as the drug of choice for the vast domestic drug-consuming population.^{11/} Police and customs drug enforcement units are well-trained, efficient, and have cooperated in joint efforts to reduce corruption. Hong Kong maintains close links with U.S. Government and international drug enforcement agencies. Hong Kong has also begun enforcing its own form of a racketeer-influenced, criminal organization law and has revised its banking laws to facilitate release of information for drug-related investigations.
- India, as the world's leading producer of licit opium (more than 800 metric tons in 1986-87), is a major supplier for the world pharmaceutical markets. In recent years, India has also become a transit route for Southwest and Southeast Asian heroin and precursor chemical traffic. While Indian Government authorities continue to deny the existence of illegal opium cultivation, some officials estimate that there may be as much as a ten percent diversion from licit production. It is believed that there are now hundreds of thousands of heroin addicts in India who consume the bulk of the illicit domestic production of heroin and opium. U.S. Government agencies receive good cooperation from India which formed an elite investigative unit in 1987 which is attracting talented professional investigators.
- Iran, denied certification in 1987, has not cooperated with U.S. Government authorities on narcotics control (see p. 25 for a discussion of "certification"). Its production of 200-400 metric tons of opium does not meet internal demand

^{10/} Heroin No. 4 is injectable; heroin No. 3 is smoked and, with further chemical processing, can be made into heroin No. 4.

^{11/} An estimated one in every 140 persons is believed to be a drug addict.

so traffickers must import heroin and opium from Southwest Asia to supply Iran's estimated one million addicts. Despite this high internal demand, some portion of opiates produced in Iran is shipped to the West to take advantage of higher opium prices outside Iran. The Government maintains that it has eliminated opium production, but U.S. Government officials believe it continues at the 200-400 metric ton level and that Iran is also a transit route for Afghan and Pakistani shipments of opiates. There is no cooperation with the United States.

- Laos is an increasingly important cultivator of illicit opium and cannabis. Production of heroin has increased significantly amid charges that Laotian officials and companies are involved in the drug trade. There is little prospect for a reversal of these trends in the near future.
- Lebanon is reportedly the world's major producer of hashish, a key processing and transit point for heroin, and a transit point for cocaine and other drugs. The central government has little control over the countryside where armed militia factions and Syria hold sway. U.S. Government officials continue to dispute Syrian claims of extensive opium crop eradication. Most of the cannabis and opium poppy cultivation and refining takes place in the Bekka Valley, which is controlled by the Syrian military.
- Malaysia, which considers drug trafficking its major national security concern, imposes some of the world's most severe drug penalties. It cooperates closely with U.S. Government agencies and plays an important role in multilateral antidrug efforts. In recognition of his government's commitment to narcotics control, Prime Minister Mahathir was elected President of the United Nations International Conference on Drug Abuse and Illicit Trafficking. Malaysia does not cultivate opium poppy but is considered a major transit and refining center for morphine and heroin base smuggled from Thailand. Although the opiates primarily supply Malaysia's own addict population, heroin is also shipped to Europe and Australia. While most of the traffic is in heroin No. 3, some heroin No. 4 bound for the United States also transits Malaysia. The drug scene in Malaysia is dominated by ethnic Chinese traffickers.
- Pakistan had an increase in opium poppy cultivation in 1987, primarily in those areas where the Government's development assistance/crop substitution program had not yet been extended or in tribal areas where the government is unable to exercise effective control. Estimates of opium production range as high as 135-160 metric tons, compared to 40-70 metric tons in 1985. However, Pakistan may be a net importer of opium, given a domestic addict population estimated in excess of 600,000. The country's importance to

the United States is as a refining site and transit point for Southwest Asian opium gum converted into heroin for the United States and European markets. While U.S. Government assistance is being provided to improve the eradication program, enforcement cannot keep pace with the activities of major traffickers and refiners.

- Thailand is a major source country for opium and cannabis, and a transit route for Southeast Asian heroin destined for the United States. U.S. Government agencies receive very good cooperation in their investigations and, in turn, assist Thai units in their multifaceted program to destroy crops and heroin labs and to suppress trafficking on the border with Burma.
- Turkey continues its highly effective program of preventing illicit opium poppy cultivation and suppressing heroin refining. Although the Turkish Government had an excellent record of drug seizures in 1987, Turkey remains a significant transit point for heroin and other drugs smuggled from Asia into Europe.

Development and Economic Assistance

Development assistance is intended to address the fundamental economic and social factors in source countries which contribute to farmers' reliance on drug crops for income. Because of the disparity between profits derived from legitimate crops and drug crops, these economic incentives have proven to be of limited effectiveness when applied in isolation. If eradication and interdiction programs are successful in driving down the market price of drug crops, then development assistance and crop substitution programs become far more attractive to local farmers. Development and economic assistance may also be used as an incentive for recipient countries to meet certain drug control objectives. The following are examples of ongoing assistance programs:

- Bolivia. The Chapare Regional Development Project, which became operational in 1984, continued to progress in 1987. The project strategy is to: develop the Chapare region and provide coca farmers with alternative sources of income; and coordinate and link the provision of development assistance with the Bolivian drug control program. As a result of enforcement operations, particularly Operation Blast Furnace in 1986 which forced the price of leaf below the cost of its production, several farmers sought crop substitution technical assistance. In late 1987, the Chapare Project was amended to include the Associated High Valleys (AHV) area of Cochabamba in order to induce coca farmers to migrate from the Chapare to the AHV and provide economic incentives to AHV farmers to remain in place and not seek

work in the Chapare. It is hoped that this amendment will improve the effectiveness of this program.

- Peru. The Upper Huallaga Area Development Project continued in 1987, but on a reduced scale. Project efforts have been hampered by narcotics traffickers' activities aimed at disrupting coca control initiatives. Despite these disruptions, Peruvian officials are providing extension services to local farmers. The Agency for International Development (AID) staff assistance has also been expanded from two to five full-time advisors providing technical assistance in agricultural research and extension. In 1987, a family planning program was inaugurated, five kilometers of irrigation canals built, and seven potable water studies completed.
- Pakistan. The Northwest Frontier Area Development (NWFAD) project, initiated in 1983, continued in 1987 to demonstrate that projects can be designed that offer farmers alternative sources of income in traditional poppy growing regions. The goal of the project is to diversify the area's economy by providing alternative income through agriculture and livestock development, new wheat and tree crop varieties, and vocational training. As in Bolivia, the NWFAD project links project assistance to Pakistan's drug enforcement efforts. Although poppy eradication efforts have been hampered by armed resistance in some areas, Pakistani officials reiterated their determination to enforce eradication decrees. Consequently, enforcement proceeded smoothly during 1987.

Drug Awareness Programs

One of the U. S. Government's major narcotics control goals is to help countries raise awareness among opinion makers and the general public about the dangers of drug production, trafficking, and abuse. The U.S. Government's antinarcotics public health diplomacy campaign aims to sensitize societies to the health and social consequences of inaction against the drug threat. During 1987, public awareness efforts were succeeding in several countries. The United Nations International Conference on Drug Abuse and Illicit Trafficking provided the international community an opportunity to exchange information and experiences on what works in public awareness.

United States-sponsored drug awareness programs continued in a number of countries in 1987--Peru, Ecuador, Bolivia, Belize, Jamaica, Pakistan, and Thailand. A brief description of some successful programs follows:

- Peru. In 1986, the Center of Information and Education for the Prevention of Drug Abuse (CEDRO) was created and a

national drug survey completed. In 1987, CEDRO conducted training programs and produced media material on drug abuse.

- Pakistan. AID and INM provided support for a nationwide drug awareness program, including a mass media campaign during August-September 1987 to draw attention to the country's growing heroin addiction problem. This effort was similar to the one undertaken in 1986 which helped focus Pakistani attention on the drug problem. The United States is also providing technical assistance to Pakistan to design a drug information resource center.
- Asian Regional Project. This major eight country survey of narcotics use and awareness (completed in May 1987) will be the basis for a three-year, \$3 million narcotics education program, with priority consideration given to Pakistan and Thailand.

DIPLOMATIC PROGRESS

The recognition that narcotics production, trafficking, and abuse pose threats to all nations, and the realization that no country is solely responsible for the drug problem--or its solution--have led to increased international cooperation on the drug issue. Once considered only an enforcement or health issue, the narcotics problem has been recognized as a threat to the national and regional security of nations in Latin America, Asia, Africa, and Europe.

The results of the United Nations International Conference on Drug Abuse and Illicit Trafficking were important and illustrate that progress can be made when nations work together to address the drug problem. Government representation was at the highest levels, including Ministers of Justice, Health, and Interior. Consequently, the Conference served as a catalyst in the promotion of stronger and broader antinarcotics programs at the national, regional, and international levels. The Conference also produced two noteworthy documents which will guide the United Nations community antinarcotics efforts over the next several years: the Comprehensive Multidisciplinary Outline of Future Activities in Drug Control and a Conference Declaration. The Declaration is a political statement of commitment by the participating governments to work together toward the elimination of drug abuse, illicit production, and trafficking.

United Nations members are also cooperating in the development of the new Convention against the Illicit Traffic in Narcotic Drugs and Psychotropic Substances. Now in its third year of development, a final draft text was approved by the Commission on Narcotic Drugs (CND) during its February 1988 meeting. Following CND approval, a plenipotentiary conference will be held to complete any minor revisions and sign the

convention. Member nations are expected to ratify this treaty quickly.

Another concrete example of diplomatic cooperation is the wide international support for the United Nations Fund for Drug Abuse Control, a large scale, multimillion dollar organization. The Fund sponsors projects in support of coca control in South America; provides assistance in Africa (where U.S. Government assistance has been limited to Egypt and Morocco) with training programs for Kenya, Nigeria, Senegal, and the Ivory Coast; and provides economic assistance linked to commitments by recipient governments to eliminate illicit drug crops by a specified date.

The Organization of American States has also become an active participant in antinarcotics work. In October, the Inter-American Drug Abuse Control Commission met in Washington to recommend how member nations could work together effectively to eliminate drug abuse in the hemisphere.

The Economic Summit nations again reaffirmed their commitment to increased international cooperation on narcotics control at the 1987 Summit in Venice. At the conclusion of their November Summit meeting, President Reagan and General Secretary Gorbachev announced that during 1988 both countries would cooperate more closely on drugs control issues.

LEGISLATION

IMPLEMENTATION OF LEGISLATION

Anti-Drug Abuse Act of 1986

- Country Certification (§2005). Required the President to certify positive cooperation on narcotics control as a prerequisite for provision of almost \$1.5 billion in foreign assistance. The certification process enables the U.S. Government to send a clear signal to the international community that it considers positive performance on drugs a serious foreign policy issue. In 1987, three countries--Iran, Afghanistan, and Syria--were denied certification, while Laos and Lebanon were certified under the "National Interest" provision indicating that noncertification on the basis of drug control performance might jeopardize progress on other foreign policy issues.
- Coca Research Center (§2006). Provided funding to establish a coca research center to assist scientists in the investigation of coca cultivation and eradication methods. A coca research center has been established in Hawaii and tests are currently underway to identify a safe and effective herbicide which can be used against coca.

- Air Wing (\$2003). Provided funding to establish an air wing to provide countries, particularly in Latin America, with the necessary air support to conduct eradication and enforcement operations. The air wing is now operational. During the past year, INM aircraft were used to eradicate marijuana in Belize, raid cocaine laboratories in Bolivia, and airlift coca eradication teams in Peru.
- Visa Information Sharing (\$2011). Established a visa information sharing system in cooperation with DEA, Customs, and the Immigration and Naturalization Service. This computerized system allows visa issuing officers quick access to a data base of aliens arrested on drug charges. The system has been operational since March 1987. Over 136,000 records have been entered into the State Department's Bureau of Consular Affairs Automated Lookout System. The Department of State received 855 inquiries from consular officers abroad as a result of information placed in the Lookout System by law enforcement agencies. Of these cases, 280 were found ineligible to receive a U.S. visa because of drug-related activity.
- Corrupt Officials and Governments (\$2013). Required semiannual reports on corrupt officials and governments. Two reports were submitted: one in May 1987; the other, in January 1988.
- Assessment of Narcotics Trafficking from Africa (\$2017). Required an updated threat assessment of narcotics trafficking and, if warranted, increased U.S. narcotics control training for African countries. The assessment was included in the March 1, 1987 International Narcotics Control Strategy Report.
- Multilateral Development Bank Assistance for Drug Eradication and Crop Substitution Programs (\$2018). Required the United States Directors of multilateral banks to propose to other directors of their respective banks: (1) that all possible assistance be provided to each major illicit drug producing country to develop/implement a drug eradication program; and (2) that the banks increase lending for crop substitution programs. The report of the National Advisory Council on the International Monetary Fund is to be released by the Treasury Department in the summer of 1988.
- Drugs as a National Security Problem (\$2019). Urged that the United States explore the possibility of engaging security-oriented organizations (e.g., NATO) in participating in cooperative drug programs. The President had issued a National Security Decision Directive prior to the legislation declaring the drug problem to be a national security matter.

- U.S.-Mexico Intergovernmental Commission (§2024). Required that the United States enter into negotiations with the Government of Mexico to create a joint intergovernmental commission on narcotics and psychotropic drug abuse and control. Negotiations were entered into and a report was filed with the Congress calling for Executive Branch attendance (in an advisory role) of interparliamentary conferences on drug issues.
- Narcotics Control Efforts in Mexico (§2030). Required the U.S. Government to take certain punitive economic measures unless substantial progress was made by the Mexican Government in (1) the Camerana and Cortez cases; (2) effectively utilizing U.S.-provided aircraft for drug eradication and interdiction; and (3) preventing drug trafficking and drug-related violence on the U.S.-Mexican border. One million dollars in INM funds were withheld from Mexico in FY87 in accordance with the provision of this section.

Other Legislation

- The 1987-88 Continuing Resolution expanded the list of discretionary trade sanctions which can be imposed against countries denied narcotics certification.
- The State Department suspended \$7.2 million in economic and military assistance to Bolivia under §611, P.L. 99-63.

CHAPTER IV: INTERDICTION

INTRODUCTION

The goal of the Federal Interdiction strategy is to reduce the quantity of illegal drugs entering the United States by targeting the transportation link between drug supply and demand. Specifically, interdiction focuses on detecting, sorting, intercepting, tracking, and apprehending shipments of illegal drugs as they move from their departure zone in source countries, along smuggling routes, to U.S. air, land, and sea borders. The Interdiction Committee of the National Drug Policy Board (NDPB) is chaired by the Commissioner of Customs. The Commandant of the Coast Guard serves as the vice-chairman.^{1/}

Presently, all of the cocaine and heroin and 75 percent of the marijuana supply available in the United States originate from outside the United States.^{2/} These supplies are produced and arrive primarily from South America, Mexico, and the Caribbean. The many opportunities available to the smugglers for importing these illegal drugs are reflected in the following list of conveyances and passengers entering the United States in 1986:

- 265 million persons at U.S. land borders
- 3 million sea containers
- 4.4 million land containers
- 30 million air passengers
- 421,000 commercial aircraft
- 125,000 noncommercial vessels and small boats
- 84,000 commercial vessels
- 250,000 private general aviation aircraft

^{1/} Other members of the Interdiction Committee include representatives of the Department of Defense, Drug Enforcement Administration, Immigration and Nationalization Service, and the National Narcotics Border Interdiction System.

^{2/} The 1987 National Narcotics Intelligence Consumers Committee (NNICC) Report projected worldwide cocaine hydrochloride production at 322 - 418 metric tons in 1987. Net marijuana production was estimated to be 6,545 - 12,585 metric tons.

- 94 million vehicles
- 4 million sea passengers
- 1.2 million illegal aliens

PROGRESS IN 1987

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

Interdiction-related progress during FY87 included the following:

- Customs-Coast Guard MOU. On May 11, 1987, Customs and Coast Guard signed a Memorandum of Understanding (MOU) that committed these agencies to an alliance to more effectively interdict illicit drugs. The MOU identified Customs as the lead agency responsible at the ports of entry and the land borders of the United States, the Coast Guard as the lead agency responsible for the maritime area from the shoreline seaward, and both Customs and Coast Guard as jointly responsible for air interdiction.
- National Drug Policy Board Directive. On May 22, 1987, the NDPB issued a directive delineating Lead Agencies for various areas of the Federal drug control effort. The directive established the Customs Service as the lead Federal agency responsible for the interdiction of illicit drugs into the United States; Coast Guard was designated the principal deputy.
- C³I. Construction of two Command, Control, Communications, and Intelligence (C³I) Centers was initiated. C³I West (March Air Force Base, California) is scheduled to be operational in the summer of 1988; C³I East (Miami) is scheduled to be operational in October 1988. The C³I West Center will be under the command of Customs while command of the C³I East Center will rotate between Customs and Coast Guard.

- Southwest Aerostats. The first of six southwest border aerostat sites was completed at Fort Huachuca, Arizona.3/
- Bahamas Aerostat. The Grand Bahamas Island aerostat was operated in conjunction with Air Force aerostat radars in the South Florida and Northern Bahamas areas in 1987.4/
- P-3 Program. This program incorporates the 360° radar system (APS-125) from an E-2C aircraft into the airframe of the P-3 aircraft. The modified P-3 will provide an airborne detection platform capable of 14-hours endurance and an ability to detect targets greater than 1,000 miles from a base of operation.5/
- Customs Blue Lightning Operations Center (BLOC). The Miami BLOC continued full operations in FY87 while the Houston BLOC began limited operations. In conjunction with BLOC operations: several hundred State and local law enforcement officials received Customs training and were cross-designated with limited Customs authority; Customs purchased mobile radios with the BLOC radio frequency and distributed them to State and local agencies; and the Civil Air Patrol flew over 1,000 hours in support of the Miami BLOC.6/
- Customs Maritime Interdiction Base. Customs established a joint Bahamian-U.S. Customs maritime interdiction base at Gun Cay, Bahamas. The base is equipped with interceptor boats jointly crewed by Customs, Coast Guard, and Royal Bahamian Defense Force (RBDF) personnel.7/ A boat is also being used as a communications center pending construction of a static facility.

3/ Additional sites are planned for locations at Deming, New Mexico; Big Bend Area, Texas; Eagle Pass, Texas; Moore Field, Texas; and Yuma, Arizona.

4/ Two additional aerostats are planned for deployment at George Town, Great Exuma Island, and the Southern Bahamas.

5/ The first modified P-3 is scheduled for delivery in the summer of 1988; contingent upon successful operational evaluation of this aircraft, four of these aircraft could be delivered by FY90.

6/ BLOC Miami contributed to 311 arrests and the following seizures by operational units: cocaine - 12,653 pounds; marijuana - 453,928 pounds; hashish - 33 pounds; oil - 80 pounds; 228 vessels; 22 vehicles; 29 weapons; and \$362,270 in currency.

7/ Since its establishment in April 1987, the Gun Cay base has been responsible for the seizure of 4,723 pounds of marijuana,
(Footnote Continued)

- Container Strategy. Customs established a strategy for the control and examination of high risk containers used to smuggle large loads of illegal drugs into the United States. Container seizures accounted for 28,595 pounds of cocaine, or 33 percent of all Customs cocaine seizures.
- ACS-Selectivity. Customs improved border enforcement efforts through the use of ACS-Selectivity at major ports of entry.^{8/} Operational Analysis Staffs (OAS) were placed in all major ports to identify commercial transactions posing the highest illegal drug risks. These high-risk shipments were identified to inspectors via ACS-Selectivity. As a result of ACS/OAS developed information, inspectors seized 6,900 pounds of cocaine in two sea containers, the largest cocaine seizure in 1987.
- Manifest Review Unit. The Customs Manifest Review Unit permits the prearrival review of a carrier's manifest for cargo transmitted by an Automated Manifest System. These units play a key role in the interdiction effort directed at containers and were responsible for targeting and seizing a container of asphalt tiles from Venezuela containing over 2,900 pounds of cocaine.
- Operation Chessmen. This Customs operation was developed to identify airports with a high passenger threat assessment, but low productivity in illegal drug enforcement. Additional inspectors were detailed to selected airports to improve inspection methods and increase seizures.^{9/} These inspections resulted in the seizure from passengers of over 26 pounds of heroin.
- CES Concept. Customs began implementation of the Centralized Examination Station (CES) concept. This allows for the presentation of preselected merchandise at the CES, while other cargo, not requiring Customs action, is released as expeditiously as possible. The concept allows

(Footnote Continued)

3,006 pounds of cocaine, and eight vessels; 22 arrests have also been made.

^{8/} The Automated Commercial System is a Customs, comprehensive, computerized tracking, controlling, and processing system covering most aspects of the importation process. One function of the system targets certain high risk commercial containers and containerized cargo for intensive enforcement examination.

^{9/} Operations were conducted in Boston, Dallas, Houston, Atlanta, San Francisco, and Los Angeles.

Customs to centrally locate manpower and equipment resources, specifically, ACS computer terminals which provide access to the Automated Manifest System, Tier II Cargo Selectivity, and automated enforcement systems.

- Cross-Designation. Border Patrol, which has permanent resources deployed along the southwest border, serves as the principal interdicting force for drug smugglers and illegal aliens entering the United States between the ports of entry. In conjunction with Customs and the Drug Enforcement Administration (DEA), over 2,800 Border Patrol Agents were cross-designated and received limited Title 19 and 21 authorities.10/
- Coast Guard Resources. Coast Guard received \$89 million under the Omnibus Drug Supplemental Appropriations Act of 1987. Coast Guard used these funds to purchase two C-130 aircraft, five 110-foot patrol boats, several secure communications packages, and a boat lift facility at Coral Harbor, Bahamas.
- Coast Guard LEDETs. Coast Guard employed 300 Law Enforcement Detachment (LEDET) billets authorized under the 1986 Anti-Drug Abuse Act. LEDETs are comprised of Coast Guard personnel embarked on U.S. Navy ships which conduct interdiction missions primarily on the high seas.
- Sea-Based Aerostats. Coast Guard operated two sea-based aerostats (SBA) in 1987. In addition to the prototype, the Coast Guard contracted to purchase four more SBAs in 1987 and modified the SBA contract to include air search radar. This radar capability will provide a "trip wire" detection capability against general aviation aircraft flying through the Caribbean choke points. Four SBAs are scheduled to receive this air search radar capability: three in 1988 and one in 1989.11/

10/ Title 19 conveys authority to enforce Customs laws while Title 21 conveys authority to conduct narcotics investigations. The Border Patrol has incorporated cross-designation for Title 19 and Title 21 authorities in their academy curriculum. All Border Patrol Agent trainees are cross-designated with limited Title 21 authority upon graduation from the academy. Upon arrival at a southwest border duty station, they are cross-designated with limited Title 19 authority.

11/ SBAs are tethered balloons with radars which detect vessel movements and pass the information to interdiction units. "Choke points" is a term used to describe the passages between the islands of the northern rim of the Caribbean (e.g., the Windward
(Footnote Continued)

- Coast Guard Interceptors. Coast Guard began daytime visual (VFR) intercepts with the HU-25A aircraft in January 1987. In April 1987, a contract was awarded to modify the HU-25A with intercept radars and night vision sensors (forward looking infrared radar - FLIR). The first aircraft was delivered in April 1988.
- E-2C Aircraft. In January 1987, the Coast Guard established its E-2C unit at Naval Air Station Norfolk, Virginia. Later that month, the Navy transferred two E-2C aircraft to the Coast Guard. On February 9, 1987, the Coast Guard began its first E-2C operational deployment which resulted in the seizure of an aircraft on Cat Island, Bahamas. In FY87, Coast Guard E-2Cs flew on 15 deployments of one- to two-weeks duration each (1,017 total hours). These resources were involved in 18 arrests, the seizure of eight aircraft and one vessel, and the confiscation of 1,666 pounds of cocaine and 651 pounds of marijuana. The Navy also transferred two E-2C aircraft to Customs. These aircraft became operational at the Surveillance Support Center, Corpus Christi, Texas in July 1987. On July 9, 1987, the E-2C was instrumental in the seizure of one aircraft and 700 pounds of marijuana. Since June 1987, Customs E-2Cs have flown 523 hours resulting in ten arrests and the seizure of 20,000 pounds of marijuana, 1,200 pounds of cocaine, three aircraft, and nine vehicles.
- Coast Guard Personnel. Personnel who will be assigned to the C³I East center contributed significantly to planning, coordinating, and executing several Department of Defense (DOD) and multiagency drug law enforcement operations. These personnel were also assigned on temporary duty to air search radar watches at DOD radar sites at Guantanamo Bay, Cuba and Roosevelt Roads, Puerto Rico. Additionally, personnel were temporarily assigned to a radar site on Providenciales Island (Turks and Caicos). This support provided considerable information at little additional cost.
- Bahamian RBDF "Shipriders." The Department of State and Coast Guard negotiated a two-year extension of an agreement authorizing RBDF personnel (with some Bahamian governmental authority) to embark on Coast Guard cutters operating in or near the Bahamas.
- Coast Guard Attaches. Coast Guard established a new attache billet in Bogota, Colombia and another in Mexico City. These attaches will facilitate combined operations, visits by U.S. officials, and vessel port calls. They will also

(Footnote Continued)

Passage between Cuba and Haiti). These choke points allow for concentration of law enforcement assets.

assist in ongoing antidrug smuggling negotiations between the Department of State and the Governments of Colombia and Mexico.

- Bahamas Liaison Officer. Coast Guard established a new liaison officer billet (CGLO) in Nassau, Bahamas. The CGLO will facilitate OPBAT and SEABAT operations (see "Special Operations" section in this Chapter), vessel port calls, and visits by U.S. officials. The CGLO will also assist in ongoing antidrug smuggling negotiations between the Department of State and the Bahamian government.
- Pulse Operations. Coast Guard participated in pulse operations deploying Navy and Coast Guard ships in the southern Caribbean.^{12/} National Narcotics Border Interdiction System (NNBIS) coordination improved the cooperation between the Coast Guard, Navy, Air Force, and Army during this period; secure interoperable communications also improved.
- Operation Blue Pennant Six. The combined operation Blue Pennant Six was conducted off the west coast of Mexico. A Coast Guard cutter operated with Mexican Navy interdiction units to disrupt west coast drug smuggling. Though no seizures resulted, the Coast Guard was able to develop a better working relationship with the Mexican Navy Zone Commanders on the west coast. There was also progress in addressing communications problems and an increase in intelligence sharing and Mexican Navy interest in conducting independent operations.
- Law Enforcement Training. The Coast Guard provided maritime law enforcement mobile training teams to train law enforcement personnel in many countries.^{13/} Additionally, the Coast Guard maintains a technical assistance team in Antigua to assist the eastern Caribbean coast logistic support.
- Border Patrol Assets. In FY87, the Border Patrol acquired the following assets for employment in antidrug operations along the southwest border: nine narcotic and illegal alien detecting K-9 units; a low-light level television (L3TV);

^{12/} Pulse operations in FY87 improved relations with various countries including Colombia, Venezuela, Honduras, Jamaica, Haiti, Dominican Republic, and other Caribbean Island nations.

^{13/} These countries include: Venezuela, Martinique, Guadeloupe, Costa Rica, Barbados, Antigua, St. Kitts, Dominica, St. Lucia, Grenada, Pakistan, Greece, and Mauritius.

and a fast response mobile unit equipped with heat detection radar (FRED).^{14/}

- Criminal Aliens. Border Patrol increased its efforts to locate, prosecute, and remove criminal aliens from the United States under the Border Patrol Criminal Alien Program (BORCAP).^{15/} The total apprehensions of illegal aliens declined in FY87 (1.16 million) from FY86 (1.69 million), but because of the impact of the Immigration Reform and Control Act of 1986, the number of criminal aliens located and deported from the United States actually increased from FY86 (14,180) to FY87 (15,143).
- Mobile Corridor Operations. Border Patrol detailed 294 agents in support of Operation Alliance mobile corridor operations. The intent of these operations is to provide additional resources (manpower, equipment, intelligence) to a designated area along the southwest border for a limited time to interdict drugs, contraband, and aliens thus disrupting drug trafficking operations. There were five such operations in FY87 resulting in the seizure of 54,882 pounds of marijuana and 1,107 pounds of cocaine.
- Border Patrol Tactical Unit (BORTAC). Border Patrol expanded tactical unit operations in FY87. BORTAC, which has already proven effective in both domestic and international narcotics eradication efforts, was involved in several classified operations. Operation Res-Sweep, an unclassified marijuana eradication operation with the Bureau of Indian Affairs Law Enforcement Division, took place on the Hoopa Indian Reservation in California. This operation resulted in the eradication of 54,000 pounds of marijuana (an estimated 75 percent of the high grade sinsemilla marijuana crop planted on the reservation).
- INS Resources. Even though the Immigration and Naturalization Service (INS) has never received any drug interdiction related funding, the agency expended over \$3.5

^{14/} L3TV allows visual coverage of high traffic areas. This system permits one agent to visually monitor several areas at one time, immediately confirm sensor alerts, and coordinate intercept teams responding to illegal activity. FRED is used after intelligence is developed that illegal activity is occurring in locations not covered by L3TV. FRED is then moved into the area to facilitate the visual monitoring of the suspected illegal activity.

^{15/} BORCAP was instituted by the Border Patrol after records indicated that the number of illegal aliens encountered who could be considered criminals was increasing (FY85 - .7 percent; FY86 - .8 percent; and FY87 - one percent).

million for manpower and equipment dedicated to the support of Operation Alliance.

NATIONAL NARCOTICS BORDER INTERDICTION SYSTEM

U.S. agencies, with assistance by the Office of the Vice President/National Narcotics Border Interdiction System (OVP/NNBIS), continued to improve coordination procedures for planning, integrating, and conducting complementary regional, national, and international joint and combined drug interdiction operations. Specifically, the agencies adopted a formal recurring planning process using proven NNBIS coordination mechanisms.

- In support of this recurring planning process, intelligence entities of the law enforcement agencies, the National Intelligence Community, and the NNBIS Regional Centers continued to enhance collection, analysis, reporting, and interagency interaction in support of drug interdiction efforts.^{16/} Agency and NNBIS Region daily and weekly national seizure summaries are published to improve the flow of intelligence information and OVP/NNBIS publishes a weekly national seizure summary in support of joint agency efforts.
- Agency planners use the recurring NNBIS quarterly request process to obtain major DOD resource support, including secure military communications assistance.
- Foreign cooperating country initiatives in support of complementary interdiction operations are coordinated through OVP/NNBIS, the State Department's Bureau for International Narcotics Matters (INM), and the DEA. State/INM also allots monies to cooperating countries on a quarterly basis in support of these combined initiatives.
- This recurring planning process requires continuing local and regional joint assessments of operational efforts and a national-level assessment at least semiannually. These national-level assessments of joint/combined interdiction operations are reviewed by a standing National Drug Interdiction Operations Oversight Group, which is chaired by the Vice President and includes agency heads and other senior department/agency representatives who support drug interdiction efforts. The lessons learned and recommendations approved by this Oversight Group are addressed with follow-up actions by OVP/NNBIS and the NDPB.

^{16/} NNBIS has regional facilities in New York, Miami, New Orleans, Houston, Chicago, Long Beach, and Honolulu.

- These improved coordination procedures, along with efforts to determine how best to address all drug smuggling threats and conveyances nationwide, are reviewed annually during a joint agency drug interdiction game.^{17/}
- These improved planning and coordination procedures ensure that maximum benefit is gained from existing resources available for interdiction purposes and that follow-up actions on all lessons learned are integrated into our evolving national and international antidrug strategies.

SEIZURES

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

- Exhibit IV-1 presents the amount of illegal drugs seized by Customs, Coast Guard, and INS for FY83-87.
- Exhibit IV-2 presents the number of assets seized by Customs and Coast Guard for FY83-87. Seized assets are often used by Federal and State law enforcement agencies. Proceeds from the sale of assets can be used for law enforcement purposes, and the remainder revert to the U.S. Treasury.
- Exhibit IV-3 shows the number of interdiction-related arrests by Customs, Coast Guard, and Border Patrol for FY83-87.

^{17/} The last drug interdiction game was conducted August 31 - September 4, 1987 at the Naval War College, Newport, Rhode Island.

EXHIBIT IV - 1

ILLEGAL DRUGS SEIZED THROUGH INTERDICTION*
(weight in pounds except as indicated)
(by fiscal year)

U.S. CUSTOMS**

<u>Year</u>	<u>Heroin</u>	<u>Cocaine</u>	<u>Marijuana</u>	<u>Hashish</u>
1983	594	19,602	2,732,974	2,210
1984	664	27,526	3,274,927	42,390
1985	784	50,506	2,389,704	22,970
1986	692	52,521	2,211,068	17,555
1987	639	87,898	1,701,150	1,073

U.S. COAST GUARD

<u>Year</u>	<u>Cocaine</u>	<u>Marijuana</u>	<u>Hashish</u>
1983	55	2,299,825	0
1984	1,932	2,857,511	29,962
1985	5,890	1,952,076	0
1986	7,495	1,840,678	2,099
1987	12,930	1,298,095	2

IMMIGRATION AND NATURALIZATION SERVICE

<u>Year</u>	<u>Heroin</u>	<u>Cocaine</u>	<u>Marijuana</u>	<u>Hashish</u>	<u>Dangerous Drugs***</u>
1983	11	154	38,700	83	339,534
1984	27	236	37,342	5	46,065
1985	23	1,378	72,473	12	13,290
1986	62	2,763	143,339	29	160,397
1987	83	13,121	226,055	7	654,259

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

** These data include all seizures by Customs alone and, in many instances, in conjunction with or by other agencies.

*** Measured in dosage units.

- Cocaine seizures by Customs, Coast Guard, and INS continued to increase significantly in 1987: Customs cocaine seizures increased by 67 percent from FY86 to FY87; Coast Guard cocaine seizures increased by 72 percent; and INS cocaine seizures increased 375 percent during the same period.
- Marijuana seizures by Customs and Coast Guard continued their downward trend in 1987: Customs marijuana seizures declined over 23 percent from FY86 to FY87; Coast Guard marijuana seizures decreased by 30 percent. This reduction is partly due to the deterrent effect of previous operations on maritime smuggling. INS's marijuana seizures, however, increased by 58 percent during the same period. This increase is largely attributed to the operational adjustments made by the Border Patrol to augment illegal drug interdiction capabilities along the southwest border and a shift by smugglers to land trafficking.

EXHIBIT IV-2

ASSETS SEIZED THROUGH INTERDICTION*
(by fiscal year)

<u>Asset</u>	<u>1983</u>	<u>1984</u>	<u>1985</u>	<u>1986</u>	<u>1987</u>
Vessels					
Customs	418	582	570	302	720
Coast Guard	145	224	186	147	136
Aircraft					
Customs	211	206	155	133	193
Vehicles					
Customs	10,194	9,897	11,224	9,775	12,124
Monetary Instruments					
Customs (in millions)	\$50	\$68	\$96	\$122	\$102

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

EXHIBIT IV-3

ARRESTS THROUGH INTERDICTION EFFORTS*
(by fiscal year)

	<u>1983</u>	<u>1984</u>	<u>1985</u>	<u>1986</u>	<u>1987</u>
Coast Guard	709	1,056	737	646	568
Customs	18,999	24,235	21,855	26,323	21,735
Border Patrol	861	847	1,101	1,746	3,834

* Coast Guard arrests include those individuals apprehended on conveyances or in transshipping operations at the time of seizure. Customs arrests include all interdiction-related arrests as well as those individuals apprehended on conveyances at seizure.

DOD SUPPORT

DOD provides substantial support to drug law enforcement agencies. DOD efforts in support of drug interdiction include:

- Aerial surveillance. A new high in DOD aerial surveillance support was attained in FY87 with 16,288 flight hours in support of drug law enforcement agencies.18/
- Surveillance Data. A DOD initiative in FY87 involved efforts to enhance long-range surveillance of aerial drug smugglers by providing access to data from Navy and Air Force strategic Over-The-Horizon (OTH) Radar and the conventional land-based radars which comprise the Caribbean Basin Radar Network.19/ When full operational capability of these radars is achieved in the mid-1990s, they have the potential to play a key role in the overall long-range surveillance system for detection of aerial drug smugglers.

18/ Surveillance missions were flown in the Caribbean, along the Mexican border, over the Gulf of Mexico, and over the offshore waters of California and Florida.

19/ The range of radars currently employed by law enforcement personnel is limited by the curvature of the earth. OTH radar will extend the detection range beyond the horizon.

- National Guard. DOD also supports drug law enforcement agencies with the National Guard. In FY87, National Guard units provided 3,121 aerial surveillance flight hours and 9,000 man-days in support of drug eradication.
- Naval Support. The Navy provided 2,512 ship-days in support of embarked Coast Guard LEDETs patrolling in high drug trafficking areas. This is a 100 percent increase over support provided in 1986.20/
- Equipment Loans. DOD aircraft valued at \$300 million are on loan and employed by drug law enforcement agencies. In FY87, for example, new aircraft loans included four Navy E-2C (two each to Customs and Coast Guard) and four Army UH-60 Blackhawk helicopters to Customs.21/

SPECIAL OPERATIONS/ACTIVITIES

Drug Interdiction Game-1987

The Coast Guard sponsored "Drug Interdiction Game (DIG) 1987." DIG was designed, hosted, and directed by the Naval War College, Newport, Rhode Island, with the assistance of NNBIS.

While DIG-1985 and DIG-1986 addressed maritime smuggling activity only in the Caribbean, DIG-1987 addressed all threat avenues with a view toward countering all transportation conveyances for smuggling illegal drugs to and through U.S. borders. Further, the game was restructured around existing NNBIS regional cells and used established NNBIS coordination procedures. The objective of the game was to test and evaluate options for the strategic and operational control, coordination, and communications among all other U.S. agencies engaged in drug interdiction operations. Because of the expanded scenario and increased interagency participation in DIG-1987, the environment was conducive to surface national policy issues. Therefore, the NDPB chaired a cell to address issues with possible national policy implications.

20/ LEDETs arrested 110 people and seized 21 vessels, 223,965 pounds of marijuana, and 549 pounds of cocaine. In addition, LEDETs discovered 1,750 pounds of floating marijuana and 450 pounds of floating cocaine in FY87.

21/ The Army now has 12 Blackhawk helicopters on loan to Customs.

Operation BAT

Operation BAT (Bahamas and Turks/Caicos Islands - OPBAT) began in April 1982. The goals of OPBAT are to disrupt the flow of marijuana and cocaine transitting this area en route to the United States; attempt to close the islands to smugglers for use as refueling stops, storage locations, and staging points; identify major smuggling organizations by their aircraft and pilots in the area; and provide additional training to the host country's narcotics and law enforcement officers.

- OPBAT. Coast Guard and DEA personnel operate the OPBAT operations center in Nassau. The operations center coordinates all maritime and air interdiction activities that occur in the Bahamas involving U.S. forces. In October 1987, the center began 24-hour a day operations. OPBAT resources include personnel and helicopters from the Coast Guard, DEA, Customs, and Army. These agencies conduct combined operations with Bahamian strike force and RBDF personnel. In FY87, OPBAT resulted in 146 arrests and the seizure of 17,729 pounds of cocaine, 259,290 pounds of marijuana, five vehicles, 22 vessels, and 26 aircraft.
- SEABAT. Coast Guard implemented the SEABAT concept which provides a mobile launch platform (Coast Guard or Navy ship) for Coast Guard helicopters with an embarked Bahamian strike force. The presence of the strike force confers authority for the helicopter to perform air and maritime interdictions in Bahamian territory. SEABAT basically extends the reach of OPBAT interdiction resources.
- Operation Bandit. This initiative to increase air interdiction response capabilities in the Bahamas began in September 1986. It employs Customs helicopters stationed at Homestead Air Force Base, Florida operating in the Bahamas with RBDF personnel aboard. Operation Bandit arrested 29 people and seized 15 aircraft, five vessels, 3,032 pounds of cocaine, and 12,570 pounds of marijuana.

Operation Alliance

Operation Alliance is a major, multiagency interdiction initiative covering the entire southwest border from Brownsville, Texas to San Diego, California and the adjacent Gulf and Pacific water areas. Alliance participants include Federal and State/local law enforcement agencies located on the southwest border. As shown in Exhibit IV-4, there was a significant increase between FY86 and FY87 in the quantity of drug seizures along the southwest border. While not all of these seizures can be attributed to Operation Alliance, this operation has had a significant impact on seizures along the southwest border.

EXHIBIT IV-4

SOUTHWEST LAND BORDER SEIZURES*
(by fiscal year)

<u>Year</u>	<u>Marijuana</u>	<u>Cocaine</u>	<u>Heroin</u>
1986	60,409	1,807	27
1987	136,461	8,519	56

* All seizures are in kilograms. Minimum amounts for seizures to be included are one gram of heroin, 200 grams of cocaine, or 2,000 grams of marijuana.

Examples of agency cooperation and significant or unusual seizures include the following:

- In September 1987, Border Patrol agents at the Calexico, California station seized 1,014 pounds of marijuana after responding to a sensor alert approximately eight miles east of the port of entry in Calexico.
- In September 1987, DEA agents at the Brownsville and McAllen Texas offices, in coordination with the Border Patrol, Customs, the Border Smuggling Group, Federal Bureau of Investigation, Texas Department of Public Safety (DPS), and the Willacy County Sheriff's Department, seized approximately 2,600 pounds of marijuana concealed in an underground bunker at the Filigonia Airport near Raymondville, Texas. Five aircraft valued at \$400,000, assorted radio communication equipment programmed to monitor DEA, a list of Customs and Texas DPS frequencies, and \$20,000 were also seized.
- In September 1987, Border Patrol Agents at the Sarita, Texas checkpoint searched a trailer which had been placed on lookout by the Texas DPS. The search revealed approximately 1,300 pounds of cocaine. The cocaine, truck, and driver were turned over to DEA.

LEGISLATION

IMPLEMENTATION OF LEGISLATION

Anti-Drug Abuse Act of 1986

- Seizure and Civil Forfeiture of Monetary Instruments (\$1355). Amended 31 U.S.C. 5317 to delete the "reasonable cause to believe" requirement for border searches for monetary instruments. The number of seizure cases increased by 56 percent from 671 in FY86 to 1,049 in FY87. The value of the monetary instruments seized increased by 62 percent from \$21.5 million to \$34.9 million during the same period.
- Amendments to the Tariff Act (\$1863). Amended the section to allow the sharing of forfeited property with any Federal agency and any State or local law enforcement agency which participated directly in the seizure of the property. On February 2, 1987, the Treasury Department delegated the authority to Customs to discontinue Customs administrative forfeiture actions in favor of forfeiture under State law. The implementation of these enhancements has enabled Customs to dispose of seized and forfeited property more expeditiously, thereby improving cooperation with State and local agencies.
- Foreign Police Arrest Actions (\$2009). Removed Mansfield Amendment (22 U.S.C. 2291 (c)) restrictions from maritime law enforcement in a consenting coastal State's territorial seas. Prior to this amendment, the Mansfield restrictions had been viewed as inhibiting joint operations and operational training in these coastal areas.
- Authorization of Appropriations for Enhanced Drug Interdiction Activities (\$3052). (1) Required DOD to provide two E-2C aircraft each to Customs and Coast Guard (all four aircraft have been provided). (2) Authorized \$99.5 million for seven radar aerostats for detecting drug smuggling aircraft on the southwest border and in the Caribbean--to be loaned to agencies designated by the NDPB (two are now operational, one on Grand Bahamas Island and one at Fort Huachuca, Arizona). (3) Authorized \$40 million for Blackhawk helicopters for apprehending drug smuggling aircraft after they land in the U.S.--to be loaned to agencies designated by the NDPB (\$18 million were appropriated for four aircraft which were loaned to Customs). (4) Authorized \$40 million for a 360° radar system to be installed on a Coast Guard long-range surveillance aircraft (funds were transferred to Coast Guard, reprogrammed, and obligated for APG-66 radars for

HU-25 Falcon jet interceptors, sea-based aerostats, and Coast Guard E-2C support). (5) Authorized \$7 million for drug interdiction surveillance equipment to be loaned to the Civil Air Patrol (CAP) (Air Force purchased small aircraft support equipment for CAP).

- Tactical Law Enforcement Teams (\$3053). Authorized DOD to use \$15 million in DOD funds to pay compensation of Coast Guard LEDETs assigned to Navy vessels for drug enforcement duty. This was completed in February 1987.
- Additional Department of Defense Drug Law Enforcement Assistance (\$3057). Required DOD (1) to submit to Congress a list of all forms of assistance that are available to civilian drug law enforcement agencies (report submitted in February 1987); and (2) to convene a conference of drug law enforcement agencies to determine the appropriate distribution of assistance offered in its report to Congress (conference convened under the auspices of NNBIS in May 1987).
- Aviation Smuggling (3120). Added 19 U.S.C. 1950 which is intended to control aviation smuggling by adopting many of the provisions which apply to vessels. It made it unlawful for pilots or passengers to possess merchandise to be introduced into the United States contrary to law. It established a presumption of guilt for aircraft which operate without lights, with unlawful fuel tanks, with compartments for smuggling, or fail to properly identify. As a result, 26 aircraft valued at \$1.7 million were seized and numerous investigations of aircraft suspected of smuggling activities initiated.
- Coast Guard Drug Interdiction Enhancement (\$3251). Authorized \$89 million for acquisition, construction, and improvement. Two C-130 aircraft, five 110-foot patrol boats, and secure communications packages are being acquired with this money.
- Establishment of a U.S.- Bahamas Interdiction Task Force (\$3301). Created the U.S. - Bahamas Drug Interdiction Task Force and authorized the following funding for this task force: \$9 million for three helicopters; \$1 million for enhanced communications; and \$5 million for initial design engineering and other activities associated with a docking facility in the Bahamas. Coast Guard stationed two helicopters from its existing fleet at Nassau in October 1987 pending procurement of additional helicopters. An upgrade of communications equipment was completed in April 1988. A travel lift capable of lifting 110-foot patrol boats is being located at Coral Harbor, Nassau. Additionally, because a mobile facility is more appropriate to counter changing threats than a fixed facility, an

advanced tactical support base concept is being pursued. This base is capable of providing the full-range of routine support necessary to maintain surface interdiction resources on station. It was implemented on a temporary basis on April 1, 1987 and will be fully functional by the summer of 1988.

- Establishment of Command, Control, Communications and Intelligence Centers (C³I) (\$3351). Required the establishment of a national and sector centers. The national center is partially operational in leased space in Oklahoma City. C³I West (March Air Force Base, California) is expected to have an initial operational capability in the summer of 1988. C³I East (Miami) is expected to be operational in October 1988.

CHAPTER V: INVESTIGATION

INTRODUCTION

The Federal Drug Investigations strategy emphasizes a highly sophisticated division of labor to ensure coverage of all aspects of drug investigations that begins with the uniformed patrol officer in the United States, ends with counterparts in source countries, and spans a progressive continuum between the two. One of the most important characteristics of the strategy is that, for the first time, the coordinated efforts of the agencies involved in drug investigations have been expressed in terms of shared programs.

The Drug Investigations Committee of the National Drug Policy Board (NDPB) is chaired by the Drug Enforcement Administration (DEA); the Federal Bureau of Investigation (FBI) serves as the vice-chairman.^{1/} The Committee's mission is to reduce the availability of illicit drug supplies through the immobilization of major drug trafficking organizations by arresting their leaders and seizing their drugs and assets.

PROGRESS IN 1987

The accomplishments that follow demonstrate Federal, State, and local efforts to accomplish the mission of Committee member agencies. These programs highlight the fact that drug investigations have become extremely complex in terms of interagency relationships and that the integrated efforts of many agencies can achieve greater results than could be accomplished by any one agency acting alone.

ORGANIZED CRIME DRUG ENFORCEMENT TASK FORCE PROGRAM

The OCDETF Program is the major cooperative Federal drug law enforcement program for investigations. Of the numerous investigative approaches used, this program is the best equipped to respond to and disrupt high-level organized trafficking groups because of its multiagency approach. In FY87, OCDETF continued to target and pursue violators who direct, supervise, and finance the illicit drug trade. These task forces utilized the combined

^{1/} Other members of the Investigations Committee include representatives of the U.S. Marshals Service, Immigration and Naturalization Service, Internal Revenue Service, Customs Service, Bureau of Alcohol, Tobacco, and Firearms, Coast Guard, and the Departments of State, Treasury, and Agriculture.

resources of DEA, FBI, Internal Revenue Service (IRS), Bureau of Alcohol, Tobacco, and Firearms (ATF), Immigration and Naturalization Service (INS), U.S. Marshals Service, Customs, Coast Guard, U.S. Attorney's Office, and State and local law enforcement agencies. Accomplishments of the OCDEF Program in FY87 include the following:

- Operation Cashweb/Expressway. This three-year undercover operation penetrated the highest levels of three Colombian money laundering organizations. Undercover FBI Agents identified over \$300 million in Colombian drug proceeds and Federal, State, and local indictments were handed down on 114 conspirators for drug and/or money violations. Seizures included 2,100 pounds of cocaine, 22,000 pounds of marijuana, and \$22.5 million in cash. Forfeiture proceedings for \$11 million in the bank accounts of two major subjects were also initiated.
- Pizza Connection. From 1982-87, the FBI directed an international investigation focused on heroin importation/distribution and money laundering by Sicilian Mafia figures in association with the La Cosa Nostra in the United States.^{2/} The Mafia used pizza parlors throughout New York and five other States to facilitate the distribution of an estimated \$1.65 billion worth of heroin smuggled into this country from Sicily. Thirty-eight high-level traffickers in the United States and 175 Mafia members and associates in Italy were indicted for drug trafficking and money laundering violations. Eighteen defendants, including Gaetano Badalamenti, the former Sicilian Mafia "Boss of all Bosses," were sentenced in Federal Court in New York to jail terms up to 45 years.
- Sicilian Mafia Connection Case. Over the past two years, the FBI has directed a multiagency international investigation focusing on heroin importation and distribution by Italian drug trafficking groups and their criminal associates in the United States and Italy.^{3/} The FBI and Italian law enforcement authorities discovered that Italian drug traffickers had been engaged for years in the routine and rarely interrupted importation and distribution of heroin from Southwest Asia through Italy and Sicily and into the United States. This long-term and complex

^{2/} The FBI also received support from DEA, Customs, IRS, foreign governments, and numerous State and local law enforcement agencies.

^{3/} Other law enforcement agencies provided assistance during the investigation, including DEA, Customs, Immigration and Naturalization Service, and the New York City Police Department.

investigation addressed heroin trafficking in New York, Pennsylvania, New Jersey, North Carolina, Florida, Ohio, Texas, and Washington, D.C. and employed 39 court-ordered electronic surveillances. It is projected that approximately 200 high-level Italian traffickers will be prosecuted for drug trafficking violations both in the United States and Italy.

- Herrera Mexican Trafficking Case. In March 1983, the FBI initiated a four-year investigation of this major Mexican drug trafficking organization that had established a sophisticated network for distributing brown heroin in the United States. The Herrera case used 14 court-authorized electronic surveillances for a nine-month period. Over 100 drug indictments have been obtained and, thus far, 75 felony convictions have been recorded with jail sentences of up to 30 years. Additionally, assets valued at over \$500,000 have been forfeited to the United States Government. The FBI continues to address this major Mexican drug trafficking organization through a series of related investigations.
- Operation Rum Punch. A national effort was initiated in January 1987 by ATF in response to over 1,000 narcotics-related homicides over the last three years attributed to Jamaican gangs. In October 1987, a coordinated national arrest was organized with the assistance of INS, DEA, FBI, and State and local agencies involving 230 arrest warrants that resulted in 154 arrests and seizures of weapons, currency, and narcotics.
- Joint Investigations. INS, the Alaska State Police, and local narcotics officers arrested four Jamaican nationals and seized vehicles, \$60,000 in currency, six kilograms of cocaine, and 30 weapons.
- Pablo Acosta Organization. When DEA, INS, and local narcotics officers targeted the Pablo Acosta cocaine trafficking organization, a 21-count indictment resulted. The principal was sentenced to life imprisonment plus 209 years (to run concurrently) and fined \$1 million. Ten other defendants received sentences ranging from 3-25 years.

PRIORITY INVESTIGATIONS TARGETING

- Operation Pisces. Directed at cocaine traffickers' money laundering activities, this DEA operation is the largest and most successful undercover investigation in Federal drug law enforcement history. It resulted in 350 arrests and seizures of \$78 million in assets, 8,600 kilograms of cocaine, and 6.5 tons of hashish. \$12 million in currency was seized by the Panamanian Government.

- Operation Man. This DEA operation was directed at false corporations laundering marijuana smuggling profits and resulted in the seizure of \$42 million in assets, \$6 million in cash, \$14 million in currency located in Switzerland, and real property in Florida, Georgia, and Puerto Rico.
- Operation Sea Horse. Major Oriental narcotics organizations trafficking Southeast Asian heroin to the United States were targeted by DEA. Informant networks capable of penetrating those groups were developed which provided in-depth, long-term intelligence.
- Operation Columbus. This DEA operation targeted major Mexican heroin and cocaine trafficking organizations and identified their structures, smuggling routes, modus operandi, and distribution networks.
- Operation Leyenda. This DEA-initiated Federal Task Force investigated the murder of DEA Special Agent Enrique Camarena. On May 13, 1987 Mexican trafficking kingpin, Rafael Caro-Quintero--alleged to have masterminded the kidnap, torture, and murder of Special Agent Camarena--was indicted.
- Operation Alliance. Operation Alliance, established in August 1986 as a multiagency interdiction effort, has resulted in significant investigative successes. Defendants processed by DEA offices along the Mexican border have increased by 47 percent over FY86 totals. Case initiations in the same offices were up 57 percent over FY86 and drug removals increased by 100 percent during the same period. DEA has increased its investigative and analytical staff in these offices as well as its Mexico City office by 26 percent since April 1986. DEA also cross-designated 2,932 Border Patrol Agents located on the southwest border with limited authority under Title 21. This cross-designation enhances the Border Patrol's ability to conduct drug searches and arrest violators. In FY87, ATF Agents initiated 264 investigations involving firearms trafficking to Mexico and 290 investigations targeting armed drug traffickers along the southwest border. A total of 454 defendants have been recommended for prosecution. Seizures include 1,348 firearms, 56 machine guns, 104 silencers, 22 destructive devices, 54,437 rounds of ammunition, and 22 pounds of explosives. IRS and Customs have concentrated on illegal money laundering activities and on obtaining tax charges against narcotic violators who operate along the border.

SPECIAL INVESTIGATIONS/TECHNIQUES

Corruption Investigation

The existence of drug-related public corruption underscores the significance of the drug problem. Public officials' acceptance of bribes and payoffs to protect drug organizations or influence the outcome of prosecutions undermines the public's trust and confidence in its elected and appointed officials.

Allegations of drug-related corruption continue to be carefully scrutinized and are given high priority by the FBI and the Department of Justice (DOJ). While there appears to be a decline in the number of corruption convictions resulting from drug investigations in 1986-87 [Exhibit V-1], the FBI considers the 1985 figure (68) to be a statistical anomaly. In fact, total convictions, taken from 1983, 1984, 1986, and 1987, have shown progressive increases.

EXHIBIT V-1

FBI DRUG PROGRAM
PUBLIC CORRUPTION CONVICTIONS*
(by fiscal year)

	<u>1983</u>	<u>1984</u>	<u>1985</u>	<u>1986</u>	<u>1987</u>
Drug Investigations	35	40	68	48	37
OCDETF Investigations	<u>0</u>	<u>38</u>	<u>59</u>	<u>47</u>	<u>63</u>
Total	35	78	127	95	100

* Includes those cases in which the defendant was referred to treatment or other supervision prior to trial (pretrial diversions). These convictions include those obtained through unilateral FBI drug investigations and OCDETF investigations where the FBI was the lead agency.

The FBI's decision to conduct a public corruption investigation is based on the seriousness of the offense, perceived impact, deterrent effect, crime problems particular to a field division, and the prosecutive merits of the case. Investigations of officials in managerial or executive positions are considered higher priority than are investigations of local government regulatory inspectors or law enforcement officers of

patrolman or equivalent rank. Notable exceptions include pervasive corruption throughout a governmental agency or the involvement of organized crime figures. Instances of public corruption not meeting FBI criteria are referred to appropriate State and local authorities. Illustrative of the FBI's efforts in corruption investigations are the following:

- Randy S. Fink Investigation. As a result of a joint FBI/Customs investigation, Fink and 23 other individuals (including three former Customs Patrol officials) were charged in October 1987 with conspiracy to import cocaine and marijuana. The three Customs officers provided protection for drug traffickers operating in Louisiana and Florida. The joint investigation continued for two years and centered on a conspiracy to import a planeload of cocaine from Colombia to the United States.
- Armando Estrada Investigation. The investigation focused on pervasive drug-related corruption by high-ranking current and former officers of the Metro-Dade and Miami, Florida Police Departments. This FBI investigation has resulted in the indictment of 19 persons, 15 of whom are former police officers. Seventeen police officers have been convicted and 28 others have been dismissed from police service. It is anticipated that 70 police officers will have been dismissed by the time this investigation ends. Approximately \$300,000 in property has been seized and approximately \$3,000 in cash has been surrendered.

IRS Investigations/Tax Assessments

During FY87, the IRS attained record totals in virtually every statistical category of narcotic enforcement results. Since the inception of the OCDETF Program, the IRS has provided the largest participation of any Treasury agency. Its participation in 71 percent of all OCDETF cases initiated and 50 percent of all cases resulting in indictments is among the highest of any agency. The following trends reflect the continuing enforcement emphasis on financial investigations of high-level drug traffickers and their organizations.

- There continued to be increases in 1987 over 1986 in prosecutions recommended by the IRS Criminal Investigation Division (CID) (four percent), indictments and informations returned on CID cases (ten percent), and convictions obtained involving CID investigative efforts (two percent). [Exhibit V-2].
- Total fines increased 21 percent in FY87 to \$11.7 million. [Exhibit V-2].

EXHIBIT V-2

INTERNAL REVENUE SERVICE
SUMMARY OF DRUG ACTIVITIES
(by fiscal year)

	<u>1983</u>	<u>1984</u>	<u>1985</u>	<u>1986</u>	<u>1987</u>
Prosecutions Recommended	421	712	840	956	996
Indictments and Informations	265	516	673	817	898
Convictions including Guilty Pleas	167	353	515	666	680
Percent of Convicted Sentenced to Prison	87	71	80	73	77
Average Prison Sentence (months)	67	52	67	68	74
Total Fines (millions)	\$.89	\$4.5	\$4.2	\$9.7	\$11.7

Jeopardy and termination tax assessments against drug traffickers apply to property used in or obtained by illegal activities and other property owned by the individual. Such tax assessments by the IRS result in the immediate demand for payment of taxes.^{4/}

Over the past five years, the total value of jeopardy and termination assessments against drug traffickers totaled \$657 million. The average assessment for the five-year period was \$485,587. [Exhibit V-3.]

^{4/} Jeopardy assessments are made when collection of any tax is in jeopardy after the due date for filing a tax return has passed. Termination assessments are made when the IRS finds that the collection of income tax is in jeopardy before the end of the tax year.

EXHIBIT V-3

JEOPARDY AND TERMINATION ASSESSMENTS
AGAINST DRUG TRAFFICKERS
(by fiscal year)

<u>Year</u>	<u>Number</u>	<u>Assessments (millions)</u>	<u>Average Assessment</u>
1983	260	69	265,384
1984	297	117	393,939
1985	296	244*	824,324
1986	280	176	628,571
1987	<u>220</u>	<u>51</u>	<u>231,818</u>
Total	1,353	\$657	\$485,587

* One case involved an assessment of nearly \$93 million.

INS Investigations

INS has made a strong commitment to curtailing alien involvement in narcotics trafficking enterprises. The enactment of the Anti-Drug Abuse Act of 1986 and the Immigration Reform and Control Act of 1986 and the Attorney General's decision to include INS's Investigations Division as a full member of the OCDETF Program have enhanced INS's success in locating, apprehending, investigating, and removing criminal alien drug traffickers from the United States and for pursuing extra territorial prosecutions and extradition of drug traffickers.

Despite the relatively short tenure of INS investigations in the OCDETF program, the accomplishments have been significant: INS Agents have been responsible for, or assisted in, drug-related seizures and forfeitures amounting to \$6.9 million in currency, 88 vehicles, 167 weapons, 979 kilograms of cocaine, and 1,521 vials of "crack." INS Agents have also been responsible for, or assisted in, the arrest of 474 aliens involved in illegal narcotics trafficking activities during designated OCDETF investigations.

Operation Black Gold, an INS investigation in Philadelphia, focused on a Jamaican criminal organization ("posse") involved in the importation and distribution of marijuana and cocaine. As a result of the investigation, the organization was dismantled and a Pennsylvania State Trooper was convicted on 24 counts of aiding

and abetting the sale of fraudulently issued identity documents to hide the illegal alien status of posse members. Additionally, a Philadelphia city corrections officer plead guilty to three counts of document fraud in supplying bogus drivers licenses to the group.

Drug-Related Firearms and Explosives Investigations

- Over the past several years, officials responsible for the enforcement of drug laws at all levels of government have experienced an alarming increase in the number of drug violators who use firearms and explosives.
- Firearms, particularly automatic weapons, have become popular among drug traffickers who seek to protect their profits and further their illicit enterprises. [Exhibit V-4.]
- DEA alone seized nearly 5,000 weapons during FY87.

EXHIBIT V-4

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

	<u>1985*</u>	<u>1986</u>	<u>1987</u>
Handguns	424	457	1,175
Rifles/Shotguns	335	441	2,119
Machine guns	44	35	152
Sawed-off Shotguns/Rifles	24	34	181
Destructive Devices (bombs)	22	59	129
Silencers	41	47	117
Explosives (pounds)	1,281	470	354
Ammunition (rounds)	16,433	36,756	37,390

* Statistics for the years prior to 1985 are unavailable.

Electronic Surveillance

- Electronic surveillance is a carefully employed investigative tool for obtaining evidence against powerful drug traffickers and their associates. The use of this type

of surveillance, which must be authorized by court order, varies by case.

- For each fiscal year, the total number of orders obtained includes initial interception orders (which are valid for only a specified number of days) and extensions of those orders.
- The number of electronic interceptions authorized by the court increased in 1987 in response to increased investigative activity. [Exhibit V-5.]

EXHIBIT V-5

DEA, FBI, AND CUSTOMS
ELECTRONIC INTERCEPTIONS (TITLE III)
(by fiscal year)

<u>Year</u>	<u>Court Orders Obtained</u>	<u>Initiations</u>	<u>Extensions</u>
DEA			
1983	81	48	33
1984	85	57	28
1985	142	82	60
1986	81	58	23
1987	107	68	39
FBI			
1983	155	84	71
1984	308	148	160
1985	159	101	58
1986	83	53	30
1987	90	57	33
CUSTOMS*			
1985	3	3	
1986	2	2	
1987	10	8	2

* Customs was not granted electronic interception authority for Title 31 violations until late 1984.

Fugitives

- Because high-level drug traffickers face lengthy prison sentences when convicted and risk losing all assets derived from their illegal activities, many traffickers attempt to flee from justice before prosecution. The Marshals Service has made significant contributions in fugitive apprehension.
- In 1987, the Marshals Service received approximately 11,500 fugitive cases. Of these, 40 percent were drug-related. The Marshals arrested about 60 percent of these fugitives.
- Between March and May 1987, the Marshals Service implemented the Warrant Apprehension Narcotics Team (WANT) Program to pursue and apprehend narcotics-related Federal fugitives. This program resulted in the arrest of 166 narcotics fugitives. Among those apprehended were five drug traffickers who had jumped bonds of \$1 million or more. Seizures valued at \$1.02 million were also made.

STATE AND LOCAL COOPERATION

DEA State and Local Task Force Program

The 52 DEA State and Local Task Forces nationwide contribute to the national drug enforcement effort by disrupting illicit drug traffic; seizing drug evidence and drug-related assets; providing intelligence that assists in the development of national cases, informants, and investigative leads; and providing training and experience to State and local officers. For example, 19 percent of DEA's active OCDEF investigations in 1987 were initiated as a result of a State and Local Task Force investigations. As OCDEF investigations, these cases have yielded over 300 Class I arrests and \$23 million in seized assets. The following are examples of task force cases:

- New York Drug Enforcement Task Force. This is an eight-year investigation of an organization with 3,000 members. The organization ships 6,000 kilograms of cocaine per month from Colombia through Mexico to New York City and makes profits estimated at \$2.5 million per month. To date, two tons of cocaine, \$7 million in cash, \$2 million in jewelry, 65 cars, and 200 automatic weapons have been seized and 300 defendants arrested.
- DEA-San Diego Narcotic Task Force. Suspects were observed loading cardboard boxes into a truck. A routine vehicle stop by the San Diego Sheriffs Department resulted in the seizure of 100 pounds of methamphetamine powder. The FBI identified approximately \$6.5 million in assets and property belonging to the main defendant and his associates. An

OCDETF investigation is being proposed to consolidate this investigation.

DEA State and Local Task Force Program arrests and convictions increased significantly from 1986 to 1987. The number of individuals arrested increased by 25 percent; convictions increased by ten percent. [Exhibit V-6.]

EXHIBIT V-6

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

	<u>1983</u>	<u>1984</u>	<u>1985</u>	<u>1986</u>	<u>1987</u>
Arrests	2,703	2,465	3,172	4,433	5,559
Convictions	1,945	2,506	2,025	2,383	2,629

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

State and Local Investigations

Another means of immobilizing trafficking organizations is through State and local investigations. State and local governments have become more active as drug investigation partners with the Federal government. Some FY87 examples include:

- Operation Pipeline. This operation focuses on State and highway police interception of shipments of cocaine and other controlled substances along the interstate and highway systems. Nine States joined Operation Pipeline's statistical reporting system during 1987 bringing the total to 38. FY87 seizures included approximately 2,783 kilograms of cocaine, 24,084 kilograms of marijuana, 11 kilograms of heroin, 65 kilograms of amphetamines, and over \$18 million in currency.
- Washington Heights, New York City. From July 1986 to July 1987, a Federal, State, and local Task Force was convened in the Washington Heights area. DEA Special Agents and other law enforcement officers arrested New Jersey residents who crossed the George Washington Bridge into New York to

purchase "crack" cocaine from dealers. A total of 952 buyers and sellers were arrested and 617 automobiles seized.

- Zero Tolerance. In December 1986, DEA, Customs, the U.S. Attorney's Office, and other law enforcement agencies in San Diego implemented a "zero tolerance" campaign on the U.S.-Mexican border. Individuals found crossing into the United States with any amount of an illicit drug are now charged with a violation of Federal law and given the option of forfeiting their vehicles or facing prosecution and subsequent incarceration. Of the 1,200 arrests to date, only one individual has chosen the latter.

COCAINE SUPPRESSION PROGRAM

The objective of this program is to destabilize cocaine trafficking operations as close to the source as possible, but also in the ports and border areas of the United States.

- Latin America. An operation was initiated in April 1987 to reduce over a three-year period the supply of illicit cocaine reaching the United States from Latin America. This operation is coordinated by DEA and the Department of State with appropriate foreign authorities in eleven cooperating Central and South American countries. Through December 1987, seizures in this operation included: 1,375 cocaine hydrochloride and base laboratories, 2,452 (55 gallon) drums of chemicals, 23,799 kilograms of cocaine base/hydrochloride, 42 aircraft, 12 boats, 388 vehicles, and \$4 million in currency.
- Colombia. On February 4, 1987 Carlos Lehder-Rivas was arrested by Colombian National Police and extradited to the United States. Lehder-Rivas was one of the largest suppliers of cocaine to the United States and reputedly the most violent of the Medellin drug cartel. Estimates are that Lehder's organization transported an average of 1,000 kilograms of cocaine per month to the United States, and that his organization had expanded operations to include marijuana trafficking.
- Guatemala. During 1987, a single investigation conducted by DEA and Guatemalan authorities resulted in the seizure of 2,404 kilograms of cocaine destined for the United States, one of the largest single seizures in history.
- Honduras. Responding to increasing evidence of smuggling activity, the United States increased its drug enforcement presence in Honduras in 1987 resulting in the seizure of several thousand pounds of cocaine. Also, inspection of a shipment of plantains from Honduras revealed 125 of the

cartons contained cocaine. Approximately 5,000 pounds of cocaine were seized and six individuals arrested.

- Mohawk, New York. DEA, FBI, New York State Police investigators, and the Albany Drug Enforcement Task Force seized a cocaine conversion laboratory on a 305-acre dairy farm in Mohawk. Eleven individuals were arrested and approximately 1,200 pounds of cocaine base-saturated charcoal, 125 pounds of cocaine hydrochloride in various stages of manufacture, and 85 pounds of completed cocaine hydrochloride were seized.

HEROIN SUPPRESSION PROGRAM

The objective of this program is to destabilize heroin trafficking operations as close to the source as possible, but also in the ports and border areas of the United States.

- New York-Hong Kong. DEA and Customs seized 160 pounds of pure Southeast Asian heroin in New York. Personal documents of the three arrested defendants revealed over 100 bank accounts and safety deposit boxes in the United States and Hong Kong. Approximately \$1 million in cash and negotiable instruments were seized in the United States.
- Mexico. The Jaime Herrera-Nevarez organization (confederation), based in Durango, Mexico, is one of the largest Mexican heroin trafficking organizations. The Mexican Federal Judicial Police, acting on DEA information, arrested Herrera-Nevarez's son in Mexico on narcotics charges. Jaime Herrera-Nevarez was then apprehended in Mexico by Mexican police. Both Herreras remain incarcerated, each facing numerous charges for drug violations.
- New York-Thailand. Information developed by DEA led to a Customs search of a shipment of furniture from Thailand destined for Brooklyn, New York. Concealed inside the furniture were 55 pounds of pure heroin. Two members of a large Oriental heroin smuggling organization were arrested.
- Belgium. As a result of the cooperative efforts of DEA Special Agents and authorities in Turkey, Austria, Germany, France, and Belgium, 30 kilograms of heroin and \$100,000 in cash were seized in Antwerp, Belgium; two arrests were also made. This investigation was initiated by DEA and Turkish authorities who obtained authorizations from four of the countries to conduct a controlled delivery of heroin.

CANNABIS DETECTION AND ERADICATION

Cannabis Seizures

- Colombia. As a result of a four-month investigation involving DEA offices in Miami and Colombia, the Colombian National Police seized 150 tons of marijuana, the second largest marijuana seizure on record in Colombia.
- Louisiana. DEA, Customs, FBI, the Louisiana State Police, and the Mississippi Bureau of Narcotics observed an aircraft land in Houma, Louisiana and off-load 1,080 pounds of marijuana. The suspects were followed to a farm near Greensburg, Louisiana where they were arrested and the marijuana seized. A search warrant served on one defendant resulted in asset seizures amounting to \$1.4 million in currency and over \$2 million in real estate and other property.

Domestic Cannabis Eradication/Suppression Program

The national cooperative effort by DEA to eradicate domestically grown marijuana involves State, local, and other Federal agencies to coordinate the eradication of marijuana, arrest violators, seize assets, conduct follow-up investigations of violators, develop an intelligence data base, and train agencies in marijuana eradication. DEA funds help the States defray the costs of their eradication efforts. In 1987, 46 States participated in this program.^{5/} [Exhibit V-7.]

- Of the 71,845 cannabis plots sighted in FY87, all but 9,482 were eradicated. Over seven million pounds of marijuana were removed.
- Nearly 1,200 greenhouse/indoor operations were seized, a 10.7 percent increase over 1986.
- Asset seizures, including farms, residences, and other property, were reported in 35 States. In 1987, asset seizures remained constant with \$13.7 million seized.
- Program-related arrests increased by 17.4 percent between 1986 and 1987, from 5,537 to 6,502.
- DEA flew 210 missions (over 632 hours) in support of the Program's enforcement and training activities throughout the

^{5/} The following States did not participate: Nevada, New Jersey, North Dakota, and South Dakota.

country. Aviation resources from other Federal, State and local agencies, National Guard units, and civilian contract sources were utilized in 1987 as they were in 1986.

The Bureau of Indian Affairs Law Enforcement Division and members of the Border Patrol Tactical Unit launched a joint marijuana eradication effort on the Hoopa Indian Reservation in Northern California that ended in FY87. This highly successful airmobile enforcement operation eradicated an estimated 75 percent of the high grade sinsemilla marijuana crop planted on the reservation, seizing and destroying approximately 54,000 pounds of marijuana plants.

EXHIBIT V-7

DOMESTIC CANNABIS ERADICATION/SUPPRESSION PROGRAM
(by fiscal year)

	<u>1983</u>	<u>1984</u>	<u>1985</u>	<u>1986</u>	<u>1987</u>
Plots Sighted	76,588	21,075	47,399	33,291	71,845
Plots Eradicated	70,572	19,199	39,745	32,196	62,363
Plants Eradicated (millions)	4	13	39	130	113
Greenhouses	714	649	951	1,077	1,192
Arrests	4,318	4,941	5,151	5,537	6,502
Weapons Seized	984	1,424	1,768	1,646	1,728

DEA Cannabis Cultivation Investigations

- Minnesota/Nebraska. In 1987 the first evidence of an organized group involved in multi-State cannabis cultivation and distribution was discovered in Minnesota, where 48 tons of marijuana were seized on a farm located in New York Mills. The group also had a farm in Nebraska where authorities seized an additional 34 tons of marijuana.
- Hawaii. The Hawaii County Police Department conducted an aerial spraying operation and destroyed 102,416 marijuana plants located in 2,600 plots. This operation was conducted with the approval of the Hawaiian State environmental agencies. To date, approximately 880,000 plants have been eradicated in Hawaii County by both manual and spraying methods.

Cannabis Activity in National Forests

In 1987, there was considerable use of National Forest System (NFS) lands for illicit cannabis cultivation. Emphasis of the Forest Services' Target Priority Program is on the highest level of individuals responsible for cannabis production in the NFS.

Cannabis growers are becoming more organized and are utilizing creative methods to camouflage their operations. The presence of booby traps at cultivation sites and confrontations between armed growers, public visitors, and Forest Service employees continued. Thirty-one cultivation sites had potentially lethal booby traps installed and operational. Highlights of the Forest Service Drug Control Program include the following:

- Of the more than 3,000 cannabis cultivation sites detected, 41 percent contained high-potency sinsemilla marijuana. Nearly 300,000 cannabis plants were eradicated.^{6/} This represents approximately 40 percent of the total amount of cannabis being cultivated on NFS lands. In 1987, 135 persons were arrested for cannabis cultivation on NFS lands; 101 firearms were seized.
- The Forest Service requested cross-designation authority from DEA in order to do completed investigative work in remote areas adjacent to the National Forests where law enforcement resources are limited. (An amendment to the MOU between the Forest Service and DEA relative to cross-designation is in the final approval process).

DANGEROUS DRUG CONTROL

Domestic Clandestine Laboratory Program

- Most of the illicit dangerous drugs abused in the United States are produced in clandestine laboratories.
- Total clandestine laboratory seizures increased 34 percent from 509 in 1986 to 682 in 1987. This increase is attributed to an increase in the number of labs and their operating capacity prompted by the steadily increasing demand for methamphetamine. The increase also includes a 51 percent increase in methamphetamine lab seizures and a

^{6/} Due to reduced manpower caused by the massive forest fires in the Pacific Northwest, the amount of cannabis eradicated from NFS lands in 1987 decreased by about 11,000 plants; sites detected decreased by about 800.

decreases in the P2P and cocaine labs seized. [Exhibit V-8.] The number of P2P labs seized decreased in 1987 for two reasons: (1) P2P is now a controlled substance; (2) the ephedrine method of producing methamphetamine, which does not require P2P, is now the preferred production method.

- A record number of weapons have been seized at clandestine laboratory sites (1,364). Fifteen percent of the weapons were fully automatic.
- Evidence of 83 clandestine laboratories was discovered on NFS lands. Most of these labs were set up to produce methamphetamine.

EXHIBIT V-8

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

	<u>1983</u>	<u>1984</u>	<u>1985</u>	<u>1986</u>	<u>1987</u>
Methamphetamine	122	184	257	372	562
P2P	7	14	25	21	19
Amphetamine	25	31	67	66	66
PCP/PCC	47	26	23	8	11
Cocaine	10	24	29	23	17
Methaqualone	11	4	5	4	1
Psilocybin	2	4	3	0	0
MDA	5	0	3	3	1
Fentanyl	0	0	2	3	1
Other	<u>12</u>	<u>4</u>	<u>5</u>	<u>9</u>	<u>4</u>
Total	241	291	419	509	682

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

Clandestine Laboratory Investigations

- Philadelphia. Following a three-year investigation initiated by DEA and the FBI in Philadelphia, a Federal grand jury returned a 46-count indictment charging 28 organized crime leaders and associates with involvement in international P2P importation and distribution and

methamphetamine manufacture and distribution. The leaders were charged with conducting a continuing criminal enterprise. Property and asset seizures were estimated at \$5 million.

- Orlando. DEA charged two defendants with conspiracy to manufacture methamphetamine. Computerized records seized at their residence contained evidence of a distribution network, financial records, and chemical formulas. It is estimated that these individuals had distributed approximately 400 kilograms of methamphetamine since 1982.
- Los Angeles. The Los Angeles Police Department Clandestine Laboratory Squad and DEA Agents seized approximately 84 pounds of methamphetamine oil and finished methamphetamine as well as precursor chemicals, glassware, and laboratory apparatus from a garage in San Diego County. The laboratory had the capacity to produce 50 pounds of methamphetamine per week. The search also resulted in the seizure of 33 weapons and 12 booby traps. The perimeter of the property was protected by a closed circuit video system.
- Florida. A 105-count indictment naming 49 defendants in the Southern District of Florida charges an organization with clandestinely manufacturing 13.5 million counterfeit diazepam pills in Quebec, Canada and with subsequent distribution in Southern Florida. The principal defendants are charged with racketeering and interstate transport in aid of racketeering.

Seizure of Essential Chemicals

- Chemicals and precursors used in the illicit production of drugs are either diverted from legitimate production and distribution networks or are produced illicitly.
- DEA has worked with its State counterparts in obtaining precursor and essential chemical laws at the State level. A major effort is currently under way to obtain a Federal law for the control of these chemicals.
- A conference on cocaine and essential chemicals was held in Quito, Ecuador in July 1987. The conference, attended by cabinet-level officials from 21 countries and representatives from the United Nations and the South American Accord, examined the role of producing, transmitting, and consuming countries in precursor and essential chemical markets.
- Operation Origination is aimed at companies which supply chemicals to clandestine laboratory operators. To date, 40 such companies have been targeted by DEA. During FY87, ten were immobilized and \$11.2 million in assets were seized.

- DEA seized 564 kilograms of P2P when it arrived in Boston from Frankfurt, Germany. The P2P, which was 96 percent pure, would have made 1,380 pounds of methamphetamine with an approximate illicit wholesale value of over \$16 million. The suspect, a German national, was arrested in Boston and released on \$100,000 bond pending trial.

Domestic Diversion Investigations

- Criminal Diversion Investigations, which involve the identification of high-level violators (both practitioners and financiers backed by organized crime elements) responsible for large-scale diversion, increased by 13.3 percent between 1986 (353 investigations) and 1987 (400 investigations).
- Public Interest Revocation Investigations allow DEA to deny an application for registration or immediately suspend or revoke a registration if such registration would be or is inconsistent with the public interest. In 1986, DEA requested the denial or revocation of 307 applications for registration; in 1987, there were 450 such requests, an increase of 46.6 percent.
- Preregistration Investigations, which serve to assure that the authority to handle controlled substances is granted only to those whose registration is in the public interest, increased from 1,326 in 1986 to 1,528 in 1987, a 15.2 percent increase.
- Cyclic Investigations involve periodic, unannounced investigations of manufacturers, distributors, importers, and exporters to ensure required controls are maintained. The number of these investigations remained constant between 1986 and 1987 (740 investigations).
- Michigan. 1987 saw the culmination of a two-year DEA/FBI/IRS/Michigan State Police investigation focusing on the diversion of controlled substances and pharmacy fraud through generic substitution by subjects associated with a Michigan firm. Prosecution resulted in the conviction of 65 defendants (including one physician and 30 pharmacists) and the forfeiture of 29 pharmacies.
- Operation Quaker State. Eighty-one physicians and pharmacists have been targeted for investigation under this Operation which addresses the significant diversion of amphetamine, methamphetamine, and phenmetrazine in Pennsylvania. Federal and State investigative efforts during 1987 resulted in the arrest and conviction of two physicians and a number of other criminal and civil actions. As a result of this operation, the State legislature has

banned the use of amphetamines for the treatment of obesity and restricted the prescribing of Schedule III and IV anoractics to no more than 45 days per patient in Pennsylvania.

Domestic Conference

- In September 1987, senior policy officials from 41 States, the District of Columbia, and Puerto Rico attended the third National Conference on the Control and Diversion of Controlled Substances held by DEA in San Antonio, Texas. Major conference recommendations included a call for State adoption of bail and sentencing reforms similar to those enacted at the Federal level and enactment of legislation to establish multiple copy prescription systems and revoke or suspend the licenses of drivers convicted of drug-related offenses. Letters endorsing and urging favorable consideration of these recommendations were sent by DEA's Administrator to the governors of the 50 States and Puerto Rico and the mayor of Washington, D.C.

International Diversion Activities

- An Asian Conference on the Diversion of Controlled Drugs, Precursors, and Essential Chemicals from International Commerce was held in Kuala Lumpur, Malaysia, April 22-24, 1987. The conference was designed to enhance cooperation between participating nations and encourage the development of methods to curtail trafficking. It also provided a forum for discussing international drug and chemical diversion concerns.
- Throughout 1987, DEA and the State Department continued developing the new international convention for the suppression of drug trafficking. The most recent draft proposal, which includes a number of drug and chemical diversion control provisions, was presented to the United Nations Commission of Narcotic Drugs in February 1988. A plenipotentiary conference is scheduled for November 1988 to adopt the convention.

Controlled Substances Analogues

- A conference on the "Technical Aspects of Drug Control--Assessment of Issues Relative to Illicit Substances of Abuse and Controlled Substance Analogues" was held by DEA in conjunction with the World Health Organization in Rabat, Morocco in September 1987. Participants from 24 countries, including experts in the fields of medicine, science, law enforcement, and commerce, met to identify drugs which are clandestinely manufactured and to assess the extent of their

abuse and harm to the public safety. Recommendations were developed and discussed by the conferees.

- As of December 1987, DEA had used the emergency scheduling provision of the Comprehensive Crime Control Act of 1984 to temporarily control 16 substances, including 15 analogues of controlled substances. Ten of the analogues have been permanently placed into Schedule I of the Controlled Substances Act of 1970.

DOMESTIC DRUG REMOVALS

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

- Seized drugs (and other evidence) must be analyzed to assess weight and purity. DEA chemists analyzed 42,112 exhibits of evidence (including 11,243 for State and local agencies), testified in 1,025 trials, conducted 801 ballistic examinations, and identified 26 new illegal types of tablets and 22 new types of LSD blotter paper.^{7/}
- DEA cocaine removals (seized and purchased) increased dramatically--up 32 percent from FY86 to FY87 (from 27,161 to 35,970 kilograms). [Exhibit V-9.]
- DEA marijuana removals decreased by 11 percent from 1986 to 1987 (from 710,000 to 632,000 kilograms). Hashish removals, however, increased nearly 50 percent in the same period (from 719 to 1,075 kilograms). [Exhibit V-9.]

^{7/} Blotter paper is saturated with individual dosage units of LSD and sold as "hits."

EXHIBIT V-9

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

Drug	1983	1984	1985	1986	1987
Heroin (kg)					
FBI	4	39	15	5	16
DEA	306	349	468	382	356
Cocaine (kg)					
FBI	317	221	31	839	1,051
DEA	7,569	11,768	24,637	27,161	35,970
Marijuana (kg)**					
FBI	2	4	2	1	1
DEA	1,045	1,386	851	710	632
Hashish (kg)					
FBI	3	2	1	.4	.12
DEA	1,302	14,371	9,831	719	1,075
Dangerous Drugs (d.u.)**					
FBI	1,936	1,265	4,649	3,833	1,063
DEA	20,194	13,985	25,968	46,222	33,530
Stimulants (d.u.)**					
FBI	954	1,151	4,502	3,738	1,061
DEA	10,802	11,125	20,710	27,846	26,839
Depressants (d.u.)**					
FBI	804	75	80	5	2
DEA	2,810	1,627	665	1,627	643
Hallucinogens (d.u.)**					
FBI	178	39	67	90	.33
DEA	6,583	1,233	4,594	16,749	6,048

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

** Measurements are in thousands.

ARRESTS, CONVICTIONS, AND SENTENCING

- DEA arrests and convictions were higher in FY87 than in any previous year. Total DEA arrests of Class I and II violators (the most significant) increased 15 percent from 5,989 in 1986 to 6,884 in 1987. The number of arrests in Class I and II cases increased 14 percent during the same period. [Exhibit V-10.]
- Total drug-related arrests reported by DEA from all sources increased 17 percent from 18,746 in 1986 to 21,921 in 1987. This increase includes arrests by DEA acting alone, DEA and State/local cooperative investigative efforts, DEA State and local Task Forces, and referrals from other Federal agencies to DEA. [Exhibit V-11.]
- Convictions obtained through investigations involving DEA increased four percent from 12,022 in 1986 to 12,497 in 1987. [Exhibit V-12.]

EXHIBIT V-10

DRUG ENFORCEMENT ADMINISTRATION
GEOGRAPHICAL DRUG ENFORCEMENT PROGRAM ARRESTS*
(by fiscal year)

<u>Year</u>	<u>Arrests by GDEP Class I & II Case**</u>	<u>Arrests by GDEP Class I & II Violator***</u>
1983	6,816	2,495
1984	7,467	2,852
1985	9,441	4,057
1986	12,905	5,989
1987	14,666	6,884

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

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

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

EXHIBIT V-11

DRUG ENFORCEMENT ADMINISTRATION
ARRESTS BY SOURCE
(by fiscal year)

<u>Year</u>	<u>DEA Only*</u>	<u>State/Local Cooperative</u>	<u>State/Local Task Force</u>	<u>Federal Referrals</u>	<u>Total</u>
1983	7,887	1,436	2,703	971	12,997
1984	7,839	1,724	2,465	1,098	13,126
1985	8,239	2,940	3,172	1,344	15,695
1986	9,466	3,466	4,433	1,381	18,746
1987	10,361	3,705	5,559	2,296	21,921

* Includes OCDETF Program arrests.

EXHIBIT V-12

DRUG ENFORCEMENT ADMINISTRATION CONVICTIONS*
(by fiscal year)

<u>Year</u>	<u>DEA Only**</u>	<u>State/Local Cooperative</u>	<u>State/Local Task Force</u>	<u>Federal Referrals</u>	<u>Total</u>
1983	6,001	1,087	1,945	933	9,966
1984	6,172	1,245	2,506	892	10,815
1985	6,455	1,157	2,025	912	10,549
1986	6,508	1,961	2,383	1,170	12,022
1987	6,350	2,203	2,629	1,315	12,497

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

** Includes OCDETF Program figures.

- DEA also reports record numbers of convicted offenders entering prison on drug charges. In 1987, the total number imprisoned was 10,042, a seven percent increase over 1986. Defendants convicted on cocaine-related charges represent the largest increase in imprisonments from 1986 to 1987, from 4,462 to 5,607 (26 percent). [Exhibit V-13.]

EXHIBIT V-13

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

<u>Case Drug</u>	<u>1983</u>	<u>1984</u>	<u>1985</u>	<u>1986</u>	<u>1987</u>
<u>Heroin (Opiates)</u>					
Number imprisoned	1,565	1,522	1,526	1,470	1,198
Average sentence	64	68	68	69	76
<u>Cocaine</u>					
Number imprisoned	2,185	2,946	3,202	4,462	5,607
Average sentence	52	57	56	65	69
<u>Cannabis</u>					
Number imprisoned	1,899	2,151	1,977	2,022	1,953
Average sentence	42	51	46	51	52
<u>Dangerous Drugs</u>					
Number imprisoned	1,166	1,156	1,214	1,420	1,284
Average sentence	43	47	56	57	65
<u>TOTAL</u>					
Number imprisoned	6,815	7,775	7,919	9,374	10,042
Average sentence	50	56	56	61	66
<u>Source of Arrest</u>					
<u>DEA Only</u>					
Number imprisoned	4,302	4,721	5,010	5,270	5,330
<u>S/L Cooperative*</u>					
Number imprisoned	676	799	828	1,459	1,760
<u>S/L Task Force*</u>					
Number imprisoned	1,206	1,625	1,443	1,684	1,934
<u>Federal Referrals</u>					
Number imprisoned	631	630	638	961	1,018
<u>TOTAL</u>					
Number imprisoned	6,815	7,775	7,919	9,374	10,042

* S/L abbreviates State/local.

The FBI claims only those OCDETF statistical accomplishments derived from cases in which the FBI was the initiating, lead investigative agency. The decline in FBI OCDETF statistics from FY 86-87 [Exhibit V-14] reflects the 1986 implementation of the FBI's National Drug Strategy (NDS) which focuses resources on those long-term investigations of international drug trafficking organizations. Such cases employ extensive use of electronic surveillance and other manpower-intensive investigative techniques designed to infiltrate and ultimately dismantle major drug trafficking organizations. The organizational approach to drug investigations, epitomized by the NDS, emphasizes the quality-over-quantity concept in statistical accomplishments. Reductions in statistical accomplishments are expected to continue to decrease slightly over FY88 as a result of continued refinement of the NDS.

- The FBI maintains statistical data on arrests, indictments, and felony convictions as a method of indicating program implementation.
- The FBI's felony conviction rate has increased steadily. Although data are slightly skewed for fiscal years, the conviction to indictment rate for 1987 exceeds 80 percent. Such comparisons can be interpreted as a measure of prosecutive effectiveness in FBI drug investigations.

EXHIBIT V-14

FEDERAL BUREAU OF INVESTIGATION
 DRUG ARRESTS, INDICTMENTS, AND CONVICTIONS*
 (by fiscal year)

<u>Year</u>	<u>Arrests</u>	<u>Indictments</u>	<u>Felony Convictions</u>
1983	1,186	1,238	471
1984	1,927	2,367	1,362
1985	2,766	3,308	2,232
1986	2,501	3,527	2,671
1987	2,326	3,417	2,851

* Includes OCDETF statistics where FBI was lead agency.

The investigation and successful prosecution of organizations and individuals involved in drug trafficking continues to be a top priority in the FBI's multimission

strategy. Violations of drug laws are vigorously pursued in all areas of the FBI's investigative programs.

Individual convictions of violations under Title 21 are not double-counted in drug program statistics. The following statistics are provided to accurately portray the full impact of the FBI investigative programs on drug traffickers primarily associated with other criminal activities: General Crimes, 178 convictions; Organized Crime, 158 convictions; White Collar Crime, 103 convictions (total - 439 convictions).

FINANCIAL INVESTIGATIONS

Investigations of the financial transactions of drug trafficking organizations play a crucial role in the overall drug enforcement strategy. Immobilizing drug trafficking organizations requires that their assets be seized. Federal agencies now enforce a variety of laws to attack drug traffickers financially. The goal of the Federal effort is to establish a sustained capability to identify, target, seize, and recover monetary assets of traffickers. Pursuit of this goal through the investigation of known criminal organizations is one approach. Additionally, targeting the money flow and following the money to the upper echelons of the enterprise will maximize the potential for interagency success.

Recent changes in Title 31 and Title 18 allow a much broader attack on the assets of drug traffickers than has been possible before. Care must be taken to ensure equal effort is directed at targeting the money flow process and the organizations involved in any aspect of the narcotics enterprise. A recently signed Memorandum of Understanding of Money Laundering has shown great promise as a means for ensuring effective coordination of high-level undercover infiltration operations. This strategy and targeting approach will become an integral part of all drug investigations.

- Customs has revised its financial investigative strategy to concentrate its resources on high-level, drug-related money laundering organizations. Special emphasis has been placed on geographic specific problem areas. Two new money laundering task force operations have been established to cover the San Antonio and San Francisco areas.8/
- As a result of the Money Laundering Control Act of 1986, Customs increased its investigative responsibilities in the

8/ For a further description of these operations, see Operation Greenback in Chapter VI, Prosecution.

area of money laundering. One hundred cases were initiated for potential violations of the Money Laundering Control Act. Sixty-five additional arrests were made and an additional \$10.6 million was seized.

- The FBI is providing Drug Money Laundering in-service classes in the six core-cities of the FBI/DEA Joint Drug Plan. Elements of the continuing FBI training program will be used as a model for the Financial Enforcement Committee coordinated interagency training program.
- The FBI, in association with the Office of Justice Programs' Bureau of Justice Assistance (BJA), is developing a curriculum for financial training of State and local law enforcement officers involved in drug investigations. The FBI will adopt a mentor approach by training a cadre of officers who will, in turn, provide instruction to their colleagues within their respective regions. The FBI/BJA financial training course will train approximately 1,000 State and local officers in investigative techniques designed to enhance asset and money flow tracing and will include hands-on, computer-based training.
- Following on the success of the Operation Cashweb/Expressway money laundering investigation, the FBI continues centralized management of FBI money laundering investigations nationally and internationally to ensure efficient use of Federal resources and coordination with other agencies of the Departments of Justice and Treasury in accordance with the joint Memorandum of Understanding on Money Laundering.
- Historically, because of the unique jurisdiction under Title 26 of the Internal Revenue Code, the IRS has long been involved in conducting financial investigations of organized criminals who derive their income from illegal activities. With the enactment of new money laundering statutes, the IRS has applied their expertise to prosecute individuals profiting from this illegal activity. The IRS will continue to pursue narcotics traffickers and those individuals involved in the illegal money laundering aspects of the organization by vigorously enforcing Title 31 and the new Title 18 money laundering statutes.

Financial Enforcement Committee

Since its founding in 1987, the Financial Enforcement Committee (FEC) has become the most active and visible coordinating body for national programs actively attacking the

financial operations of drug traffickers.^{9/} It is the focal point of the Federal government for a newly emphasized attack on drug trafficking organizations, their financial infrastructures, and the financial assets generated by their illegal trade. The committee, one of three special committees of the NDPB's Enforcement Coordinating Group, is organized with two standing subcommittees (Intelligence and Investigations) and has several special task forces.

The ambitious mission of the FEC is to ensure the development, coordination, implementation, and execution of all Federal programs designed to identify, target, seize, recover, or expose the financial operations and assets of drug trafficking organizations.

- The first major project of the FEC, a money laundering "Think Tank," was held in July 1987. Participants made specific recommendations to improve many agency-specific programs dealing with money laundering. A subsequent report has served as a roadmap for the basic tasking of the subcommittees and the foundation of an integrated strategy.
- In September 1987, the first Financial Enforcement Strategy was written and adopted as part of the NDPB Strategy. This was the first multiagency policy statement for attacking the assets of drug traffickers. The strategy, which directs equal efforts at targeting the money flow process and the organizations involved in the narcotics enterprise, is the basis for investigations in all drug cases.
- The Financial Enforcement Training Program is designed to ensure a coordinated approach for training in all aspects of financial investigation, intelligence, prosecutions, and asset forfeiture and removal techniques. The principal targets for this training initiative are OCDETF personnel (including Federal, State, and local agent managers and prosecutors). A flagship effort in this program has been the use of FBI in-service training as a testing ground for cross-agency instructors and speakers. This will be a continuing effort as part of the FBI/DEA Joint Drug Plan.
- As part of the training effort, the Financial Crimes Investigation Institute of the Federal Law Enforcement Training Center is cataloging all Federal financial

^{9/} Members of the Financial Enforcement Committee include representatives of INTERPOL, Federal Bureau of Investigation, Drug Enforcement Administration, Internal Revenue Service, Customs Service, the Intelligence Community, and the Departments of Treasury, Justice, State, and Defense.

investigation and enforcement training courses. This effort includes controlling the scheduling of financial enforcement training.

- The Money Flow Model Project with the Los Alamos National Laboratory is a joint technology program sponsored by the NDPB as a multiagency venture. This is the flagship project of the effort to structure the many data bases that process financial information into more usable formats. The lead agency for project coordination is the Department of Treasury, but the FEC runs this project through a task force steering group.
- The FEC established a project to collect, review, and then coordinate the financial intelligence requirements. The immediate goal is to articulate intelligence requirements for financial intelligence in the same format that was used by the Interdiction Committee. A task force was established and the collection work is underway.
- The Data Base Sharing Task Force of the FEC explores existing data base capabilities and resources for financial information and recommends ways to ensure coordination and effective safeguards against misuse.

Asset Removal

Asset seizure and forfeiture laws give the government authority to seize the funds, conveyances, property, and other assets derived from illegal drug activities. The goal of asset forfeiture is to destroy the economic power of drug enterprises. Both the Departments of Justice and Treasury continued to place strong emphasis in 1987 on asset forfeiture as a means of denying drug traffickers the fruits of their illicit activities, as well as the means by which those activities may be continued. Seizure and forfeiture activity is the highest priority within the FBI, second only to the investigation and prosecution of the underlying crime. FBI seizures and forfeitures increased steadily during FY85-FY87 (See Exhibit VI-3).^{10/}

^{10/} The FBI has seizure and forfeiture jurisdiction under 14 statutes involving the Drug, Organized Crime, White Collar Crimes, Personal Crimes, General Government Crimes, General Property Crimes, Anti-Terrorism, and Foreign Counter Intelligence Programs.

Asset Management

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

- The number of seized properties in Marshals custody nearly doubled between FY86 and FY87. [Exhibit V-15.]
- The value of seized property also increased significantly in FY87. The total value of seized property in the Marshals' custody at the end of FY87 was \$500 million--a 30 percent increase over that held at the end of FY86. [Exhibit V-15.]

EXHIBIT V-15

U.S. MARSHAL'S SERVICE
SEIZED PROPERTIES IN MARSHAL'S CUSTODY*
(by fiscal year)

<u>Types</u>	<u>Number</u>			<u>Value (in millions)</u>		
	<u>1985</u>	<u>1986</u>	<u>1987</u>	<u>1985</u>	<u>1986</u>	<u>1987</u>
Aircraft	68	94	87	\$8	\$15	\$18
Vessels	143	97	112	51	10	10
Vehicles	1,098	1,325	2,274	10	11	17
Real						
Property**	429	802	1,258	109	153	205
Cash***	869	1,585	4,252	86	142	204
Other	<u>1,057</u>	<u>1,289</u>	<u>3,634</u>	<u>49</u>	<u>55</u>	<u>46</u>
Total	3,664	5,192	10,328	\$313	\$386	\$500

* Excludes some DEA and INS administrative seizures.

** Includes businesses.

*** Includes financial instruments.

Equitable Sharing Program

Since its inception in mid-1985, the equitable sharing program has expanded rapidly. The Federal government has distributed slightly more than \$135 million to State and local agencies through this program. In 1987, DOJ shared \$68.8 million in forfeited property and cash with State and local law enforcement agencies. This is 182 percent more than the \$24.4 million shared in 1986. The overall sharing amounts reported by agencies of the Departments of Justice and Treasury resulted from many joint investigations by Federal, State, and local law enforcement agencies throughout the country. Since the inception of the program in 1985, California received approximately \$51.2 million from DOJ and \$10.7 million from Customs, reflecting the outstanding cooperative efforts between Federal and California law enforcement agencies.

LEGISLATION

IMPLEMENTATION OF LEGISLATION

Anti-Drug Abuse Act of 1986

- Precursor and Essential Chemical Review (§1901). Required a precursor and chemical review to assess the need for legislation, regulation, or alternative methods to control the diversion of legitimate precursor and essential chemicals to the illegal production of drugs of abuse. DEA conducted the study which resulted in the preparation and introduction by DEA of legislation entitled "The Chemical Diversion and Trafficking Act of 1987." The legislation, currently before Congress, will place controls upon the importation, exportation, and distribution of certain precursor and essential chemicals.
- Amendment to Immigration and Nationality Act (§1751). Required INS (1) to determine if an alien arrested for a narcotics offense is subject to deportation and, if so, to detain the alien; and (2) to establish pilot programs in four cities to improve computer capabilities for exchange of information between INS and local law enforcement officials. INS has designated New York, Chicago, Miami, and Los Angeles as the four pilot cities and has started a feasibility study for the improvement or establishment of computer system interfaces.
- Monetary Tracing Provisions (§5317c). Expanded the seizure provisions of Chapter 53 of Title 31 U.S.C. §5317c to include a "tracing provision." As a result, \$4.1 million in monetary instruments were seized in FY87.
- National Forest System Drug Control Act of 1986 (§§15001-15007). Provided limited Title 21 authority for Forest Service law enforcement personnel related to drug offenses occurring within the NFS. This Act also provided penalties for use of booby traps during drug manufacturing activities on Federal public lands. Over 350 Forest Service Special Agents and law enforcement officers were trained by DEA.

Immigration and Nationality Act

INS has endorsed legislation introduced by Senator Chiles to amend the Immigration and Nationality Act to increase criminal sanctions against aliens involved in violent crime and narcotics trafficking. These include the following measures:

- §972, requiring mandatory detention of aliens convicted on felony charges to include drug trafficking and aggravated assault.
- §973, providing for additional criminal penalties for deported aliens who reenter the United States.
- §974, imposing criminal penalties on those who fail to appear at immigration proceedings.
- §975, imposing criminal penalties on individuals who aid, conspire, or assist illegal aliens convicted of a felony to enter the United States, or those who recruit and assist aliens in foreign countries to enter the United States for the expressed purpose of dealing in illicit narcotics.

CHAPTER VI: PROSECUTION

INTRODUCTION

The objective of the Federal Prosecution strategy is to immobilize drug trafficking and money laundering organizations by incarcerating their members, forfeiting their assets, divesting them of their power, and, as appropriate, extraditing, deporting, and excluding their members. To accomplish this objective, prosecution resources are directed at those significant national and international targets where successful prosecution has the greatest impact on the overall strategic objective. The strategy, therefore, focuses on a variety of interrelated activities including, but not limited to, the following:

- Extending efforts to reduce the supply of illegal drugs by increased, pro-active targeting of the major trafficking organizations responsible for drug importation and distribution.
- Attacking significant local and regional drug threats by maintaining a Federal enforcement presence in every district.
- Continuing to work with State and local drug enforcement authorities and expand efforts to assist them in drug prosecution at the State and local levels.
- Extending efforts to interrelate Federal, State, and local prosecutions with Immigration and Naturalization Service (INS) administrative proceedings to deport convicted alien drug traffickers and prevent their reentry to the United States.

The Department of Justice (DOJ) (Criminal Division) is the lead Federal agency for the prosecution of drug trafficking investigations and chairs the Prosecution Committee of the National Drug Policy Board (NDPB). The combined Federal effort in prosecuting drug trafficking organizations involves close cooperation among Federal agencies and the continuing support of State and local law enforcement and prosecution agencies.^{1/}

^{1/} Other members of the Prosecution Committee include representatives of the Drug Enforcement Administration, Federal Bureau of Investigation, Customs Service, Internal Revenue Service, Coast Guard, U.S. Marshals Service, the Criminal and Tax Divisions of the Department of Justice, and the U.S. Attorneys.

PROGRESS IN 1987

Federal law enforcement agencies working with U.S. Attorneys' offices, the Organized Crime Drug Enforcement Task Force Program (OCDETF) and Organized Crime Strike Forces continued to expand their prosecutorial efforts in 1987. Drug Enforcement Administration (DEA) and Federal Bureau of Investigation (FBI) arrest and conviction statistics reached new highs both in terms of quantity and quality of cases (12,395 people were arrested by the DEA in FY87, up from 5,580 in FY81; the FBI's felony drug convictions increased from 471 to 2,851 during the same period); the amount of assets forfeited pursuant to these prosecutions also increased significantly; and Customs and the Internal Revenue Service (IRS) reported greater numbers of cases referred for prosecution and asset forfeiture. As a consequence of this law enforcement activity, more than one-third of the Federal prison population is comprised of drug criminals.

The Executive Office for United States Attorneys (EOUSA) collects information on all Federal cases filed in Federal courts. This information reflects the efforts of investigative agencies and U.S. Attorneys' Offices, among others in the criminal justice system. Exhibit VI-1 shows that while the number of indictments filed for several categories of offenses has remained relatively constant from 1983-1987, the number of cases involving narcotics and dangerous drugs has increased precipitously. Indeed, since 1983 the number of drug cases filed has almost doubled.

EXHIBIT VI-1

CRIMINAL CASES FILED IN U.S. DISTRICT COURTS*
(by fiscal year)

<u>Offense</u>	<u>1983</u>	<u>1984</u>	<u>1985</u>	<u>1986</u>	<u>1987</u>
Anti-racketeering	224	238	220	244	297
Conspiracy	799	904	976	1,153	906
Controlled Substances	3,906	4,374	4,986	6,064	7,455
IRS - Income Tax	832	992	1,027	1,194	1,116
Weapons Control	1,648	1,487	1,599	1,911	1,748

*Excludes cases initiated by transfer under Rule 20 of the Federal Rules of Criminal Procedure: Transfer from the District for Plea and Sentence. Beginning in FY86, this table does not include appeals.

Witness Protection

The Witness Security Program is a vital component of the Federal prosecution strategy. Because drug organizations become increasingly violent as law enforcement pressure grows, investigating and prosecuting criminal networks require protecting witnesses and offering them immunity from prosecution. Without the opportunity to offer protection to cooperating witnesses, law enforcement efforts would be seriously jeopardized. In FY87, the U.S. Marshals protected/serviced 787 witnesses and 1,731 family members. [Exhibit VI-2].

During the same period, the Marshals Service provided protection for 135 new witnesses in prosecutions that involved narcotics, two-thirds of all new witnesses during this period. The Marshals Service provided protection to OCDETF, U.S. Attorneys' offices, and Strike Force witnesses and their families. These witnesses had been threatened because of their willingness to provide information and testimony against important targets. The following are examples of this program:

- The North Carolina Presidential Task Force indicted three Colombian nationals on multiple narcotics felonies. The case was one of the most significant narcotics convictions in the history of North Carolina. Subsequently, one defendant was convicted on 21 separate counts and received a 240-year prison sentence and fines in excess of \$9 million. Two defendants remain at-large. Four witnesses were placed in the Witness Security Program because of the threat to their lives as a result of their testimony against the defendants.
- Approximately 80-100 individuals were implicated in what is believed to be the largest methamphetamine production and distribution ring in the Philadelphia area. Because of the testimony of five protected witnesses, 16 defendants were convicted.
- In 1987, the Marshals Service provided protection to 27 OCDETF and 46 DEA witnesses and families who had been intimidated by the targets of drug-related investigations.
- Tragically, DEA Special Agent Enrique Camarena and a DEA informant were murdered in February 1985 by members of the Caro-Quintero/Fonseca-Camillo drug trafficking organization. The subsequent investigation into these murders and the drug smuggling enterprise itself resulted in the sponsorship of nine witnesses and their families into the Witness Security Program in FY87.
- The security offered by the Marshals Service's Program extends beyond the Federal level of drug investigations and their resulting witness sponsorships. In December 1986, the

District Attorney's Office of Medford, Oregon sponsored a witness into the program who had knowledge of the gangland style execution of a local informant who was not in the Witness Protection Program.

EXHIBIT VI - 2

WITNESS PROTECTION PROGRAM ADMISSION HISTORY
(by fiscal year)

<u>Year</u>	<u>New Witnesses</u>	<u>Total New Witnesses & Family Members</u>	<u>Serviced WC/Total</u>
1983	333	649	993/2,245
1984	290	554	945/2,103
1985	189	385	847/1,897
1986	217	401	781/1,714
1987	206	382	787/1,731

* WC abbreviates Witnesses

Asset Forfeiture

The goal of asset forfeiture efforts is to destroy the economic power of drug enterprises by identifying, targeting, seizing, and recovering their monetary assets. Both the Departments of Justice and Treasury continued to place strong emphasis in 1987 on asset forfeiture as a means of denying drug traffickers the fruits and instrumentalities of their illicit activities. Pursuit of this goal through the investigation of known criminal organizations is one approach. Federal agencies now enforce a variety of laws to attack drug traffickers financially. Targeting the money flow and following the money to the upper echelons of the enterprise will maximize the potential for interagency success.

Exhibit VI-3 shows the appraised value of drug-related assets seized by DEA, FBI, and Customs for FY84-87. The total value of drug-related assets seized by DEA increased about 31 percent from FY86 to FY87; during the same period, the value of drug-related assets seized by the FBI increased about 27 percent. The value of drug-related assets forfeited to the government from FY86 to FY87 through DEA investigative activities increased 86 percent. Although Customs seizures of cash declined slightly from 1986 to 1987, the value of all seizures of cash and other assets rose more than 150 percent.

EXHIBIT VI-3

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

	<u>1984</u>	<u>1985</u>	<u>1986</u>	<u>1987</u>
DEA				
Seizures*	\$106**	\$100	\$311	\$407
Forfeitures	38**	56	47	144
FBI				
Seizures*	29	35	50	66
Forfeitures	4	10	31	35
Customs				
Seizures***	68	96	122	102
Forfeitures	26	36	46	52

* DEA and FBI seizures reflect both cash and real and personal property seizures. FBI seizures are derived solely from FBI investigations conducted either unilaterally or jointly with other State or local law enforcement agencies under an asset sharing or adoption agreement. The FBI does not claim seizures in joint investigations with other Federal agencies.

** Total seizures for FY84 were derived by combining DEA seizures and seizures through interagency cooperation.

*** These figures reflect monetary seizures and do not include real or personal property seizures.

United States Attorneys' Offices/EOUSA Statistics

United States Attorneys' offices and the Criminal Division units that support their efforts (Narcotic and Dangerous Drug Section, Asset Forfeiture Office, and the Office of International Affairs) are vital participants in the Federal Prosecution strategy. EOUSA collects information on all Federal cases filed in United States District Courts and shows the following:

- Over 30 percent of all cases filed in the United States in FY87 were for controlled substances violations.
- There were 140 monetary transaction cases covering 200 defendants in FY87; of these defendants, 145 were found guilty by plea or after trial. This represents an 18 percent increase of defendants convicted over FY86.

Exhibit VI-4 presents EOUSA statistics on controlled substance cases for FY83-87. The figures show the following:

- 7,455 controlled substances cases were filed (up 21 percent from 1986) which covered 14,655 defendants; of these, 11,891 pleaded or were found guilty. This represents a 34 percent increase of defendants convicted from FY86.
- Defendant guilty pleas as a percentage of all drug defendants whose cases were terminated continued to increase in 1987. In 1985, 60 percent of these defendants pleaded guilty; in 1986, 63 percent pleaded guilty; and in 1987, 70 percent pleaded guilty.
- Guilty pleas as a percentage of convictions also remained steady in 1987, saving the government the time and expense of trials. In 1985, 80 percent of all drug convictions resulted from pleas; in 1986, 83 percent pleaded guilty; and in 1987, 82 percent pleaded guilty.

EXHIBIT VI-4

EXECUTIVE OFFICE FOR U.S. ATTORNEYS
 CONTROLLED SUBSTANCE STATISTICS*
 (by fiscal year)

Year	<u>Filed:</u>		<u>Pleas:</u>	<u>Defendants Tried:</u>			<u>Other:</u>
	Cases	Defcs*	Defcs* Pleas	Total Tried	Guilty After Trial	Acquitted After Trial	Other** Terminations
1983	4,753	9,732	4,583	1,852	1,656	196	2,413
1984	5,245	11,049	5,102	1,688	1,448	240	2,608
1985	6,137	12,161	5,604	1,635	1,395	240	2,123
1986	7,295	14,932	7,387	1,677	1,479	198	2,577
1987	7,445	14,655	9,769	2,411	2,122	289	1,509

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

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

Federal Prosecutions

United States Attorneys' offices alone or jointly with OCADETF offices handled many of the most significant narcotics prosecutions in the United States in FY87. Among these prosecutions the following are representative:

- Southern District of New York. In June 1987, 20 defendants were sentenced to terms of imprisonment ranging from 12 to 45 years for their roles in the "Pizza Connection" case. The case involved the distribution of 1,650 pounds of heroin (with a reported street value of \$1.6 billion) and the laundering of money using pizza parlors as fronts. The trial lasted 17 months and involved 30,000 exhibits and testimony from 400 witnesses.
- North Central Regional Task Force. In July 1987, Federal agents seized approximately 5,230 pounds of cocaine in Chicago. The seizure, the second largest in Federal law enforcement history, resulted in the indictment of eleven individuals for conspiracy to possess and distribute cocaine.
- Middle District of Florida. In February 1987, Carlos Lehder-Rivas was arrested in Colombia and extradited to the United States. Lehder is alleged to be one of the leaders of the Medellin drug cartel, which is reportedly responsible for 80 percent of the cocaine imported into the United States. According to the indictment, the cartel coordinated the production, importation, and distribution of more than four tons of cocaine into the United States.^{2/}
- Gulf Coast Regional Task Force. In September 1987, arrests were made in several cities as part of the yearlong "Operation Intruder." During the investigation, agents arranged for the importation from Colombia of over 120,000 pounds of marijuana. When the marijuana arrived in Texas, agents delivered some of the shipment to Colorado, Georgia, and Florida and arranged for 18,000 pounds of marijuana and 1,300 pounds of cocaine to be flown to Detroit. As a result, more than 20 individuals were indicted. The majority entered guilty pleas.

^{2/} On May 19, 1988, Carlos Lehder-Rivas was convicted of running a continuing criminal enterprise, possession of cocaine with intent to distribute it, conspiracy to import, and importation. The verdict followed a seven-month trial in Jacksonville, Florida on the eleven-count indictment. Lehder was convicted on all counts, for which he faces up to life plus 150 years' imprisonment and \$350,000 in fines.

Strike Force

DOJ's Organized Crime and Racketeering Section maintains 14 strike forces and ten field offices nationwide. These strike forces join with the major Federal investigative agencies in planning the steps to be taken against the most active criminal organizations. All Federal agencies and many State and local authorities participate in developing the cases later prosecuted by strike force prosecutors in those 24 cities and elsewhere.

The strike forces play a key role in the prosecutive strategy because many traditional organized crime figures are involved in drug-related activities. In addition, this Section recently initiated an Asian organized crime project in four strike force offices: Boston, Houston, Los Angeles, and San Francisco. In San Francisco, the strike force is being assisted by DOJ's Narcotic and Dangerous Drug Section. The strike forces in these cities will target money laundering and other serious criminal activities as well as the narcotics offenses committed by the Asian organized crime groups. Prosecution of drug offenses has consistently consumed approximately 20 percent of total strike force resources and resulted in a proportionate percentage of strike force convictions (429 in FY87), although that percentage is rising according to the Criminal Division's Automated Case Management Information System.

Operations Greenback

Operations Greenback (Miami and Puerto Rico) continue to be the preeminent antimoney laundering programs in the United States. Multiagency task forces target both drug traffickers and the money launderers willing to service them. From its inception in 1980, Operation Greenback Miami has confiscated \$93.6 million in currency. Since its inception in 1984, Operation Greenback Puerto Rico has seized currency and property conservatively valued at \$11.6 million. In addition, Greenback Puerto Rico is responsible for jeopardy assessments totalling \$1.8 million.^{3/} In late FY87, DOJ established two additional Greenback Operations: Operations Greenback San Antonio and San Francisco. Both are operational and expected to follow the successes of their predecessor operations.

Exhibit VI-5 presents seizure statistics from two Greenback Puerto Rico prosecutions.

^{3/} For a discussion of "jeopardy assessments," see Chapter V, Investigations.

EXHIBIT VI-5

OPERATION GREENBACK PUERTO RICO*
(FY87)

Operation Ali-Baba yielded a total of \$444,197 in seizures:

<u>Asset</u>	<u>Value</u>
U.S. Currency	\$ 4,197
Studio Apartment	40,000
Residential Structures (2)	130,000
Business Structure	100,000
Mechanic Shop	70,000
Office Building	<u>100,000</u>
Total	\$444,197

Operation El Morro yielded a total of \$2.1 million in seizures:

<u>Asset</u>	<u>Value</u>
Residential Structures (10)	\$730,000
Rural Farms (2)	875,000
Residential Apartments (2)	150,000
16' Pleasure Craft	4,000
Boat Trailer	1,000
Vehicles (6)	64,500
Currency	58,000
Digger	12,000
Rural Lots (3)	<u>180,000</u>
Total	\$2,074,500

Organized Crime Drug Enforcement Task Force Program

The OCDETF Program constitutes a nationwide structure of 13 regional task forces which utilize the combined resources and expertise of its member Federal agencies in cooperation with State and local investigators and prosecutors to target and destroy major narcotic trafficking and money laundering

organizations.^{4/} The task forces, established in 1982, grew out of the realization that effective and comprehensive attacks on major drug organizations are often beyond the capacity of a single agency.

A multifaceted attack on highly sophisticated drug cartels requires unique capabilities combined into a comprehensive and orchestrated investigation and prosecution. Thus, for example, by uniting the physical and electronic surveillance capabilities of the FBI and the Bureau of Alcohol, Tobacco, and Firearms (ATF), the undercover skills of DEA, the tax and financial knowledge of the IRS, ATF's skill in weapons investigations, Customs resources for tracking international movements of people and funds, the intelligence gained from Coast Guard maritime activities, INS's expertise in tracking and deporting illegal aliens, and the Marshals Service's authority, the full force of the drug enforcement community is brought to an investigation.

The Task Force Program further broadens this base with the local intelligence resources of State and local law enforcement agencies and adds to the impact by utilizing attorney's skills at the earliest stages of investigations. Joining such diverse abilities and resources is the underpinning of the Task Force Program.

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

- 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;
- Promote a coordinated drug enforcement effort in each task force region and encourage maximum cooperation among all drug enforcement agencies;
- Work fully and effectively with State and local drug law enforcement agencies; and

^{4/} Agencies involved in the OCDETF Program include: the Bureau of Alcohol, Tobacco, and Firearms, Drug Enforcement Administration, Federal Bureau of Investigation, Immigration and Naturalization Service, Internal Revenue Service, Coast Guard, Customs Service, U.S. Marshals Service, a variety of State and local enforcement and prosecutions organizations, and all of the United States Attorney's Offices.

- Make full use of financial investigative techniques, including tax law enforcement and forfeiture actions.

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

Earlier discussions of the history of drug trafficking, law enforcement responses, and the composition and organizational structure of the task forces in the 1983-86 OCDETF Annual Reports provide a comprehensive background for the 1987 report. These reports indicate that over the last several decades, the Federal government has attempted a variety of strategies to combat the increasingly complex and sophisticated operations of major illicit drug traffickers. In addition to increased resources, major legislative initiatives, and innovative investigative techniques, it is clear that the most promising investigative strategy is the long-term, multiagency, multifaceted OCDETF type of investigations and prosecutions.

The OCDETF Program has been a highly successful multiagency drug investigation and prosecution program during the last five years as evidenced by:

- 1,888 investigations initiated resulting in 3,858 indictments and informations.
- Over 6,500 top- and mid-level leaders and major suppliers and distributors charged.
- 674 persons charged with Title 21 Continuing Criminal Enterprise Act (CCE) violations and 869 individuals charged with Title 18 Racketeer Influenced and Corrupt Organizations violations.
- Cash and property asset seizures totaling \$623 million.
- 7,553 were found or plead guilty to at least one charge.

The OCDETF Program continues to be the heart of the Federal prosecution effort directed at multi-State and multinational enterprises. Its success and accomplishments during its five

years of existence are summarized in Exhibit VI-6 through VI-23.5/

5/ Exhibits VI-6 through VI-23 present data collected for the Task Force Program by the OCDETF Case Monitoring Systems. All previously reported data has been converted from a calendar year to a fiscal year basis. Also, the percentages for all data in Exhibits VI-6 through VI-23 are computed from the Statistical Base Number (N) for each of the sets of data presented. Minor variations in the "N" reflected at the bottom of each Exhibit are reporting irregularities. Minor variations between these base numbers and the summary numbers in Exhibit VI-6 are the result of subset reporting variations principally where the specific data set was not applicable to the individual report submitted.

EXHIBIT VI-6

NUMBER OF INVESTIGATIONS, INDICTMENTS/INFORMATIONS, AND SENTENCES
(by fiscal year)

<u>TYPE</u>	<u>1983 NO.</u>	<u>1984 NO.</u>	<u>1985 NO.</u>	<u>1986 NO.</u>	<u>1987 NO.</u>	<u>TOTAL NO.</u>
Investigations	210	505	372	433	368	1,888
Indictments/ Informations	206	761	959	1,026	906	3,858
Sentences	200	1,474	2,653	2,733	2,659	9,719

- After a substantial growth in FY84, the first full year of the OCDETF Program, the number of investigations initiated has remained fairly constant. There was a small increase in FY86 which represented a replenishment of the first full cycle of investigations completed. The data indicated that a caseload of 350-400 OCDETF cases can be expected with the present level of resources.
- Indictments/informations in the past three years have leveled off between 900-1,026. This experience is consistent with the caseload and the demands on the prosecution function in the process.
- Sentences have leveled off between 2,600-2,733 which is also consistent with the caseload experiences. In the third through fifth year of the OCDETF Program, greater demands on the prosecution and adjudication aspects of the program were experienced because of increasingly complex cases and a growing number of appeals in the system.

EXHIBIT VI-7

TYPE OF CRIMINAL ORGANIZATIONS TARGETED IN INVESTIGATIONS INITIATED
(by fiscal year)

TYPE	1983		1984		1985		1986		1987		TOTAL	
	NO.*	%	NO.*	%	NO.*	%	NO.*	%	NO.*	%	NO.*	%
Drug Trafficking Organization/Other Criminal Group	180	87.0	400	81.3	330	90.2	397	91.7	342	92.9	1,649	88.4
LCN	8	3.9	47	9.6	24	6.6	21	4.8	12	3.3	112	6.0
Motorcycle Gang	15	7.2	32	6.5	12	3.3	6	1.4	7	1.9	72	3.9
Registrant	4	1.9	10	2.0	5	1.4	5	1.2	5	1.4	29	1.6
Prison Gang	5	2.4	6	1.2	2	0.5	3	0.7	1	0.3	17	0.9
Unspecified	1	0.5	3	0.6	2	0.5	4	0.9	4	1.1	14	0.8
	N= 207**		N= 492**		N= 366**		N= 433**		N= 368**		N= 1,866**	

Legend

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

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

Motorcycle Gang: Organizations controlled by motorcycle clubs.

Registrant: Persons who have legal authority over controlled substances.

Prison Gang: Organizations controlled by prison inmates.

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

** The number of investigations initiated by the Task Forces.

The percentages in the exhibit show the frequency of involvement for each type of organization. More than one type of organization is involved in some investigations.

- The major focus of OCDETF investigations has continued to be on organizations whose primary purpose is drug trafficking or on organizations involved in felony crimes whose members also engage in drug trafficking.
- A slight decline in targeting of "La Cosa Nostra" and motorcycle gang organizations has been experienced the past three years.

EXHIBIT VI-8

DRUGS INVOLVED IN INVESTIGATIONS INITIATED
(by fiscal year)

DRUG	1983		1984		1985		1986		1987		TOTAL	
	NO.*	%	NO.*	%	NO.*	%	NO.*	%	NO.*	%	NO.*	%
Cocaine	162	78.3	363	73.6	292	81.3	353	81.9	315	85.6	1,485	80.0
Marijuana	111	53.6	236	47.9	174	48.5	162	37.6	179	48.6	860	46.3
Heroin	32	15.5	125	25.4	99	27.6	102	23.7	97	26.4	455	24.5
Methamphetamine	35	16.9	64	13.0	40	11.1	43	10.0	32	8.7	214	11.5
Methaqualone	16	7.7	38	7.7	20	5.6	19	4.4	11	3.0	104	5.6
Hashish	15	7.2	29	5.9	25	7.0	20	4.6	15	4.1	104	5.6
PCP	10	4.8	12	2.4	14	3.9	13	3.0	6	1.6	55	3.0
Pharmaceutical	15	7.2	14	2.8	10	2.8	14	3.2	5	1.4	58	3.1
Other/Unspecified	4	1.9	13	2.6	15	4.2	25	5.8	16	4.3	73	3.9
	N= 207*		N= 493*		N= 359*		N= 431*		N= 368*		N= 1,858*	

* The number of investigations initiated by the Task Forces.

The percentages in the exhibit show the frequency of mentions for each drug. More than one drug is involved in many investigations.

- Cocaine continues to be the principal targeted drug.
- Heroin continues to be targeted in approximately one-fourth of the OCDETF investigations.
- After a decline in FY86, marijuana returned to just under 50 percent of the investigations as a targeted drug in FY87.

EXHIBIT VI-9

TYPE OF CRIMINAL ACTIVITIES INVOLVED IN INVESTIGATIONS INITIATED
(by fiscal year)

ACTIVITY	1983		1984		1985		1986		1987		TOTAL	
	NO.*	%	NO.*	%	NO.*	%	NO.*	%	NO.*	%	NO.*	%
Distribution	198	95.2	468	94.4	399	93.4	404	93.7	353	95.9	1,822	97.6
Importation	128	61.5	323	65.1	253	69.7	287	66.6	244	66.3	1,235	66.2
Money Laundering	107	51.4	270	54.4	221	60.9	268	62.2	257	69.8	1,123	60.2
Financial Backing	76	36.5	235	47.4	151	41.6	193	44.8	142	38.6	797	42.8
Street Sales	87	41.8	170	34.3	138	38.0	164	38.1	148	40.2	707	37.9
Manufacture	36	17.3	95	19.2	69	19.0	84	19.5	62	16.8	346	18.6
Crop Cultivation	13	6.3	32	6.5	21	5.8	25	5.8	16	4.3	107	5.7
Diversions	11	5.3	12	2.4	10	2.8	7	1.6	5	1.4	45	2.4
Official Corruption	3	1.4	13	2.6	48	13.2	82	19.0	68	18.5	214	11.5
Other	8	3.8	26	5.2	26	7.2	22	5.1	18	4.9	100	5.4
	N= 208*		N= 496*		N= 363*		N= 431*		N= 368*		N= 1,866*	

* The number of investigations initiated by the Task Forces.

The percentages in the exhibit show the frequency for each category of illicit activity under investigation. More than one activity is involved in most investigations.

- Distribution and importation remain the two principal activities investigated with a consistent level of attention given to each for the past five years.
- In FY87, money laundering and distribution were targeted at the highest level since the beginning of the program.

EXHIBIT VI-10

INVESTIGATIVE TECHNIQUES PROPOSED IN INVESTIGATIONS INITIATED*
(by fiscal year)

TECHNIQUE	1983		1984		1985		1986		1987		TOTAL	
	NO.**	%	NO.**	%	NO.**	%	NO.**	%	NO.**	%	NO.**	%
Financial Investigation	152	72.0	356	71.9	242	67.8	322	74.9	294	79.9	1,366	73.4
Grand Jury	158	74.9	352	71.1	236	66.1	319	74.2	284	77.2	1,349	72.5
Undercover	136	64.5	327	66.1	244	68.3	310	72.1	271	73.6	1,288	69.2
Immunity	121	57.3	244	49.3	171	47.9	179	41.6	161	43.8	876	47.0
Tax Grand Jury	119	56.4	202	40.8	146	40.9	150	34.9	132	35.9	749	40.3
Title III	71	33.6	252	50.9	192	53.8	195	45.3	183	49.7	893	48.0
Witness Security	64	30.3	166	33.5	148	41.5	123	28.6	107	29.1	608	32.7
Extradition	11	5.2	29	5.9	41	11.5	52	12.1	47	12.8	180	9.7
Parole into U.S.	1	0.5	11	2.2	41	11.5	4	0.9	9	2.4	66	3.6
Pen Register	5	2.4	33	6.7	135	37.8	247	57.4	228	62.0	648	34.9
Foreign Banks/ Financial Records	1	0.5	0	0.0	49	13.7	106	24.7	80	21.7	236	12.7
Other	17	8.1	51	10.3	54	15.1	35	8.1	39	10.6	196	10.5
	N= 211***		N= 495***		N= 357***		N= 430***		N= 368***		N=1,861***	

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

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

*** The number of investigations initiated by the Task Forces.

The percentages in the exhibit show the frequency with which each technique was proposed.

- In FY87, an increased use of financial investigations and grand juries was experienced; all other investigative techniques remained fairly consistent.

EXHIBIT VI-11

LAW ENFORCEMENT AGENCY PARTICIPATION IN INVESTIGATIONS INITIATED
(by fiscal year)

AGENCY	1983		1984		1985		1986		1987		TOTAL	
	NO.*	%	NO.*	%	NO.*	%	NO.*	%	NO.*	%	NO.*	%
DEA	195	93.8	421	85.7	302	81.6	382	88.4	320	87.0	1,620	86.6
IRS	160	76.9	328	66.8	245	66.2	300	69.4	262	71.2	1,295	69.3
FBI	163	78.4	366	74.5	208	56.2	219	50.7	173	47.0	1,129	60.4
Customs	110	52.9	248	50.5	173	46.8	208	46.1	176	47.8	815	48.9
ATF	88	42.3	157	32.0	145	39.2	15	35.0	131	35.6	672	36.0
INS	0	0.0	3	0.6	8	2.2	21	4.9	28	7.6	60	3.2
Local Investigators	59	28.4	180	36.7	174	47.0	196	45.4	182	49.5	791	42.3
State Investigators	65	31.3	149	30.3	122	33.0	153	35.4	131	35.6	620	33.2
Marshals Service	45	21.6	57	11.6	77	20.8	193	44.7	187	50.8	559	29.9
Coast Guard	12	5.8	46	9.4	34	9.2	30	6.9	15	4.1	137	7.4
Local Prosecutors	19	9.1	41	8.4	21	5.7	27	6.3	15	4.1	123	6.6
State Prosecutors	21	10.1	29	5.9	21	5.7	33	7.6	21	5.7	125	6.7
Organized Crime Strike Forces	8	3.8	33	6.7	10	2.7	12	2.8	7	1.9	70	3.8
Other/Unspecified	20	9.6	41	8.4	34	9.2	44	10.2	41	11.4	180	9.6
	N= 208**		N= 491**		N= 370**		N= 432**		N= 368**		N= 1,869**	

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

** The number of investigations initiated by the Task Forces.

The percentages in the exhibit show the frequency of anticipated involvement for each agency. More than one agency is involved in all cases.

- At the investigation initiation stage, the Criminal Investigation Division (IRS), the U.S. Marshals Service, and local investigators indicated an increased participation in the percentage of investigations initiated in FY87.
- INS, in its first full year of participation in the OCDETF Program, increased its participation in investigations initiated to 7.6 percent of all investigations. All other agencies remained at a consistent or slightly reduced participation level.

EXHIBIT VI-12

DRUGS CHARGED IN INDICTMENTS AND INFORMATIONS RETURNED
 NUMBER OF INDICTMENTS AND INFORMATIONS*
 (by fiscal year)

ACTIVITY	1983		1984		1985		1986		1987		TOTAL	
	NO.*	%	NO.*	%	NO.*	%	NO.*	%	NO.*	%	NO.*	%
Cocaine	91	49.2	335	47.2	473	50.1	527	51.7	548	60.5	1,974	52.5
Marijuana	67	36.2	241	34.0	280	29.7	257	25.2	254	28.8	1,099	29.2
Methamphetamine	28	15.1	94	13.3	94	10.0	80	7.9	73	8.1	369	9.8
Heroin	18	9.7	98	13.8	97	10.3	122	12.0	69	7.6	404	10.7
No Drugs Charged**	2	1.1	35	4.9	151	16.0	159	15.6	112	12.4	459	12.2
Methaqualone	13	7.0	24	3.4	21	2.2	80	7.9	10	1.1	148	3.9
Hashish	11	5.9	17	2.4	12	1.3	7	0.7	8	0.9	55	1.5
Pharmaceutical	2	1.1	18	2.5	33	3.5	11	1.1	19	2.1	83	2.2
PCP	2	1.1	11	1.6	17	1.8	12	1.2	20	2.2	62	1.7
Other	5	2.7	24	3.4	28	3.0	43	4.2	20	2.2	120	3.2
	N= 185***		N= 709***		N= 944***		N= 1,019***		N= 906***		N= 3,763***	

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

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

*** The number of indictments and informations.

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

- A significant increase in cocaine and a slight increase in marijuana charged in indictments were experienced in FY87.
- A significant decrease in heroin charged in indictments was experienced in FY87.
- All other activities remained fairly constant.

EXHIBIT VI-13

TYPE OF CRIMINAL ACTIVITIES CHARGED IN INDICTMENTS AND INFORMATIONS
 NUMBER OF INDICTMENTS AND INFORMATIONS*
 (by fiscal year)

ACTIVITY	1983		1984		1985		1986		1987		TOTAL	
	NO.*	%	NO.*	%	NO.*	%	NO.*	%	NO.*	%	NO.*	%
Distribution	169	87.1	628	86.6	739	83.1	749	76.6	721	79.6	3,006	81.4
Importation	78	40.2	210	29.0	261	29.4	267	27.3	190	21.0	1,006	27.3
Street Sales	44	22.7	113	15.6	193	21.7	254	26.0	190	21.0	794	21.5
Money Laundering	32	16.5	119	16.4	147	16.5	183	18.7	170	18.8	651	17.6
Financial Backing	28	14.4	123	17.0	89	10.0	108	11.0	66	7.3	414	11.2
Manufacture	23	11.9	68	9.4	78	8.8	81	8.3	54	6.0	304	8.2
Crop Cultivation	4	2.1	43	5.9	34	3.8	22	2.2	19	2.1	122	3.3
Official Corruption	0	0.0	10	1.4	48	5.4	57	5.8	49	5.4	164	4.4
Diversion	0	0.0	22	3.0	37	4.2	2	0.2	8	0.9	69	1.9
Other/Unspecified	13	6.7	95	13.1	119	13.4	158	16.2	168	18.5	228	6.2
	N= 194**		N= 725**		N= 889**		N= 978**		N= 906**		N= 3,692**	

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

** The number of indictments and informations.

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

- The type of criminal activities charged in Task Force indictments/informations remain consistent with distribution being the activity most frequently charged.

EXHIBIT VI-14

INVESTIGATIVE TECHNIQUES USED FOR INDICTMENTS AND INFORMATIONS RETURNED
 NUMBER OF INDICTMENTS AND INFORMATIONS*
 (by fiscal year)

TECHNIQUE	1983		1984		1985		1986		1987		TOTAL	
	NO.*	%	NO.*	%	NO.*	%	NO.*	%	NO.*	%	NO.*	%
Extended Surveillance	101	53.7	329	48.7	51	5.5	10	1.0	3	0.4	494	13.7
Investigative Grand Jury	91	48.4	343	50.8	598	64.8	720	70.7	603	66.6	2,355	63.5
Immunity	93	49.5	280	41.5	310	33.6	381	37.4	334	42.0	1,398	38.8
Undercover	106	56.4	420	62.2	544	58.9	627	61.6	601	66.3	2,298	61.9
Financial Investigation	73	38.8	284	42.1	326	35.3	350	34.4	272	30.0	1,305	35.2
Tax Grand Jury	57	30.3	194	28.7	200	21.7	238	23.4	150	16.6	839	22.6
Witness Security	66	35.1	214	31.7	194	21.0	162	15.9	109	12.0	745	20.1
Title III	60	31.9	199	29.5	359	38.9	297	29.2	265	29.2	1,170	31.5
Extradition	10	5.3	24	3.6	21	2.3	16	1.6	21	2.3	92	2.5
Mutual Judicial Assistance Treaty	3	1.6	6	0.9	7	0.8	0	0.0	2	0.1	18	0.5
Parole into U.S.	0	0.0	5	0.7	2	0.2	2	0.2	24	2.6	33	0.9
Foreign Bank/ Financial Records	1	0.5	4	0.6	20	2.2	56	5.5	28	3.1	109	2.9
Pen Register	2	1.1	55	8.1	264	28.6	331	32.5	274	30.2	926	25.0
Other/Unspecified	44	23.4	150	22.2	122	13.2	187	18.4	102	12.8	605	16.8
	N= 188**		N= 675**		N= 923**		N= 1,018**		N= 906**		N= 3,710**	

* The number of indictments and informations resulting from investigations in which this technique was used.

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

- Undercover work and immunity as investigative techniques increased in FY87. All other techniques were used at about the same or slightly less frequency.

EXHIBIT VI-15

LAW ENFORCEMENT AGENCY PARTICIPATION IN INVESTIGATIONS RESULTING IN CHARGES
NUMBER OF INDICTMENTS AND INFORMATIONS*
(by fiscal year)

AGENCY	1983		1984		1985		1986		1987		TOTAL	
	NO.*	%	NO.*	%	NO.*	%	NO.*	%	NO.*	%	NO.*	%
DEA	124	66.3	551	74.5	634	68.0	639	64.3	597	65.9	2,545	67.7
FBI	124	66.3	466	63.0	521	55.9	508	51.1	451	49.8	2,070	55.1
IRS	94	50.3	421	56.9	421	45.2	359	36.1	422	46.6	1,717	45.7
Customs	60	32.1	189	25.5	171	18.3	148	14.9	99	10.9	667	17.8
ATF	14	7.5	161	21.8	192	20.6	143	14.4	86	9.5	596	15.9
INS	1	0.5	6	0.8	2	0.2	0	0.0	0	0.0	9	0.2
Coast Guard	2	1.1	14	1.9	6	0.6	2	0.2	7	0.8	31	0.8
Organized Crime Strike Force	8	4.3	10	1.4	19	10.2	10	1.0	6	0.7	53	1.4
State Investigators	37	19.8	137	18.5	272	29.2	454	45.7	333	36.8	1,233	32.8
State Prosecutors	2	1.1	34	4.6	45	4.8	61	6.1	20	2.2	162	4.3
Local Investigators	59	31.6	321	43.4	331	35.5	371	37.3	440	48.6	1,522	41.3
Local Prosecutors	28	15.0	118	15.9	67	7.2	151	15.2	54	6.0	418	11.1
Foreign Government	12	6.4	44	5.9	46	4.9	20	2.0	16	2.0	138	3.7
Other OCDE Task Force	2	1.1	40	5.4	112	12.0	93	9.4	94	10.4	341	9.0
Unspecified	2	1.1	4	0.5	1	0.1	0	0.0	0	0.0	7	0.2
	N= 187**		N= 740**		N= 932**		N= 994**		N= 906**		N= 3,759**	

* The number of indictments and informations in which this agency participated in either the investigation or prosecution. United States Marshals Service and United States Attorney Offices are assumed to be involved in all cases.

** The number of indictments and informations.

The percentages in the exhibit show the frequency of participation for each type of agency. More than one agency is involved in almost all investigations.

- A significant increase in participation of local investigators in investigations resulting in charges was experienced in FY87. All other agencies remained at approximately the same level of participation.

EXHIBIT VI-16

DEFENDANTS' ROLES IN TARGETED CRIMINAL ORGANIZATIONS, NUMBER OF DEFENDANTS CHARGED
(by fiscal year)

ROLE	1983		1984		1985		1986		1987		TOTAL	
	NO.*	%	NO.*	%	NO.*	%	NO.*	%	NO.*	%	NO.*	%
Top Leader	127	14.3	406	15.2	446	13.2	472	13.2	325	11.8	1,776	13.4
Mid-Level Leader	215	24.2	484	18.2	484	14.3	495	13.8	380	13.8	2,058	15.5
Major Financial Backer	10	1.1	30	1.1	28	0.8	15	0.4	13	0.6	96	0.7
Major Money Launderer	17	1.9	64	2.4	112	3.3	83	2.3	107	3.9	383	2.9
Major Enforcer	7	0.8	43	1.6	39	1.2	32	0.9	33	1.2	154	1.2
Major Supplier/Distributor	117	13.1	580	21.8	773	22.8	720	20.1	495	17.9	2,685	20.2
Key Contact to Sources	38	4.3	127	4.8	180	5.3	202	5.6	147	5.3	694	5.2
Corrupt Public Official	4	0.4	11	0.4	27	0.8	25	0.7	14	0.5	81	0.6
Major Smuggler	9	1.0	73	2.7	126	3.7	84	2.4	72	2.6	364	2.7
Other/Unspecified	346	38.9	847	31.8	1,175	34.7	1,456	40.6	1,175	42.6	4,999	37.6
	N= 890**		N= 2,665**		N= 3,390		N= 3,587**		N= 2,761**		N= 13,293**	

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

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

- Although a slight increase in major money launderers and a decrease in major supplier/distributors as role identifications was reported in FY87, there were no major shifts.

EXHIBIT VI-17

SCOPE OF CRIMINAL ORGANIZATIONS TARGETED IN INDICTMENTS AND INFORMATIONS RETURNED IN FISCAL YEAR 1987

<u>SCOPE</u>	<u>NUMBER</u>	<u>PERCENTAGE</u>
Multi-district	388	42.8
International	334	36.9
Single district	130	14.3
Unspecified	39	4.3

N= 906*

Legend

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

International: Criminal activities that include substantial international drug trafficking.

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

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

- Three-fourths of all OCDETF investigations continue to be focused on trafficking organizations whose operations are multidistrict or international in scope.

EXHIBIT VI-18

OFFENSES CHARGED - NUMBER OF DEFENDANTS CHARGED
(by fiscal year)

TITLE	OFFENSE	1983		1984		1985		1986		1987		TOTAL	
		NO.	%	NO.	%	NO.	%	NO.	%	NO.	%	NO.	%
18:	RICO	50	5.6	235	8.4	196	5.8	187	5.2	201	7.3	869	6.5
18:	ITAR	111	12.4	377	13.5	320	9.4	391	10.9	305	11.0	1,504	11.2
18:	Firearms	25	2.8	101	3.6	161	4.7	109	3.0	111	4.0	507	3.8
18:	Hobbs Act	0	0.0	9	0.3	14	0.4	4	0.1	2	0.1	29	0.2
18:	Tax Conspiracy	32	3.6	114	4.1	81	2.4	85	2.4	96	3.5	408	3.0
18:	Non Tax Conspiracy	0	0.0	6	0.2	152	4.5	165	4.6	105	3.8	428	3.2
21:	OCE	50	5.6	124	4.4	146	4.3	179	5.0	175	6.3	674	5.0
21:	Manufacture	26	2.9	62	2.2	49	1.4	90	2.5	86	3.1	313	2.3
21:	Distribution	488	54.5	1,342	48.0	1,682	49.5	1,817	50.4	1,440	52.2	6,769	50.3
21:	Importation	258	28.8	416	14.9	307	9.0	513	14.2	218	7.9	1,712	12.7
21:	Conspiracy	746	83.3	2,100	75.1	2,552	75.1	2,770	76.9	2,062	74.7	10,230	76.0
21:	Use of Comm Facility	4	0.0	80	2.9	578	17.0	736	20.4	469	17.0	1,867	13.9
26:	Tax Violations	44	4.9	138	4.9	160	4.7	150	4.2	126	4.6	618	4.6
31:	Currency Violations	18	2.0	75	2.7	147	4.3	86	2.4	51	1.8	367	2.7
	Other	274	30.6	943	33.7	886	26.1	867	24.1	503	18.2	3,473	25.9
		N= 896*		N= 2,798*		N= 3,398*		N= 3,602*		N= 2,761*		N= 13,455*	

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

- OCDETF defendants continue to be charged with the major offenses.

EXHIBIT VI-19

DISPOSITIONS BY DEFENDANT IN CASES ADJUDICATED
NUMBER OF DEFENDANTS RECEIVING DISPOSITION
(by fiscal year)

DISPOSITION	1983		1984		1985		1986		1987		TOTAL	
	NO.	%	NO.	%	NO.	%	NO.	%	NO.	%	NO.	%
Found guilty of at least one charge	33	16.2	227	14.5	510	18.8	392	14.0	414	15.3	1,576	15.8
Pleaded guilty to at least one charge	117	57.4	890	56.7	1,536	56.6	1,712	61.0	1,722	63.8	5,977	60.0
Dismissed on all charges	42	20.6	394	25.1	584	21.5	634	22.6	523	19.4	2,177	21.8
Acquitted on all charges	12	5.9	58	3.7	85	3.1	69	2.5	40	1.5	264	2.6
	N= 204		N= 1,569		N= 2,715		N= 2,807		N= 2,699		N= 9,994	

- In FY87, the percentage of dismissals and acquittals declined and convictions by trial or plea increased.

EXHIBIT VI-20

CONVICTIONS BY OFFENSE FOR CHARGES DISPOSED
(by fiscal year)

TITLE	OFFENSE	NUMBER OF CONVICTIONS											
		1983		1984		1985		1986		1987		TOTAL	
		NO.*	%	NO.*	%	NO.*	%	NO.*	%	NO.*	%	NO.*	%
18:	RICO	3	1.5	95	6.5	170	6.4	115	4.2	176	6.6	559	5.0
18:	ITAR	32	16.0	162	11.0	280	10.6	254	9.3	292	11.0	1,020	9.0
18:	Firearms	3	1.5	63	4.3	114	4.3	101	3.7	78	2.9	359	3.2
18:	Tax Conspiracy	6	3.0	56	3.8	80	3.0	62	2.3	65	2.4	269	2.4
18:	Hobbs Act	0	0.0	6	0.4	5	0.2	10	0.4	3	0.1	24	0.2
21:	Use of Comm Facility	0	0.0	27	1.8	229	8.7	597	21.9	507	19.1	1,360	12.0
21:	OCE	6	3.0	68	4.6	106	4.0	109	4.0	127	4.8	416	3.7
21:	Manufacture	3	1.5	44	3.0	56	2.1	36	1.3	68	2.6	207	1.8
21:	Distribution	106	53.0	736	50.0	1,344	51.0	1,339	49.0	1,410	53.0	4,935	43.6
21:	Importation	60	30.0	219	14.9	299	11.3	280	10.3	282	10.6	1,140	10.1
21:	Conspiracy	183	91.5	1,108	75.3	1,899	72.0	2,084	76.3	2,062	77.5	7,336	64.9
26:	Tax Violations	6	3.0	63	4.3	156	5.9	149	5.5	95	3.6	469	4.2
31:	Currency Violations	1	0.5	21	1.4	61	2.3	79	2.9	49	1.8	211	1.9
	Other	67	33.5	439	29.8	861	32.7	835	30.6	600	22.4	2,802	24.8
		N= 200		N= 1,471		N= 2,636		N= 2,730		N= 2,659		N= 11,313	

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

- In FY87, the percentage of convictions for the major offenses increased in most categories.
- Sentences for less than five years declined in FY87; sentences for all terms over five years increased.

EXHIBIT VI-21

NET PRISON TERMS IMPOSED ON DEFENDANTS SENTENCED*
(by fiscal year)

TERM	1983		NUMBER OF DEFENDANTS SENTENCED TO TERM				1987					
	NO.	%	NO.	%	NO.	%	NO.	%	NO.	%		
0 years**	64	32.0	513	34.8	900	33.9	1,084	39.7	962	36.2	3,523	36.3
5 years or less	98	49.0	604	41.0	1,098	41.4	1,067	39.0	1,079	40.6	3,946	40.6
6 - 10 years	27	13.5	236	16.0	383	14.4	329	12.0	361	13.6	1,336	13.8
11 - 15 years	8	4.0	65	4.4	156	5.9	135	4.9	135	5.1	499	5.1
16 - 20 years	1	0.5	25	1.7	65	2.5	58	2.1	57	2.1	206	2.1
21 - 25 years	1	0.5	12	0.8	14	0.5	23	0.8	24	0.9	74	0.8
26 - 45 years	1	0.5	13	0.9	30	1.1	31	1.1	32	1.2	107	1.1
46 - 65 years	0	0.0	2	0.1	3	0.1	5	0.2	6	0.2	16	0.2
More than 65 years	0	0.0	4	0.3	4	0.2	1	0.0	3	0.1	12	0.1
	N= 200		N= 1,474		N= 2,653		N= 2,733		N= 2,659		N= 9,719	

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

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

EXHIBIT VI-22

NON-DRUG ASSETS SEIZED
(in millions by fiscal year)

	<u>1983 - 1986</u>	<u>1987</u>	<u>TOTAL</u>
Cash	\$197	\$ 46	\$244
Property	<u>\$284</u>	<u>\$ 95</u>	<u>\$379</u>
Total	\$481	\$141	\$623

- Seizures of nondrug assets continued in FY87 at a substantial level.

EXHIBIT VI-23

NON-DRUG ASSETS FORFEITED
(in millions by fiscal year)

	<u>1983 - 1986</u>	<u>1987</u>	<u>TOTAL</u>
Cash	\$ 46	\$ 7	\$ 53
Property	<u>\$100</u>	<u>\$14</u>	<u>\$114</u>
Total	\$146	\$21	\$167

- Forfeitures of nondrug assets exceeded \$21 million in FY87.

LEGISLATION

LEGISLATIVE AND REGULATORY INITIATIVES

Legislation, developed by DEA in conjunction with the Criminal Division, was proposed regarding recordkeeping and reporting requirements for precursor and essential chemicals. The bill was introduced in the Senate as S. 1861 and in the House as H.R. 2585.

The Criminal Division has made a number of proposals that would bring about criminal law improvements in general and a number that are limited to controlled substance offenses. These proposals are summarized as follows:

- Exclusionary rule amendments that would protect evidence from exclusion in court if it were obtained through a search or seizure based on an objectively reasonable belief of conformity with the Fourth Amendment;
- Capital punishment amendments which establish constitutional procedures for the implementation of the death penalty;
- Forfeiture amendments regarding sharing seized assets with foreign countries;
- Amendments to plug holes in current drug penalty, money laundering, and drug trafficking laws, including increasing the mandatory minimum prison term for CCE offenses and providing mandatory minimum prison terms for trafficking in specified quantities of methamphetamine and for attempts and conspiracies to violate certain drug laws;
- Making the Career Criminal Act (with its 15 year mandatory minimum term) more readily applicable to juvenile drug traffickers;
- A posse comitatus amendment to expand the list of laws under which military personnel may be assigned to operate military equipment in a capacity to assist law enforcement officials. The expanded list would include the Maritime Drug Law Enforcement Act in 10 U.S.C. §374(a)(1). This amendment was approved by the NDPB in 1987 and included in the Interdiction Report submitted to Congress under §1373 of the Department of Defense FY87 Authorization Bill;
- Firearms and explosives amendments which have been proposed as "add-ons" to the plastic gun bill (H.R. 4445);
- Two alternatives for a series of amendments to the Right To Financial Privacy Act (12 U.S.C. §3401 et seq.) to facilitate law enforcement access to bank records in drug and money laundering cases; and

- A new proposal for a Federal "narco-corruption" statute which would make it illegal to bribe or to accept a bribe for the purpose of facilitating the illegal importation, possession, manufacture, transportation, or distribution of a controlled substance. It would apply to Federal and State public officials.

IMPLEMENTATION OF LEGISLATION

Anti-Drug Abuse Act of 1986

- Money Laundering Control Act (§§1351-1361). Among the most important provision of this legislation was the Money Laundering Control Act. Under the terms of this Act, the act of money laundering is now a Federal offense. Previously, Federal prosecutors had to rely on an arcane Bank Secrecy Act reporting provision to apprehend and convict money launderers. It is expected that the new money laundering statutes (18 U.S.C. §§1956 and 1957) will be widely used in the Federal narcotics prosecution effort. In addition to the new money laundering statutes found in Title 18, the Money Laundering Control Act closed a legal loophole in the Bank Secrecy Act (31 U.S.C. §5311 et seq.). Newly enacted 31 U.S.C. §5324 criminalizes the structuring of currency transactions designed to evade the reporting requirements of the Act regardless of whether there is a reportable transaction in currency in excess of \$10,000. The closing of this loophole is expected to increase significantly the number of money laundering prosecutions.
- Continuing Drug Enterprise Act of 1986 (§§1251-1253). Increased the five levels for CCE offenses and created a new offense (18 U.S.C. §848(b)) which provides for mandatory life imprisonment without parole for a "principal administrator, organizer, or leader" of large CCE organizations. While it is anticipated that this statute will be used sparingly, its availability for CCE kingpins is an invaluable law enforcement asset.
- Prison Facilities (§1601). Required DOD to provide the Attorney General a list of DOD sites whose facilities could be used, or are being used, as detention facilities for felons, especially those who are a Federal responsibility such as illegal alien felons and major narcotics traffickers. The report was sent to the Attorney General and Congress in January 1987.
- Data Center and Clearinghouse. As part of an outgrowth of the data requirements of various programs funded by the Anti-Drug Abuse Act of 1986, the Office of Justice Programs' Bureau of Justice Statistics established a new Data Center and Clearinghouse for Drugs and Crime to provide easier

access to data on drug law enforcement and the justice system's treatment of drug offenders and nondrug offenders who are drug users. The Center, assessable via a toll-free telephone number (1-800-666-3332), will serve as a centralized source of data from Federal, State, and local agencies as well as the private sector and will respond to all telephone requests, inform callers of new drugs and crime data reports, send reports on drugs and crime, conduct special searches on specific drugs and crime topics, make referrals for additional information available from the National Clearinghouse for Alcohol and Drug Information, and publish special and comprehensive reports.

Other Legislation

Recently enacted legislation that is likely to have an impact on drug prosecutions includes the Sentencing Act of 1987, P.L. No. 100-182, and the Criminal Fine Improvements Act of 1987, P.L. No. 100-185. These laws make certain technical and minor corrections in the Sentencing Reform Act of 1984, clarify its applicability to offenses committed on or after November 1, 1987, and impose enhanced criminal fine collection mechanisms.

CHAPTER VII: DRUG INTELLIGENCE

INTRODUCTION

The primary elements of the Federal Drug Intelligence strategy are to:

- Determine the drug intelligence needs of all entities engaged in drug supply and drug demand reduction;
- Formulate and issue drug information collection requirements;
- Improve intelligence collection efforts, insuring the unimpeded flow of information to processors and consumers;
- Maintain and integrate systems for storage, retrieval, and sharing of intelligence information;
- Improve intelligence analysis and estimation for tactical, operational, and strategic purposes; and
- Ensure the timely dissemination of drug intelligence products.

The National Drug Intelligence Committee (NDIC) of the National Drug Policy Board (NDPB) is chaired by the Drug Enforcement Administration (DEA).^{1/} As the lead agency for drug intelligence, DEA ensures that drug intelligence activities are coordinated among the appropriate Federal law enforcement agencies, the Department of State, and the Intelligence Community. The NDIC is the primary forum for this coordination at the policy and planning level; the El Paso Intelligence Center (EPIC) is the primary institution for multiagency, tactical drug intelligence coordination.

The intelligence function of DEA is dedicated solely to drug law enforcement, but significant portions of the intelligence units of Customs, Coast Guard, and the Federal Bureau of Investigation (FBI) focus on drug trafficking. Contributions to drug intelligence from these and other Federal agencies, including those of the Intelligence Community, are detailed below. Since one of the primary concerns of the NDIC is the protection of sources and methods, this progress report is occasionally brief and general.

^{1/} Other members of the National Drug Intelligence Committee include representatives of the Intelligence Community, the Office of Management and Budget, and the Departments of Justice, (Footnote Continued)

PROGRESS IN FY 1987

El Paso Intelligence Center

- In September 1987, ground was broken for the new EPIC facility at Ft. Bliss, Texas. Scheduled to become operational in the fall of 1988, the new building more than doubles existing space.
- EPIC provided continuous operational and analytical support for major operations outlined elsewhere in this report. Of particular significance are Operations Chemcon, Alliance, and Pipeline, and investigations pertaining to members of the Outlaws and Hells Angels motorcycle clubs.
- EPIC researched over 4,000 drug violator fugitives in support of the U.S. Marshals Service's Warrant Apprehension Narcotics Teams.
- Drug data bases were improved at EPIC with the receipt of on-line access to the Bureau of Prisons inmate data base (SENTRY) and to the Federal Aviation Administration's (FAA) pilot and aircraft registration system. To obtain FAA information on-line, the FBI continued development of Project Tiger Paw. EPIC also developed a Navigation Violation Data Profile data base to identify private aircraft suspected of violating U.S. navigation laws.
- In addition to biweekly EPIC Briefs, eight special reports and reference documents were published during FY87.
- EPIC processed 390,465 queries contributing to the seizure of 44 aircraft and 104 vessels in FY87.
- EPIC became the central point of contact for implementation of the Federal-wide Drug Seizure System (FDSS) in FY87. This system provides accurate statistical summaries of Federal drug removals above specified threshold levels.
- In March 1987, the United States Secret Service (USSS) became the tenth Federal agency participating in EPIC. The USSS will concentrate on coordinating the identification of U.S. currency counterfeiting organizations that are involved in drug trafficking.

(Footnote Continued)

Treasury, Transportation, State, Defense, and Health and Human Services.

Department of Justice

- To support a wide range of policy activities, DEA prepared or updated over 60 country profiles or situation reports focusing on narcotics trafficking.
- DEA's \$1.4 million Special Field Intelligence Program (SFIP) was instrumental in developing 136 confidential informants. In addition to the strategic drug information obtained from these sources, the SFIPs contributed significantly to investigations, seizures, and arrests.2/
- DEA's SFIP Operation Intruder evolved into an international cocaine and marijuana investigation of a Colombia-based organization smuggling multiton quantities of drugs into the United States. Telephone toll analysis identified additional drug violators subject to prosecution. The list of violator assets greatly assisted in the seizure of cash and property worth millions of dollars. A detailed analysis was prepared of the associations within this complex network which allowed agents and the jury to better understand the modus operandi and interrelationships of the organization. Twenty-nine violators were arrested and more than 70 tons of marijuana and nearly a ton of cocaine were seized.
- DEA's Office of Intelligence prepared detailed maps and charts depicting Mexican drug trafficking organizations and their bases of operation in western, central, and eastern Mexico. These graphics have been used in investigations, special operations, and to brief high-level U.S. Government officials on Mexican drug networks.
- DEA's Office of Intelligence analyzed hundreds of records of sales of essential and precursor chemicals. Suspicious purchases were identified because of either the amount or cost of the chemical, the purchaser, or the type of chemical. Over a hundred leads were sent to the field for follow-up investigation. Based on these leads, Intelligence File Reviews (IFRs) were often produced to further identify

2/ The SFIPs contributed to 343 investigations; 449 arrests; drug seizures totaling 7,400 kilograms of cocaine, 384 kilograms of heroin, 82 tons of marijuana, 9,300 kilograms of hashish, eleven kilograms of methamphetamine, and 471,000 dosage units of LSD; asset seizures amounting to over \$13 million; the seizure of 46 clandestine drug laboratories and precursor and essential chemicals; and the eradication of 53 million marijuana plants and 2.5 million opium poppy plants.

and target those making chemical purchases.^{3/} As a result, major organizations, mostly dealing in the illicit manufacture of methamphetamine, were immobilized in Texas and Louisiana.

- The DEA Office of Intelligence assisted in formulating position papers in response to numerous queries from other Federal agencies, the White House, and the Congress concerning several sensitive drug-related issues which had a direct impact on U.S. foreign policy.
- A DEA investigation focused on an organization which distributed approximately 500 kilograms of cocaine monthly from Colombia via Mexico to the United States and laundered and exported millions of dollars of cocaine money. Analytic contributions led to indictments, arrests, and prosecutions. These contributions included: identification of associates in Guatemala, Florida, and California; identification of money laundering operations in Miami and Los Angeles; analysis of seized documents which identified sources of supply and additional associates; preparation of charts depicting organizational links and investigative chronologies depicting overt acts; and informant debriefings which corroborated the primary defendants' activities and better defined the Mexican branch of the organization.
- The volume of Immigration and Naturalization Service (INS) field-level reporting of drug incidents, suspected drug activity, and suspected and known traffickers increased significantly in FY87 and continues to do so. Such information is entered into the appropriate operations data base. Because of the increased drug information obtained by INS, an intelligence staff officer was assigned to coordinate drug intelligence matters within the INS.
- Of 1,866 lookouts posted in the INS Lookout System for participating agencies at EPIC, over 700 were directly drug-related; of 1,000 requested by the U.S. Marshals Service, several hundred related to drug law offenders.
- FBI Intelligence Research Specialists contributed significant analytic support to assist in dismantling major drug trafficking organizations.

^{3/} An IFR profiles a major trafficker or organization and describes all the overt criminal acts and associations of the traffickers. The IFR's are the principal means of providing intelligence support to investigations and prosecutions. In FY87, the Operational Intelligence Section produced 48 IFR's.

- FBI Intelligence identified 372 major drug trafficking organizations operating in the United States.
- Over 40 Racketeering Enterprise Investigations were conducted to establish the organizational, geographical, and financial aspects of major drug groups, as well as their past and future activities and goals.
- The FBI continued the experimental design and development of the computerized artificial intelligence initiative known as "Big Floyd" to support drug money laundering investigations.

Department of Transportation

- Coast Guard expanded its Operational Intelligence program by obtaining a Naval Intelligence Liaison Officer, posting one attache in Colombia and one in Mexico City, and planning to activate a joint Customs/Coast Guard C³I center in Miami.^{4/}
- A dedicated Coast Guard drug intelligence collection and analysis program continues to be directly responsible for a significant number of maritime seizures.

Department of Treasury

- Customs Intelligence established the Designated Intelligence Officer program in which Customs Intelligence Officers are assigned to field offices to assist in collecting and reporting drug intelligence.
- Customs Intelligence has expanded the ERIN program which employs sophisticated electronics equipment to collect and disseminate actionable intelligence to enforcement elements interdicting narcotics and other contraband. This intelligence enables Customs to more selectively target suspects that represent the greatest threat and highest potential for successful enforcement operations.
- Customs established an integrated system for communications, storage, retrieval, and sharing of intelligence information. The Office of Intelligence has a wide range of secure and unclassified communications systems.
- Customs is assisting in the development of the improved Treasury Enforcement Communications System (TECS II) which

^{4/} The C³I Center's primary mission is to coordinate air smuggling interdiction activities.

will include operational and functional data for use by the law enforcement community.^{5/}

- Customs is establishing a C³I system, in cooperation with the Coast Guard, to provide secure, interoperable voice, cable, and data communications linking the primary air and marine interdiction elements and information supplied by external intelligence collectors. A special automated link will be implemented between EPIC and the C³I centers for direct tactical support.
- The Customs Artificial Intelligence System (CAIS), now fully operational, provides tactical targeting leads from the Bank Secrecy Act data bases. CAIS has identified approximately 300 individuals and businesses with suspect currency transactions. These subjects have been linked to over \$200 million in Currency Transaction Reports and Currency Monetary Instrument Reports.
- Customs prepared and disseminated a Statement of Intelligence Interest together with specific Intelligence Collection Requirements to provide guidance and direction to drug intelligence collection and analysis efforts.
- Customs Officers have been assigned to three DEA offices in Latin America to extract drug trafficking information for drug interdictions.
- The Customs Intelligence Operations Center has been established as the central point for the receipt of intelligence from other agencies and the release point for internally produced intelligence. It is a 24-hour contact point for all field elements and other government agencies.

Department of State

- The Department of State, working through its Bureau for International Narcotics Matters (INM), continued to provide significant levels of funding for secure communications to support counternarcotics activities of local law enforcement authorities. Similarly, INM provided support for computer-based data banks for counternarcotics programs.

^{5/} Department of Treasury's Enforcement Computer System (TECS) contains Treasury's criminal records and related data.

Department of Defense

- Department of Defense (DOD) support to drug interdiction is detailed in Chapter IV, Interdiction. Much of that support takes the form of intelligence collection due to aerial surveillance: 16,288 flight hours by Navy E-2C and P-3 (Advanced Early Warning) aircraft, Air Force E-3A AWACS, and other military surveillance aircraft; 3,121 aerial surveillance flight hours flown by the National Guard to support drug eradication; and access to Navy and Air Force Over-the-Horizon Radar and Caribbean Basin Radar Network.
- To provide overall coordination of the narcotics analysis effort, the Defense Intelligence Agency (DIA) created the Instability/Insurgency Branch within the Global Analysis Division, Directorate for Research. This branch analyzes relationships between narcotics trafficking and insurgency and terrorism, and provides operational support to U.S. military forces and law enforcement agencies.
- DIA streamlined its Defense Attache "human intelligence" reporting procedures to ensure more rapid and efficient dissemination of drug intelligence to law enforcement consumers.
- DOD, through the National Security Agency and the National Narcotics Border Interdiction System (NNBIS), provided equipment, cryptographic keylists, and access to DOD circuits (including satellite channels) to the drug enforcement community enabling secure interoperable communications in support of drug enforcement operations.

Central Intelligence Agency

- The CIA made significant progress in refining crop estimating procedures through more creative use of hardware and software and increased use of LANDSAT.^{6/}

National Narcotics Border Interdiction System

- The Joint Intelligence Sub-Working Group, chaired by NNBIS, identified and documented numerous gaps in intelligence collection, reporting, and analysis.
- NNBIS Northeast Region developed a national tracking system for nonimmigrant alien transits without visas (TRWOVs) which

^{6/} LANDSAT is a satellite data collection system using multispectral imagery to collect data over a broad coverage area.

is being used to track Chinese TRWOVs suspected of smuggling heroin. This is a multiagency project involving NNBIS, DEA, Customs, and INS. It was recently activated after a year of intelligence collection and methodology development.

- An expanded drug threat assessment was produced to support drug interdiction operations and the Drug Interdiction Game (see Chapter IV, Interdiction, for a description of Drug Interdiction Game - 1987). The assessment included strategic and tactical elements of maritime, air, and land threats. NNBIS facilitated this multiagency effort among the CIA, Coast Guard, and EPIC.
- NNBIS participants generated three new intelligence products: classified daily regional summaries of ongoing operations; classified weekly regional summaries; and unclassified daily regional summaries for distribution to foreign forces participating in joint operations.

Department of Health and Human Services

- To determine and inform the public of the health-related consequences of drug abuse in the United States, the National Institute on Drug Abuse (NIDA) published the National Household Survey on Drug Abuse Population Estimates 1985 and the National High School Senior Survey: Monitoring the Future.
- To develop current assessments of drug abuse patterns and trends in the United States, NIDA held two meetings of the Community Epidemiology Work Group. This Group consists of experts in drug-related fields from over 20 metropolitan areas and selected foreign countries.
- NIDA continued to operate the Drug Abuse Warning Network (DAWN), a nationwide morbidity and mortality program, and published several trend analysis reports on cocaine, heroin and PCP (for a further description of DAWN, see Chapter II, The Drug Problem in 1987).

INTERPOL

The United States National Central Bureau (USNCB) represents the United States, on behalf of the Attorney General, in the International Criminal Police Organization (INTERPOL). The USNCB is a primary channel for drug-related law enforcement communications among police entities in other INTERPOL member countries and the INTERPOL General Secretariat in St. Cloud, France. In order to fulfil its mission, the USNCB depends on the collaborative efforts of 14 Federal law enforcement agencies that detail senior investigators to the USNCB. The USNCB's 24-hour operation continues to enhance its ability to process

investigative inquiries transmitted via INTERPOL communications channels. Some of the USNCB's drug-related capabilities follow:

- The USNCB's ability to facilitate drug-related inquiries on behalf of U.S. law enforcement agencies is demonstrated by a 32 percent increase in these inquiries from FY86 to FY87.
- The Drug Financial Fraud and Terrorism Analytical Unit within the USNCB continues to provide intelligence support by reviewing USNCB and INTERPOL investigative files. Production also includes: (1) dissemination of the INTERPOL General Secretariat Weekly Drugs Message reporting on items of special interest, trends, modus operandi, and significant seizures; (2) assistance to Federal agencies requesting specialized drug reports or international drug trafficking data from the INTERPOL General Secretariat; and (3) distribution of intelligence briefs from the INTERPOL General Secretariat and INTERPOL member countries concerning drug trafficking trends and methods to the appropriate Federal law enforcement agencies.
- During 1987, the INTERPOL General Secretariat issued 56 international wanted notices for provisional arrest on behalf of the USNCB, of which 12 were major international drug traffickers. The number of international wanted notices issued on behalf of the USNCB increased 47.3 percent from FY86 to FY87.
- In conjunction with the INTERPOL Secretariat General, the USNCB established the Caribbean Basin Telecommunications Region representing 33 Caribbean nations. Puerto Rico, the regional station for this region, is equipped with modern state-of-the-art telecommunications technology, including computerized message traffic management, standardized message formats, data packet switching, and satellite communications.^{7/} The United Nations, through its fund for Drug Abuse Control, is financing the implementation of the Caribbean telecommunications system. Each member country in this region is equipped with a microcomputer that provides a fast, convenient, reliable, and economical means of data telecommunications between that country and other INTERPOL member countries.

^{7/} There are four other regional stations in Tokyo, Nairobi, Abidjan, and Buenos Aires in the INTERPOL communications network. The Puerto Rico Regional Station differs from these other regions in that all the other stations are radio stations.

LEGISLATION

Anti-Drug Abuse Act of 1986/Other Legislation

Neither the Anti-Drug Abuse Act of 1986 nor any other legislation required actions on the part of the NDIC in FY87.

CHAPTER VIII: PREVENTION EDUCATION

INTRODUCTION

The goal of the Federal Prevention Education strategy is to assist grass roots efforts to implement comprehensive programs for the prevention of alcohol and other drug use among youth.

To achieve its goals, the Prevention Education Committee of the National Drug Policy Board (NDPB) has identified strategies that focus on the many individuals who influence children's lives: parents, community members, school officials, teachers, and peers.^{1/} Briefly, these strategies:

- Support the collection of up-to-date information about trends in drug and alcohol use, programs that work, and the latest evaluation and research findings;
- Provide information to parents, individuals in the community, school administrators, teachers, and youth to promote effective prevention efforts and to increase knowledge about drug and alcohol use; and
- Make assistance available to parents, communities, schools, and youth as they work to implement comprehensive prevention programs.

PROGRESS IN 1987

As noted in Chapter I, recent surveys of our youth show steady declines in the use of cocaine, marijuana, and other drugs. In addition, attitudes toward cocaine and other drugs are changing, with young people becoming increasingly aware of the dangers of drug use. While these survey results are encouraging, drug use remains at dangerously high levels. Over 50 percent of high school seniors report having used marijuana, and over 90

^{1/} Members of the Prevention Education Committee include representatives of the Customs Service, U.S. Information Agency, ACTION, and the Departments of Education (which chairs the committee), Interior (Bureau of Indian Affairs), Health and Human Services (National Institute on Drug Abuse and the Office for Substance Abuse Prevention), Transportation (National Highway Traffic Safety Administration), Justice (Bureau of Justice Assistance; Drug Enforcement Administration; National Institute of Justice; and the Office of Juvenile Justice and Delinquency Prevention), Defense, Housing and Urban Development, and State.

percent have used alcohol.^{2/} During the 1980s, another cause for great concern has been the availability of cocaine in a cheap but extremely addictive form called "crack" or "rock." Evidence of the widespread availability and use of this drug provides cause for continuing the national fight against drug and alcohol use.

To assist in this ongoing effort, the Prevention Education Committee has designed strategies to collect and disseminate information and provide other assistance to parents, communities, schools, and youth. The sections that follow provide a more complete discussion of those strategies and our progress to date in implementing them.

INFORMATION COLLECTION

The Prevention Education Committee supports the collection of information vital to parents, communities, and schools as they plan and implement comprehensive prevention programs. Information is collected by conducting national surveys, identifying programs that work, and supporting evaluations and research. This information increases knowledge about the magnitude of the problem of alcohol and other drug use among youth, effective ways to address that problem, and how drugs and alcohol actually affect young people. Examples of activities to collect accurate, timely information in 1987 follow.

- Drug-Free Schools Recognition Program (Department of Education - ED). Over 230 schools were nominated for recognition as having noteworthy prevention programs. An awards ceremony was held in May 1988 in Washington, D.C. for the 30 schools with the best programs.
- Criteria and Procedures for Evaluation of K-12 Substance Abuse Curricula (ED). A panel of experts has been convened and members have visited schools currently implementing curricula. A guide to assist other schools in selecting and implementing substance abuse curricula is planned for the summer of 1988.
- American Association of School Administrators (National Highway Traffic Safety Administration - NHTSA). Reviewed school programs on occupant safety and drinking and driving. A report on the programs was published in the spring of 1988.

^{2/} National High School Senior Survey: Monitoring the Future, conducted for the National Institute on Drug Abuse by the Institute for Social Research, University of Michigan, January 1988.

- Violence Prevention Education Program (National Institute of Justice - NIJ). Evaluates the impact of a curriculum designed to teach youth to deal with their aggression and thereby avoid turning to drugs and alcohol. Data has been collected in ten jurisdictions and is being analyzed.
- Prevention Research (National Institute on Drug Abuse - NIDA). Funding of research on drug use and prevention is ongoing. NIDA also continues to support surveys that monitor the health-related knowledge of youth, their practices and attitudes regarding drug and alcohol use, and annual usage trends.
- Prevention Education Materials, Reviews, and Task Forces (Office for Substance Abuse Prevention - OSAP). Over 2,500 organizations and programs have assisted OSAP in identifying more than 2,000 books, brochures, kits, films, videotapes, curricula, and other materials on prevention. OSAP has developed criteria for screening the materials received. In addition, five task forces are screening the materials and will make recommendations for adopting or adapting the materials and for developing new materials.

INFORMATION DISSEMINATION

A critical need of parents, communities, and schools involved in designing and implementing prevention programs is accurate and timely information. The Prevention Education Committee is meeting this need by providing general information on drug and alcohol use, publicizing model programs, and disseminating the latest findings from evaluations and research. This information will educate the public about the nation's drug and alcohol problems and ways for all concerned citizens to become involved in prevention efforts.

The following section highlights Federal efforts to disseminate prevention education materials. (See also Exhibits VIII-1 and VIII-2).

Publications

- Meeting the Challenge (ACTION). ACTION has printed and distributed this guide for service clubs.
- Take Action Against Drug Abuse: How to Start a Volunteer Antidrug Program in Your Community (ACTION). ACTION has developed, printed, and distributed this booklet.
- Publications (ED). To date, 1.8 million copies of Schools Without Drugs, the comprehensive guide for parents,

schools, communities, and students, have been distributed. The Challenge newsletter, which also provides information about successful prevention efforts, is being distributed to 126,000 schools and superintendents bimonthly. The total nationwide distribution for the newsletter is almost 200,000.

- Publications (Drug Enforcement Administration - DEA). DEA distributes approximately 300,000 copies of its publications annually, including: Drugs of Abuse, Controlled Substances: Use, Abuse, and Effects, Drug Enforcement, and the Soozie and Katy Coloring Book.
- Taking the Lead: A Student Safety Action Handbook (NHTSA). Development of this handbook began in FY87. When published in 1988, it will provide information on planning and implementing alcohol and safety belt programs.
- A Winning Combination: An Alcohol, Drug, and Traffic Safety Manual for College Campuses (NHTSA). Work began on this manual in FY87. When published in 1988, it will address how to plan, implement, and evaluate programs on college campuses.
- Directory of Youth DWI Programs (NHTSA). Work began on this directory in FY87. When published, it will identify programs and strategies for communities working to prevent impaired driving.
- Future Farmers of America (NHTSA). FFA published a manual on alcohol and drug use and driving and has designed training for a leadership conference. Activity among local FFA chapters should begin during the 1988-89 school year.
- Arresting the Demand for Drugs (NIJ). Examines prevention programs planned and implemented by law enforcement agencies and elementary schools in four jurisdictions. The report is being disseminated by the National Criminal Justice Reference Service.
- Handbook for Evaluating Drug and Alcohol Prevention Programs: Staff/Team Evaluation of Prevention Programs (STEPP) (OSAP). Provides program managers and staff a comprehensive tool for use in evaluating, documenting, and monitoring program effectiveness and the provision of services.

Films, Posters, and PSAs

- Drugs: A Deadly Game Poster (ACTION). Depicts the harmful effects of drugs and has been reprinted and distributed nationwide to Scouts.

- Posters (ED, DEA, and the Food and Drug Administration). Warn against the use of steroids. ED has also distributed posters warning against the use of "crack."
- Antidrug Abuse PSAs (ACTION). ACTION has six Public Service Announcements (PSA) and is developing a video for implementing Project Team-Up, a public awareness campaign that features antidrug messages delivered by local corporate and sports figures.
- Films, PSAs, and Posters (NHTSA, ED, and DEA). NHTSA continues to make films, PSAs, and posters available to States and communities. ED supported a PSA, "Slam the Door on Drugs," which featured the Secretary of Education. DEA provided approximately 35 videos and PSAs. The videos are available to communities, schools, and public agencies.
- National School Safety Center (Office of Juvenile Justice and Delinquency Prevention - OJJDP). This center disseminated videos, posters, PSAs, and news journals on the dangers of drug use to broadcasting networks, parents, and school administrators. Examples of information disseminated are the award-winning film What's Wrong with this Picture and the bimonthly publication School Safety, Newsjournal of the NSSC.
- Audiovisual Grants Program (ED). In 1987, ED completed evaluations of applications for grants for the development and distribution of audiovisual materials focusing on prevention.3/

Conferences

- ACTION - NAB Conference (ACTION). ACTION and the National Association of Broadcasters (NAB) cosponsored a conference for youth to learn about media efforts to increase awareness about drug abuse. KIDSNET participated and unveiled a Video Anti-Drug Abuse Guide.4/
- National Conference on Drug-Free Public Housing (Department of Housing and Urban Development - HUD). In May 1987, HUD and the National Association of Housing and Redevelopment Officials cosponsored a National Conference on Drug-Free

3/ Eight grants were awarded in FY88.

4/ KIDSNET is a computerized clearinghouse for children's radio and television.

Public Housing. This two-day conference generated such a positive response from the 600 attendees that plans for regional conferences were begun.

- Regional Conferences on Drug-Free Public Housing (HUD). In 1987, HUD held six regional conferences attended by over 1,200 individuals representing public housing communities, housing authorities, law enforcement agencies, youth organizations, the media, the private sector, and Federal agencies. HUD regional administrators have followed up with attendees to determine what steps have been taken to formulate and implement plans of action to ensure drug-free public housing.
- National Student Safety Program Conference (NHTSA). This conference showcased student traffic safety programs.

Campaigns

- National Crime Prevention Campaign (Bureau of Justice Assistance - BJA). Through a national clearinghouse, the campaign makes available: "The McGruff Spectacular," a video on prevention for children ages 6-12; a video for high school students emphasizing that winners do not use drugs; and numerous booklets to supplement these videos. A prevention PSA has also been produced through the AD Council.
- National Drunk and Drugged Driving Awareness Week (NHTSA). For this week, December 14-20, 1986, approximately 5,000 information kits were distributed; a report was issued in July 1987.
- Media Campaigns (OSAP). OSAP supports two campaigns: "Be Smart, Don't Start" and "Cocaine the Big Lie." The first is being expanded to include junior high school students, and the second has new PSAs and two additional publications.
- Drug Smuggling Awareness Program (Customs Service). Educates the public about the dangers of drug smuggling (through PSAs, pamphlets, direct mailings, and other materials) and provides a 24-hour toll-free hot line (1-800-BE-ALERT) for citizens to call and report suspect drug activity. To date, Customs has received nearly 10,000 calls from concerned citizens with information about smuggling activity.

Other Activities

- Speakers Bureau (ACTION). ACTION has compiled a list of over 150 speakers available to talk to community-based

organizations about volunteer-based drug use prevention programming.

- Speakers Bureau (HUD). HUD has put regional staff and public housing authorities in touch with articulate local and national speakers willing to address residents, HUD's and other Federal agencies' field office conferences, or public housing authority meetings on achieving drug-free public housing.
- You Can Help - Drug Education Campaign (Customs). To educate the public on what they can do to stop drug use in their communities and on the dangers of drugs, a speakers bureau consisting of Customs officers has been established. To date, officers have made 705 presentations which were attended by nearly 85,000 individuals. In addition, a nine-part drug information kit has been assembled for distribution at each speaking event.
- National Clearinghouse for the Alcohol and Drug Information (OSAP and ED). This national repository of information on drugs and alcohol: responds to over 8,000 requests per month for free copies of more than 600 titles available on alcohol, drug abuse, and AIDS; processes over 2,000 telephone requests each month; convenes a panel of noted librarians and information specialists to plan for the clearinghouse's data base; develops a catalogue of films available; reviews prevention materials; and assists local resource centers in meeting local needs for information and materials.
- Reprinting Existing Materials (OSAP). OSAP has reviewed and screened those publications most requested from the Clearinghouse. More than 20 titles have been selected and over two million copies of the titles will be available.
- Antidrug Logos (Department of Agriculture). Developed antidrug logos on milk cartons used in the National School Lunch Program for distribution to 90,000 public schools across America.
- Cooperative Agreement with the Health Resources Services Administration (OSAP). In FY87, OSAP entered into this agreement and will develop and field-test training curricula and materials for primary care providers and others involved in the over 600 Community Health and Migrant Health Centers nationwide.

- Memorandum of Agreement (MOA) (Indian Health Service - IHS and Bureau of Indian Affairs - BIA). Coordinates BIA and IHS resources and services. As part of this effort, a newsletter has been distributed to tribes.
- Youth Impaired Driving Public Hearings (NHTSA). Focuses on the need to prevent impaired driving among youth. Two hearings have been held; three more are planned for 1988. A final report will be issued during the summer of 1988.

EXHIBIT VIII - 1

INFORMATION DISSEMINATED
(FY87)

<u>Agency/Dept.</u>	<u>Program</u>	<u>Number</u>
ACTION	<u>Meeting the Challenge</u>	30,000
ACTION	<u>Take Action Against Drug Abuse</u>	31,000
ACTION	Drugs: A Deadly Game Poster	35,000
BIA/IHS	MOA - Newsletter	24,000
BJA	DARE booklet*	600
Education (ED)	Publications - <u>Schools Without Drugs</u>	1,800,000
	<u>The Challenge</u>	775,000
ED	Poster on Crack	378,000
ED/DEA/FDA	Poster on Steroids	136,000
DEA	Publications	300,000
NHTSA	National Drunk and Drugged Driving Awareness Week - Information kits	5,000
NHTSA	Road to Winning Assembly Program - Information kits*	250
NHTSA	Project Graduation - publications*	50,000
OSAP	<u>Handbook for Evaluating Prevention Programs: STEPP</u>	6,000
Customs	Drug Education Campaign Kit	85,000
NIJ	Publication - <u>Arresting the Demand for Drugs</u>	3,000

* Additional information on these programs can be found under "Assistance to Parents, Communities, Schools, and Youth" in this Chapter.

EXHIBIT VIII - 2

MEDIA CAMPAIGNS
(FY87)

<u>Agency/Dept.</u>	<u>Media Campaign</u>	<u>Target Audience</u>
ACTION	Antidrug Abuse PSAs*	General public
BJA	National Crime Prevention Campaign	Law enforcement agencies and schools
BJA/DEA/FBI	Demand Reduction Drug Prevention**	Schools and general public
ED	Audiovisual Grants	Schools
ED	PSA*	General public
DEA	Films and PSAs*	Schools, communities, government agencies, and general public
NHTSA	Films, PSAs, and Posters*	Schools, communities, government agencies, and general public
NHTSA	Techniques for Effective Alcohol Management**	General public
OJJDP	National School Safety Center	Parents and schools
OJJDP/DEA	Super Teams of the Washington Metro Area**	General public
OSAP	Media Campaigns	Schools, communities, and general public
Customs	Drug Smuggling Awareness Program	General public

* Public Service Announcement

** Additional information on these programs can be found under "Assistance to Parents, Communities, Schools, and Youth" in this Chapter.

ASSISTANCE TO PARENTS, COMMUNITIES, SCHOOLS, AND YOUTH

In addition to collecting and disseminating information, the Prevention Education Committee provides assistance to parents, communities, schools, and youth. Through this assistance, the Prevention Education Committee helps ensure that effective, comprehensive prevention programs are implemented to address the problem of drug and alcohol use among the young. The following provides a more complete summary of these assistance programs.

Training

Among programs assisting grass roots efforts to prevent drug and alcohol use are those providing training. (See also Exhibit VIII-3).

- Sports Drug Awareness Program (DEA, OJJDP, and the Federal Bureau of Investigation - FBI). Provides training on prevention for coaches, athletic directors, and school administrators. Approximately 13,000 attended these 60 seminars with an outreach of approximately 1.5 million student athletes.
- Demand Reduction Drug Prevention (BJA, DEA, and FBI). Provides training for the Sports Drug Awareness Program and antidrug PSAs and videos.
- Drug Alliance (ACTION). Provides training for nearly 100 community-based organizations operating drug use prevention projects.
- Technical Assistance and Training Workshops on Alcohol and Drug-Impaired Driving (NHTSA). Provides technical assistance and training programs to reduce alcohol- and drug-impaired driving.
- Student Peer Leader Training (NHTSA and OJJDP). Agencies began developing a student peer leader training curriculum.
- Safer Schools - Better Students Program (NIJ). Provides training and technical assistance to school administrators in improving school safety. The program is being implemented in Milwaukee, Wisconsin and a State-wide implementation strategy has been developed for Missouri.
- Prevention Education Programs (BIA). Provide training for the counseling staff at BIA-funded schools; guidelines for including a prevention curriculum in those schools; and a resource center which provides information on prevention to tribes and tribal schools.
- Regional Centers Program (ED). ED completed negotiations on five cooperative agreements for the establishment of

regional centers. These centers will provide training and technical assistance for States, school districts, schools, and institutions of higher education. State Departments of Education will also be assisted in coordinating and strengthening prevention programs and evaluating and disseminating information on effective programs and strategies.

Financial Assistance

While supporting training, agencies serving on the Prevention Education Committee also make financial assistance available to States and territories, parent and community organizations, elementary and secondary schools, and institutions of higher education. (See also Exhibit VIII-4).

- State and Local Programs (ED). Applications from the States and Territories for approximately \$161 million have been approved. Funds allocated are used to support State and local prevention efforts in schools and communities.
- Training and Demonstration Grants to Institutions of Higher Education (ED). Forty-one grants have been awarded to support preservice and in-service training or the demonstration of programs for elementary and secondary schools.
- Federal Activities Grants Program (ED). Thirty-eight grants have been awarded for the development of model programs, technical assistance, and curriculum development.
- Program for Hawaiian Natives (ED). ED completed negotiations for a grant of \$389,000 for planning, conducting, and administering prevention programs for Hawaiian natives.
- Drug Prevention Program for Students Enrolled in Institutions of Higher Education (ED). Grants totalling \$7.7 million have been awarded to 92 institutions of higher education.
- Drug Alliance Demonstration Grant Program (ACTION). Funds 101 demonstration programs to test prevention strategies that focus on community-based volunteer efforts to assist youth.
- Program for Indian Youth (BIA and ED). Funds prevention programs for Indian children living on reservations and attending elementary and secondary schools operated by BIA.
- Model Community-Based Prevention Program (OSAP). Selects, funds, and evaluates the efforts of the local

affiliates of national organizations implementing innovative community-based prevention programs and activities.

- Comprehensive Improvement Program (HUD). Over \$10 million was committed to drug-related proposals at Public Housing Authorities in 1987 under this program.

Other Activities

- Retired Senior Volunteer Program (ACTION). RSVP volunteers have been involved in various projects addressing prevention. For example, RSVP and the Just Say No Foundation are jointly funding a demonstration with nine RSVP projects and Just Say No clubs. This intergenerational effort will involve the RSVP volunteers in activities designed to prevent substance abuse among children.
- Drug Abuse Resistance Education (DARE) Program (BJA). Nearly 40,000 students have participated in this program to learn how to resist peer pressure to use drugs. Eight grants have been awarded, one for a training site and seven for planning new DARE programs. Over 600 copies of a booklet explaining the program have also been distributed.
- The Challenge (ED). To date, 1,337 schools and 258 districts have joined The Challenge program. As members, these schools and districts are establishing and supporting programs to get drugs and alcohol out of schools.
- Drug Prevention Program for DOD Schools (Department of Defense - DOD). DOD schools are implementing comprehensive programs, including DARE and ED's Challenge program. In association with the University of Michigan's Institute for Social Research, DOD also completed a survey of drug use in the DOD school system.^{5/}
- Network of Drug-Free Colleges (ED). College presidents have formulated goals and strategies for a network of colleges committed to eliminating drugs on campus. Standards for campus antidrug policies have also been developed and distributed. Support for the standards is being sought from colleges and higher education associations.

^{5/} The Second Worldwide Survey of Drug and Alcohol Use Among Students in the Department of Defense Dependents School System, 1982-1987, Institute for Social Research, University of Michigan, December 1987.

- Midshipmen Alcohol and Drug Education Program (Maritime Administration). Supports a comprehensive prevention program using lectures, posters, and films.
- Road to Winning Assembly Program (NHTSA). Professional and college athletes lead high school assemblies that provide students with information about alcohol and drug use and driving. Approximately 250 kits on organizing the assemblies have been distributed.
- Project Graduation (NHTSA). Seeks to reduce alcohol- and other drug-related highway fatalities among youth during commencement season. Approximately 50,000 publications have been distributed. A grant to the national PTA will ensure that 1,000 PTAs conduct Project Graduation during the upcoming school year.
- Techniques for Effective Alcohol Management (NHTSA). Assists public assembly facility owners and managers in reducing the incidence of drinking and driving. It has been implemented in 44 facilities. PSAs and other materials have also been produced by the National Basketball Association and Major League Baseball.
- Super Teams of the Washington Metropolitan Area (OJJDP and DEA). Assists high school athletes to resist drugs and alcohol. As part of this effort, a video on the program has been made available to the public.
- Just Say No (Coast Guard). Seeks to educate individuals about the negative effects of alcohol and drug use.

EXHIBIT VIII - 3

TRAINING PROGRAMS
(FY87)

<u>Agency/Dept.</u>	<u>Program</u>	<u>Target Audience</u>
ACTION	Drug Alliance	Community organizations
BIA	Prevention Education Programs	School counselors
BJA/BIA	DARE Program	Law enforcement officials
BJA/DEA/FBI	Demand Reduction Drug Prevention	Law enforcement officials
ED	Regional Centers Program	State Depts. of Educ. staffs, school administrators, teachers, and community orgs.
ED	Training and Demonstration Grants to IHES	School teachers and administrators
DEA/OJJDP/FBI	Sports Drug Awareness Program	School coaches, administrators, and athletic directors
NHTSA	Technical Assistance and Training Workshops on Alcohol- and Drug-Impaired Driving	State agencies, community orgs., and law enforcement officials
NHTSA/OJJDP	Student Peer Leader Training	Students
NIJ	Safer Schools - Better Students Program	School administrators

EXHIBIT VIII - 4

PROGRAM FUNDING
(FY87)

<u>Agency/Dept</u>	<u>Program</u>	<u>Number</u>	<u>Funding (millions)</u>
ACTION	Drug Alliance Demonstration Grant Program	101	\$2.3
BJA	DARE Program	8	.6
ED	Training and Demonstration Grants to IHES	41	7.7
ED	State and Local Programs*	57	161.0
ED	Federal Activities Grants Program	38	4.5
ED	Drug Prevention Program for Students Enrolled in IHES	92	7.7

* Formula Grant Program

LEGISLATION

LEGISLATIVE AND REGULATORY CHANGES

ED proposed and supported amendments to the Drug-Free Schools and Communities Act of 1986, Title IV, Subtitle B of the Anti-Drug Abuse Act of 1986. Among the amendments enacted are the following:

- Additional accountability and reporting requirements are placed on the States and local educational agencies to improve program assessment and effective use of funds.
- Each State is required to submit a biennial report on programs which have been assisted.
- States are required to make allotments to localities on the basis of the most recent student enrollment data.
- The Secretary of Education's responsibilities are expanded to include the evaluation of programs conducted under the Act.
- Language is added clarifying the participation of teachers and students from private, nonprofit schools in programs under the Act.
- The Secretary of Education is given the authority to carry out the Act through grants, contracts, and cooperative agreements.

IMPLEMENTATION OF LEGISLATION

Anti-Drug Abuse Act of 1986

- Office for Substance Abuse Prevention (§4005). Amended Title V of the Public Health Service Act by adding new §508. This new section provides for the establishment of OSAP in the Department of Health and Human Services (HHS) and outlines the activities of that office.
- Regional Workshops (§508(b)(1)). Required the sponsoring of regional workshops on the prevention of drug and alcohol abuse. OSAP cosponsored the March 1987 PRIDE conference and supports regional, substance abuse prevention conferences and workshops.
- Coordinate Research (§508(b)(2)). Required the coordination of the findings of research sponsored by agencies of the Public Health Service on the prevention of drug and alcohol

abuse. OSAP collected and collated the substance abuse prevention research findings of NIDA, the National Institute of Mental Health, and the National Institute on Alcohol Abuse and Alcoholism (NIAAA). OSAP has also worked with these institutes to coordinate research findings so they can be disseminated through the National Clearinghouse for Alcohol and Drug Information.

- Prevention Literature (§508(b)(3)). Required the development of effective drug and alcohol abuse prevention literature. OSAP has undertaken efforts to identify gaps in the literature on prevention and to close those gaps.
- Disseminate Prevention Materials (§508(b)(4)). Required the widespread dissemination of prevention materials among States, political subdivisions, and school systems. HHS and ED signed an MOA mandating the transfer of funds to OSAP for the National Clearinghouse for Alcohol and Drug Information. The MOA also calls for ED's prevention materials to be disseminated through the Clearinghouse. Finally, OSAP conveys material to various interagency committees.
- Clinical Training (§508(b)(5)). Required support for programs of clinical training of substance abuse counselors and other health professionals. OSAP has undertaken initiatives to provide technical assistance and training for parents, teachers, youth, and others.
- Develop Educational Materials (§508(b)(6)). Required the development of educational materials to reduce the risks of acquired immune deficiency syndrome (AIDS) among IV drug abusers. Under the auspices of the National Clearinghouse for Alcohol and Drug Information, OSAP will work closely with the Centers for Disease Control on the dissemination of educational materials about AIDS and IV drug use.
- Train, Assist, Collect, and Evaluate (§508(b)(7)). Required training, technical assistance, data collection, and evaluation activities of programs supported under the Drug-Free Schools and Communities Act of 1986. ED and HHS completed a study on the nature and effectiveness of Federal, State, and local drug use prevention programs. OSAP also supports technical assistance and training and has entered into an interagency agreement to transfer \$250,000 to ED to support and expand an evaluation study of the use of State allotments under the Drug-Free Schools and Communities Act.
- Community-Based Programs (§508(b)(8)). Required development of model, innovative community-based programs to discourage alcohol and drug abuse among young people. OSAP has undertaken a major initiative to identify national organizations with records of active involvement with and demonstrated commitment to prevention of alcohol and drug

use. The organizations receive support as they spearhead effective, innovative, community-based substance abuse prevention activities.

- Distribute Media Materials (\$508(b)(9)). Required the preparation for distribution of documentary films and PSAs. OSAP launched the "Be Smart, Don't Start" campaign. In cooperation with NIDA, OSAP also sponsors "Cocaine, the Big Lie." Further, OSAP works closely with private sector organizations in developing their media campaigns.
- Information Clearinghouse (\$509). Required a clearinghouse for alcohol and drug abuse information. On May 1, 1987, the National Clearinghouse for Alcohol and Drug Information was launched. This Clearinghouse merged and expanded the previous clearinghouse activities of NIDA and NIAAA.
- State Programs (\$4122). Required ED to administer a formula grant program which supports States' prevention activities. Under ED's State and Local Grants Program, funds are allocated to State educational agencies, local educational agencies, and governors based on the school-age population.
- Grants to Institutions of Higher Education (\$4131). Required ED to award grants to institutions of higher education to support substance abuse programs. ED administers two discretionary grant competitions implementing this section - one to support training programs or demonstration programs on substance abuse prevention for use by elementary and secondary schools, and another to award grants to institutions of higher education to develop and implement prevention programs on their campuses. Grants awarded in FY87 numbered 133.
- Federal Activities (\$4132). Authorized the Secretary of Education to carry out a variety of activities to prevent alcohol and other drug use among youth. Activities being conducted to implement this section include: publication and distribution of over 1.8 million copies of Schools Without Drugs; The Challenge newsletter; The Challenge program; Drug-Free Schools Recognition Program; Network of Drug-Free Colleges; Evaluation of Substance Abuse Curricula; and New Research Perspectives on Student Drug Abuse. ED has also funded the Federal Activities Grants Program, which provides grants to support exemplary drug use prevention programs, and evaluated applications for grants for the development and distribution of audiovisual materials for drug use prevention for elementary and secondary schools.^{6/}

^{6/} This audiovisual program, authorized under \$4132, was mandated by language in the conference report.

- Federal Activities (\$4132(c)). Required ED to provide funding for OSAP's National Clearinghouse for Alcohol and Drug Information. ED transferred \$500,000 to HHS for the Clearinghouse in FY87.
- Programs for Indian Youth (\$4133). Reserved one percent of the amount appropriated under the Drug-Free Schools and Communities Act for programs serving Indian children on reservations attending elementary and secondary schools operated by BIA. To provide this support, \$4133 called for BIA and ED to enter into a Memorandum of Understanding (MOU). This section also provided for the training of counselors at BIA-funded schools and required that those schools include within their curricula a program of instruction on alcohol and substance abuse prevention and treatment. In FY87, BIA and ED entered into an MOU which calls for providing financial assistance to schools serving Indian children. Training of counselors and the development and implementation of curricula are also underway.
- Programs for Hawaiian Natives (\$4134). Mandated that the Secretary of Education provide funding for drug use prevention programs to organizations primarily serving and representing Hawaiian natives. ED completed negotiations for a three-year grant to the Kamehameha school district, designated by the Governor of Hawaii.
- Regional Centers Program (\$4135). Required ED to support five regional centers. ED completed negotiations for five three-year cooperative agreements for these centers to: (1) train school teams to assess and combat substance abuse problems; (2) assist State educational agencies in coordinating and strengthening prevention programs; (3) assist local educational agencies and institutions of higher education in developing training programs for education personnel; and (4) evaluate and disseminate information on effective substance abuse prevention programs and strategies.
- Interdepartmental Memorandum of Agreement (\$4205). Provided for the coordination of resources for the prevention of alcohol and other drug use among Indian people through an MOA between the Departments of Interior and HHS. Accordingly, these agencies entered into an MOA which outlines each agency's responsibilities for implementing relevant provisions of the Anti-Drug Abuse Act of 1986.
- Newsletter (\$4210). Directed the Secretary of the Interior to publish a newsletter on alcohol and substance abuse in cooperation with the Secretary of Health and Human Services and the Secretary of Education. The newsletter would include reviews of exemplary prevention programs and be circulated to those providing alcohol and substance abuse services or

resources to Indian people. BIA has distributed over 24,000 copies of its prevention newsletter to date.

- Indian Education Programs (\$4212). Authorized the use of Federal financial assistance for the support of programs of instruction on alcohol and substance abuse prevention and treatment in schools enrolling Indian children. BIA-funded schools have received financial assistance for the development and implementation of alcohol and substance abuse curricula. These schools have also received funds for the training of counselors and other staff.
- ACTION Grants (\$4301). Authorized the Director of ACTION to conduct a variety of activities to mobilize the private sector to address the problem of drug abuse. ACTION has implemented this mandate by carrying out the following activities: developing, printing, and distributing publications and posters; developing and distributing videos and PSAs; planning and conducting training and conferences; establishing a speakers bureau; and funding community-based demonstration projects.

CHAPTER IX: HIGH RISK YOUTH

INTRODUCTION

The Federal High Risk Youth strategy focuses on children and teenagers under the age of 18 who, because of certain characteristics or conditions, are especially likely to use illegal drugs and/or alcohol.^{1/} High risk youth include those who are: economically disadvantaged; children of substance abusers; school dropouts; pregnant; victims of physical, sexual, or psychological abuse; runaway or homeless; and youth who have committed a violent or delinquent act. High risk youth are different from other at risk youth because they have multiple problems that are complex and interrelated.

The High Risk Youth Committee of the National Drug Policy Board (NDPB) is chaired by the Office of Justice Programs' Office of Juvenile Justice and Delinquency Prevention (OJJDP) of the Department of Justice.^{2/} Based on the Committee's inventory of programs and its assessments of issues and needs, members formulated a national strategy that builds on developments to date and specifies ways to strengthen the overall effort to help high risk youth lead drug-free lives. Two guiding principles or policies serve as the foundation for this action plan: (1) zero tolerance for illegal drug use by high risk youth; and (2) accountability on the part of individuals, families, and communities for preventing and controlling illegal drug use among high risk youth.

The goal of the national strategy is to empower this and future generations of high risk youth to achieve drug-free and productive lives. Four strategies provide the means to achieve this goal:

^{1/} The Office of Substance Abuse Prevention's focus is on young persons under age 21.

^{2/} Other members of the High Risk Youth Committee include representatives of ACTION/Drug Alliance Program and the Departments of Health and Human Services (Administration for Children, Youth, and Families; Indian Health Service; National Institute on Drug Abuse; National Institute on Alcohol Abuse and Alcoholism; National Institute on Mental Health; and the Office for Substance Abuse Prevention), Education, Housing and Urban Development, Interior (Bureau of Indian Affairs), Justice (Bureau of Justice Assistance; DEA; and the National Institute of Justice), Labor, and Transportation (National Highway Traffic Safety Administration).

- Promote a strong message that high risk youth who use illegal drugs are accountable for their behavior;
- Strengthen high risk families and promote their responsibility for preventing and intervening in illegal drug use by their children;
- Encourage communities to implement comprehensive responses to eliminate illegal drug use among high risk youth; and
- Enhance the national leadership role of the Federal government by working as a catalyst to encourage further development of comprehensive State and local responses to illegal drug use among high risk youth.

Because the problems of high risk youth are very complicated, implementing demand reduction efforts for them is more difficult than for other populations. This challenge is not insurmountable, however. Much was done in FY87 to prevent, intervene in, and treat illegal drug and alcohol use among high risk youth.

PROGRESS IN 1987

An important accomplishment of the High Risk Youth Committee during FY87 was the coordination of Federal efforts on behalf of this population. The Committee's emphasis on information- and resource-sharing resulted in complementary and cooperative Federal initiatives (rather than duplicative or overlapping) and an action plan that can be implemented successfully without funding beyond agencies' established budget allocations.

Fifty-nine ongoing or planned Federal drug programs for high risk youth were identified in FY87 by the Committee, including 24 for juvenile delinquents and/or violent offenders, 18 addressing multiple risk factors, and ten for economically disadvantaged youth.^{3/} In addition, significant efforts at the State and local

^{3/} Other initiatives target children of substance abusers, school dropouts, runaway/homeless youth, and those experiencing mental health problems. Federal projects and programs were counted if they placed a major focus on drug abuse and addressed one or more of the high risk factors, including runaway and homeless youth and those factors contained in the Anti-Drug Abuse Act of 1986. Many other programs address high risk factors but do not contain a major drug component (for example, teenage pregnancy programs). As part of the High Risk Youth Committee's national action plan, the represented agencies will review other programs to identify appropriate candidates for inclusion of a high risk drug component.

level and among national professional organizations, grass roots organizations, and the private sector were identified.

PROMOTE ACCOUNTABILITY AMONG HIGH RISK YOUTH

By demonstrating zero tolerance through predictable consequences, this strategy builds upon this Administration's long-standing policy of intolerance of illegal drug use. At its core are programs to reinforce individual responsibility, model strategies to coordinate systems' responses, and laws that mandate clear sanctions. FY87 Federal initiatives related to this first strategy include the following:

- Drug Testing of Juvenile Arrestees (Bureau of Justice Assistance - BJA and the National Institute of Justice - NIJ). Examines illegal drug use among arrested juveniles. Results will enhance monitoring drug use among juvenile delinquents.
- Urine Testing of Juvenile Offenders (NIJ and OJJDP). Examines the feasibility and utility of such tests, including protocol development for use in other jurisdictions.
- Etiological Research (National Institute on Drug Abuse - NIDA). Includes projects that address the relationship between drug abuse and such high risk factors as dropping out of school, child abuse, running away, and economic deprivation.
- Drugs and Youth Violence (NIJ and OJJDP). Measures patterns of drug use related to violent delinquency in inner-city areas, and analyzes classification and treatment methods.
- Understanding and Predicting Antisocial Behavior and Substance Abuse (National Institute on Mental Health - NIMH). Researches "multiple gating" in order to allow accurate early identification of boys who are at high risk for serious antisocial behavior and/or substance abuse, and to identify target variables for preventive interventions.^{4/}
- Demonstration of Postadjudication and Nonresidential Intensive Supervision Programs (OJJDP). Develops and disseminates program models for reducing recidivism among serious juvenile offenders, with particular attention to preventing involvement in illegal drug use.

4/ "Multiple gating" refers to the various paths youths take into drug use and abuse.

- Youth Drugs and Alcohol Abuse: Introduction of Effective Strategies Systemwide (OJJDP and the National Highway and Traffic Safety - NHTSA). Promulgates successful techniques for each youth service system component to utilize in addressing illegal drug and alcohol use among youth.
- Arrest Obstacles: Model Programs (NHTSA). Identifies and replicates programs that identify and address obstacles to the arrest process.
- Intensive Community-Based Aftercare Programs (OJJDP). Assesses, develops, tests, and disseminates program models for serious offenders who initially need residential care. Overall goal is to reduce the incidence of crime by chronic, serious juvenile offenders released from confinement.
- Serious Habitual Offender Comprehensive Action Program (SHOCAP) (OJJDP). Disseminates an effective approach for giving system priority to processing chronic, serious, violent offenders, with attention to youth involved in illegal drug use. The SHOCAP case management system is operational in 30 jurisdictions.
- Gateway Projects (Office for Substance Abuse Prevention - OSAP). Thirty-nine projects funded under OSAP's FY87 Demonstration Program focus on early intervention and prevention of initial involvement in drug use (especially alcohol), including efforts to preclude progression from initial involvement to later drug abuse.

States and local communities, recognizing that individual accountability is a critical element in eliminating the demand for illegal drugs, responded with a variety of efforts. For example, all States have passed statutes establishing 21 as the minimum drinking age and many have passed statutes providing for suspension (from 20 days to two years) or revocation of drivers' licenses for first offenders of traffic violations involving drugs or alcohol.^{5/}

Many local jurisdictions implemented programs in which peer role models are used to demonstrate the value of drug-free living. Public Service Announcements (PSA) and other media tools were utilized to identify sources of assistance, urge youth to get help if they have drug or alcohol problems, and communicate a clear message of individual responsibility for becoming involved with drugs or alcohol. The National School Safety Center's award-winning video and PSA, "What's Wrong With This Picture," exemplify such efforts.

^{5/} As of February 5, 1988, 23 States and the District of Columbia had passed suspension/revocation statutes.

STRENGTHEN HIGH RISK FAMILIES

The second strategy extends the accountability principle to parents and other family members. Its success depends on effective parenting programs, parental involvement in their children's treatment, and prompt referrals for troubled families. High risk families must be clear in their opposition to illegal drugs and must take a visible, active part in keeping their children drug free. Major Federal initiatives targeted in FY87 toward this strategy include:

- Research on Children of Alcoholics (National Institute on Alcohol Abuse and Alcoholism - NIAAA). Examines alcoholism among offspring of adult alcoholics and the biological effects of parental alcoholism on youth's involvement with drugs and alcohol.
- Intra and Intergenerational Aspects of Serious Domestic Violence and Alcohol/Drugs (NIJ). Researches substance abuse histories among parolees convicted of violent versus nonviolent crimes in an examination of the connection between parental drug abuse and drug problems among offspring.
- Effective Parenting Strategies for Families of High Risk Youth (OJJDP). Identifies and promulgates model program approaches, with emphasis on prevention and intervention techniques for families with youth involved in illegal drug use.
- Family Involvement Projects (OSAP). Forty-five projects funded under OSAP's FY87 Demonstration Grant Program that place a high or very high emphasis on family involvement in drug abuse prevention or intervention, including family strengthening efforts.
- Project Hope (OJJDP). Provides prevention and treatment programs for Hispanic runaways, abused/neglected, and drug abusing children. The project includes family strengthening and involvement of community organizations.

State and local governments were also involved in promoting family responsibility. States such as Ohio have enacted and used legislation that permits juvenile and family court judges to hold parents responsible for children who become involved with illegal drugs. High risk families were targeted for special attention and services in developing drug abuse prevention strategies in response to recommendations of the National Governors Association Task Force on Alcohol and Drug Abuse. In addition, parenting skills training and services for high risk families and their children were provided through tenant management councils of public housing projects such as Cochran Gardens in St. Louis, Missouri.

ENCOURAGE COMMUNITIES TO IMPLEMENT COMPREHENSIVE RESPONSES

Communities are a key component of the national action plan because they have the closest ties to high risk youth. Existing State and local community services must be energized and focused into comprehensive, coordinated response systems. Volunteers, religious leaders, and social and civic organizations must also be mobilized. Team training, agency partnerships, private sector involvement, multiservice assessment and referral centers, and dissemination of information about effective strategies are among the efforts that support this third strategy. Federal programs that support the development of comprehensive community strategies, include:

- Foster Grandparent Program (ACTION). Uses senior citizens as volunteers to work with youth involved in illegal drug use.
- Volunteers in Service to America (ACTION). Uses VISTA volunteers to work with youth involved in illegal drug use.
- Emergency Medical Assessment (Bureau of Indian Affairs - BIA). Establishes a procedure for emergency medical assessment of Indian youth detained for illegal alcohol or drug use. Efforts are being made to persuade medical doctors to look beyond immediate determination of alcoholism for other drug-related problems.
- Law Enforcement and Judicial Personnel Training (BIA). Provides instruction in the investigation and prosecution of illegal narcotics offenses and substance abuse intervention and treatment. Efforts are being made to persuade law enforcement officials and judges to make use of alternatives to jail for drug abusing youths.
- Development of Model Juvenile Code (BIA). Provides direction to juvenile courts handling delinquent offenders, including those involved in illegal drug use.
- Youth Shelter/Halfway House and Juvenile Detention Centers (BIA). Constructs and/or renovates facilities for housing juveniles, including substance abusers.
- Training for Major City Juvenile and Family Court Judges (BJA and OJJDP). Trains major-city judges in handling juveniles involved in illegal drug use and serious, violent crime.
- Demand Reduction and Drug Prevention (BJA, the Federal Bureau of Investigation - FBI, and the Drug Enforcement Administration - DEA). Provides training and technical assistance for FBI and DEA field officers in drug intervention techniques.

- Drug-Free Schools and Communities: Governors' Grants for High Risk Youth (Department of Education - ED). Grants awarded by the States (from formula grant allocations) for alcohol and drug abuse education, prevention, and intervention. About \$23.9 million were awarded in FY87 for high risk youth programs.
- National and Regional Conferences on Drug-Free Public Housing (Department of Housing and Urban Development - HUD). Workshops for public housing officials and residents, which addressed issues such as law enforcement, private sector support, causes of and alternatives to drug abuse, and the vital role of residents in both parenting and resolving the problem. As a result of these conferences, HUD plans to produce an information resource guidebook in 1988 highlighting successful antidrug strategies that can be replicated in public housing communities (See Chapter VIII, Prevention and Education).
- Speakers Bureau (HUD). Provides local and national informed, articulate persons willing to speak and provide assistance for conferences and meetings. (See Chapter VIII, Prevention and Education).
- Arresting the Demand for Drugs (NIJ). A monograph on police/school partnerships to prevent drug abuse which outlines model programs (New York's School Program to Educate and Control Drug Abuse and Los Angeles' Drug Abuse Resistance Education) and curricula and provides guidelines for their implementation and evaluation.
- Safe Schools Program (NIJ and ED). A model technical assistance and training initiative to reduce crime and disruption in schools, including problems related to drug abuse (implemented in Rockford, Illinois; Anaheim, California; and Jacksonville, Florida).
- Boys Clubs in Public Housing (OJJDP and OSAP). Provides training and technical assistance that includes specialized drug abuse prevention and intervention techniques for Boys Clubs personnel working in public housing settings; also targets outreach efforts to include high risk youth in programs. A total of 75 Boys Club personnel in ten major cities have been trained.
- Team Approach to Drug Abuse Prevention (OJJDP and BJA). Effects and facilitates community involvement with criminal justice agencies, other service-providing agencies, and public and private resources to prevent and intervene in illegal drug use among youth.
- Ohio Systemwide Coordination Program (OJJDP). Develops and demonstrates a model planning and resource coordination process that marshals new and existing resources from the

Federal, State, and local levels to focus on prevention, intervention, and treatment for youth involved in illegal drug use. A coordinated network of services is being created at the State level.

- Comprehensive Projects (OSAP). Forty-seven projects funded under OSAP's FY87 Demonstration Grant Program focus primarily on provision of comprehensive prevention, intervention and treatment programs at the community level.

ENHANCE THE NATIONAL LEADERSHIP ROLE

Leadership is the primary Federal function. It involves developing and testing promising approaches; conducting research and disseminating results; providing training and technical assistance; reinforcing the zero tolerance and accountability concepts; and directing State, local, and private sector attention to the special needs of high risk youth.

Since its beginning, this Administration has provided strong national leadership in America's antidrug program and has moved the Federal government into the forefront of responsive action to eliminate illegal drugs from our society. Under the "Just Say No" banner, the President and First Lady have articulated a clear national policy of accountability and zero tolerance for involvement with illegal drugs. Under their direction, a shift in the public's attitude about illegal drugs has occurred.

In addition to the efforts of the First Family, major Federal programs and activities designed to enhance the Federal leadership role were planned or operating in FY87 and include:

- Alcohol Abuse Demonstration Projects (Administration for Children, Youth, and Families - ACYF). Enables Runaway and Homeless Youth Centers to better serve youth with especially difficult problems, including drug and/or alcohol use.
- Runaway and Homeless Youth Center Supplementals (ACYF). Strengthens the capacity of Centers to serve runaways/homeless youth with drug problems.
- Runaway and Homeless Youth Program: Drug Abuse Training and Replication (ACYF). Disseminates effective approaches for handling runaway youth involved in illegal drug and alcohol use.
- Community Education (Indian Health Service - IHS). Trains Indian Health Service (IHS), BIA, and tribal professionals in prevention, treatment, and intervention techniques for dealing with youth involved in illegal alcohol/drug use.

- Community Rehabilitation (IHS). Provides screening, referral, and treatment for youth; family therapy for families of youth in treatment; and aftercare services for youth.
- Regional Intervention (IHS). Provides technical assistance to tribal programs in community rehabilitation and liaison between community programs.
- Regional Treatment Centers (IHS). Provides residential treatment programs for chemically dependent Indian youth.
- Contract Health Care (IHS). Provides health care for American Indian/Alaska Native youth in need of residential treatment for chemical dependency.
- Classroom Training in Drug Evaluation and Classification (NHTSA). Trains drug recognition technicians in assessing illegal drug/alcohol use.
- Youth Impaired Driving Public Hearings (NHTSA). Supports the National Commission Against Drunk Driving to conduct such hearings.
- National Drunk and Drugged Driving Awareness Week (NHTSA). Observed in FY87, in cooperation with NIAAA and the States.
- Alcohol Highway Safety Workshops for Juvenile Judges (NHTSA). One-day workshops in three States alerted judges to the serious nature of impaired driving and encouraged appropriate prevention and deterrence efforts. The first workshop was held in FY87.
- Directory of DWI Youth Programs (NHTSA). Compiled from a nationwide search to identify programs and strategies to help communities combat impaired driving.
- Research on Teenage Drunk Driving (NIAAA). Identifies the most important factors related to DWI among youth.
- Program Development (NIDA). Includes testing program models for preventing drug dependence, developing procedures for employing urine and saliva screening, the National Household Survey, and production of a monograph, "Youth at High Risk."
- Cities in Schools (OJJDP, ED, and the Department of Labor). A dropout prevention/reduction program that includes a special focus on the prevention and intervention with youth involved in illegal drug use.
- Promising Approaches to Prevention, Intervention, and Treatment of Illegal Drug and Alcohol Use (OJJDP). Develops, tests, and disseminates information to States and communities regarding model program approaches.

- Law Enforcement Handling of Serious Juvenile Offenders (OJJDP). Identifies, develops, and tests model strategies to improve law enforcement handling of juvenile drug offenders.
- Research on Drug Use Among Juveniles (OJJDP). Develops information on high risk factors for becoming involved with illegal drugs.
- Causes and Correlates of Delinquent Behavior (OJJDP). Longitudinal prospective studies of risk factors for involvement in delinquency, including illegal drug use and factors that prevent involvement or increased resiliency.
- Juvenile Gang Suppression and Intervention Program (OJJDP). Identifies, develops, and tests strategies holding the most promise for combating juvenile gangs, especially those engaged in drug trafficking.
- Research on Juvenile Drug and Alcohol Abuse Among Ethnic and Minority Populations (OJJDP and NIDA). Identifies cultural factors and natural community support systems that promote the use or nonuse of drugs.
- POLICY and SAFE POLICY Curricula (OJJDP). Provides drug prevention training for multidisciplinary teams, including judges, school superintendents, prosecutors, police, and probation officials.
- School Crime and Discipline (OJJDP). Assists school administrators in developing policies that allow them to address violence, truancy, and drug abuse in school settings.
- High Risk Youth Learning Community (OSAP). Provides knowledge transfer to high risk youth programs through conferences, workshops, and resource packages.

PROFESSIONAL, STATE, AND LOCAL EFFORTS

Local and State governments showed a strong commitment in FY 87 to implementing coordinated programs to eliminate illegal drug use among high risk youth. The "School Program to Educate and Control Drug Abuse" in New York City, for example, is a partnership between the police and education departments to create drug-free school zones. "Chemical Abuse Reduced Through Education" in Toledo, Ohio has several committees to coordinate various community resources in addressing the problems of juvenile alcohol and drug abuse. Additionally, more than 200 police departments have been trained to implement the Drug Abuse Resistance Education curriculum that uses police officers to teach children how to say "no" to drugs.

Minnesota and Tennessee have enacted legislation mandating information exchange between schools and law enforcement on drug-related incidents. Minnesota has also passed legislation to establish comprehensive assessment centers at the county level to evaluate "at risk" youth and coordinate appropriate services for them. Similarly, Pennsylvania has established Student Assistance Programs that provide complete assessments, evaluations, a treatment plan, and referrals through local school districts. On the basis of antidrug essays, Pittsburgh, Pennsylvania and Richmond, Virginia housing authorities awarded eight scholarships last year for drug-free youth residing in public housing.

Comprehensive strategies were also developed by national, grass roots, and private sector organizations. The following descriptions of their initiatives provide a general overview of the types of programs that were planned or implemented in FY87.

Professional Organizations

- The National Governors Association established three task forces on high risk youth: School Dropouts, Teen Pregnancy, and Alcohol and Drug Abuse. Each developed a strategy and an agenda for State action (published in Making America Work--Bringing Down the Barriers).
- The National Council of Juvenile and Family Court Judges conducted a national workshop on drug abusing juveniles to develop a national agenda for juvenile courts that must respond to this problem.
- The National Criminal Justice Association joined with the National Governors Association to conduct a nationwide analysis of State laws affecting the control of organized crime and drug trafficking (publication: State Laws and Procedures Affecting Drug Trafficking and Control: A National Overview).
- The International Association of Chiefs of Police, in conjunction with Trailways and Greyhound bus lines, continued coordinating Operation Home Free through which runaways are provided a free trip home, thereby helping remove such juveniles from high risk situations.
- The National Sheriffs Association began a nationwide information dissemination effort focused on drug prevention and enforcement through which useful program information is shared among Federal and State agencies and sheriff's departments.

- The U.S. Conference of Mayors sponsored a nationwide Mayors D-Day that included a focus on juvenile drug abuse and published an annotated listing of programs submitted by cities to the Mayors' Clearinghouse on Drug Control (publication: City Responses to Drug Abuse).

Grass Roots Organizations

- The Community Families in Action, a San Antonio, Texas parents organization, estimated that 15,000-17,000 youth were exposed to overt drug and alcohol use at rock concerts. The organization was instrumental in developing three responsive city ordinances: a smoking ordinance for the city arena, a citywide sound-level ordinance, and a curfew ordinance.
- The Boys Clubs of America, in response to a challenge by President Reagan, created a national program, "Drug Free and Proud To Be." Local clubs are securing pledges from one million high risk boys and girls to remain drug free and are providing them with alternatives to drugs, using positive peer pressure and techniques to build self-esteem.
- The Lions Club International (LCI) operates several programs that target drug abuse among high risk youth. LCI's drug abuse effort is embodied in its Lions-Quest Skills for Adolescence program. This educational curriculum helps provide 10- to 14-year-olds with the skills and attitudes they need to resist drugs. More than 2,500 schools in 49 States have adopted the curriculum.

Private Sector

- The Southland Corporation joined with local school districts to sponsor alcohol- and drug-free proms.
- Burger King, Inc. contributed \$100,000 to Cities in Schools, a national dropout prevention program that has a drug abuse prevention component.
- The Annie Casey Foundation announced plans to allocate \$10 million to each of five cities to help high risk youth.

LEGISLATION

LEGISLATIVE AND REGULATORY INITIATIVES

While no specific Federal legislative initiatives were recommended by the High Risk Youth Committee, the Department of Education did propose a legislative change in the way in which its funding for high risk youth substance abuse programs is administered. The change would permit a small number of individuals, who are not at risk as defined in the Anti-Drug Abuse Act of 1986, to participate in programs funded by ED's high risk monies if their participation does not significantly diminish that amount or quality of services furnished to high risk youth. This change addresses problems that have arisen in situations where a large percentage of children in a school or classroom are deemed to be at risk as defined in the statute, while a small minority do not fall within the statutory definition. As the law is presently constituted, this small minority of students would not be eligible to participate--an impractical situation if a program is being conducted for an entire school or class.

ED has also proposed that 2.5 percent of funding provided to the governors of the 50 states under the Drug-Free Schools and Communities Act be reserved to pay for administrative costs incurred in meeting responsibilities under the Act; that States file an annual report with the Secretary of Education providing information on the number and characteristics of program recipients as well as an assessment of whether or not programs are accomplishing this goal; and that the Secretary of Education be permitted to conduct evaluations of the programs authorized under the Drug-Free Schools and Communities Act.

The High Risk Youth Committee strongly encourages States to pursue the following legislative action:

- Enactment and enforcement of laws in every State that require recipients of drivers' licenses to be drug free.
- Enactment and enforcement of laws in every State that provide for suspension or revocation of drivers' licenses for drug- and alcohol-related traffic violations.
- Enactment and vigorous enforcement of laws that require families of drug abusing juveniles to be included in intervention and treatment programs.

IMPLEMENTATION OF LEGISLATION

Anti-Drug Abuse Act of 1986

- Prevention, Treatment, and Rehabilitation Model Projects for High Risk Youth (§4005/509a). Required the Secretary of Health and Human Services, acting through the Director of OSAP, to make grants to public and nonprofit private entities for projects to demonstrate effective models for the prevention, treatment, and rehabilitation of drug and alcohol abuse among high risk youth. In FY87, OSAP awarded \$24 million in 131 grants for the development of model community-based programs aimed at hard-to-reach, high risk youth. The grants were divided proportionately among black, Hispanic, Native American, Asian, and mixed-ethnic white youth in cities and rural areas.
- Drug-Free Schools and Communities Act of 1986 (§4122). Required governors to direct at least 50 percent of the funds available to them through ED to innovative community-based programs of coordinated services for high risk youth. In FY87, ED awarded to governors' offices approximately \$47.7 million, of which a minimum of \$23.9 million was targeted to develop programs for high risk youth. Many States have directed more than 50 percent of their allocation to high risk youth--for example, New Jersey and Wisconsin set aside all of their awards for this purpose.

CHAPTER X: MAINSTREAM ADULTS

INTRODUCTION

The goal of the Mainstream Adults program is to involve the nearly 180 million adult Americans who--by virtue of family ties, friendship, or other relationships--can help deter drug use in the workplace, the home, and communities. The program views the deterrence of illicit drug use as an effort not solely of the Federal government, but of all of society--the family, the school, the work force, government at all levels, business, industry, sports, entertainment, the media, and service clubs. Critical to this effort is fostering responsibility to deter illicit drug use among both users and nonusers.

The Mainstream Adults Committee of the National Drug Policy Board (NDPB) is charged with developing and implementing the program. The Committee is chaired by the Public Health Service (PHS) of the Department of Health and Human Services (HHS).^{1/} The Committee has two major goals, each supported by specific strategies. The first is to promote national awareness and involvement. Five strategies support this goal:

- Promote individual responsibility and involvement;
- Stimulate involvement of nonusers of illicit drugs in nonworkplace settings;
- Enlist community leaders as role models;
- Enlist health/social service professionals as role models; and
- Fund research to involve mainstream adults.

The second goal is to promote a drug-free work force. Three strategies support this goal:

- Support Employee Assistance Programs (EAP) and treatment;
- Develop and implement work site role models; and
- Enlist workplace support for drug testing.

^{1/} Other members of the Committee on Mainstream Adults include representatives of ACTION, the Nuclear Regulatory Commission, the Office of Management and Budget, the Office of Personnel Management, and the Departments of Labor, Justice, Housing and Urban Development, Transportation, Commerce, Defense, Health and Human Services, and Energy.

PROGRESS IN 1987

Each strategy is designed to address both the public and private sector. Accomplishments are discussed, by goals, below.

PROMOTE NATIONAL AWARENESS AND INVOLVEMENT

The first goal is to promote national awareness and involvement. The success of the Committee on Mainstream Adults is dependent on tapping the underutilized, but vital resources of mainstream adults. It is critical to reach those who realize they have a role in the national battle against illicit drug use. Five strategies have been developed to promote this goal.

Promote Individual Responsibility and Involvement

The Committee is working to give a clear message to Americans of all ages, races, and ethnic backgrounds: if you use drugs, you are responsible for the consequences of your actions. If you don't use drugs, you are affected by those who do. Users and nonusers of illicit drugs suffer in terms of personal safety and diminished national security. The First Lady has set the tone for this strategy with her "zero tolerance" philosophy for the nation--no illicit drug use is acceptable. The major focus of this Mainstream Adults strategy is to provide information, generate knowledge and awareness, and stimulate challenging behavior among users and nonusers. In particular, the Committee on Mainstream Adults is working to get the message to users through organized parent groups and programs such as Foster Grandparents of America.

- Technical Assistance. A majority of the agencies within the Committee will continue to provide technical assistance and education to stimulate national activities to deter illicit drug use. For example, the Office of Personnel Management (OPM) is mounting a drug awareness campaign to reach those in the Federal work force. The National Institute on Drug Abuse (NIDA) has established the Drug-Free Workplace Helpline.
- White House Conference. All members of the Committee provided technical assistance to support the White House Conference for a Drug-Free America, held regionally during 1987 and culminating in Washington, D.C., February 28 - March 4, 1988.
- "Just Say No" Campaign. HHS developed and supported the First Lady's national and international activities in the "Just Say No" campaign. Activities are continuing.

Stimulate Involvement of Nonusers of Illicit Drugs in Nonworkplace Settings

Some people in mainstream America have not been asked to care about illicit drug use; some would like to consider it distant from their daily existence. Yet, illicit drug use affects everyone--parents, teachers, homemakers, students, those in subsidized housing. A focus of the Committee on Mainstream Adults is to stimulate interest within these otherwise undertargeted populations, particularly those who perceive themselves as removed from the abusing community.

- Information Dissemination. The Departments of Labor (DOL), Housing and Urban Development (HUD), and HHS developed and distributed materials designed to deter drug use among some of our target populations. Additional materials will be developed in FY88-89.

Enlist Community Leaders as Role Models

Community leaders are key links among the Federal, regional, local, and private sector efforts to achieve a drug-free nation. The Committee is working to tap community leaders as role models to achieve a drug-free America.

- The Committee recommended to the NDPB a National Campaign for a Drug-Free America. The campaign, proposed to be held the last week of October 1988, is intended to mobilize Americans in the crusade against drugs. At the White House Conference for a Drug-Free America, parent and religious groups recommended a national "Sabbath/Sunday" to focus on the familial, health, and social hazards associated with illicit drug use. The recommendation could be included as part of the proposed week.
- The Committee is also soliciting the support of State and local officials, religious and higher education leaders, law enforcers, and the music industry to support a drug-free America. For example, the PHS has produced over 150 Public Service Announcements (PSA) to deter drug use.
- Private sector initiatives are currently underway through such mechanisms as the White House Conference for a Drug-Free America. The Committee expects to become involved in outcome and follow-up activities during FY88-89. Implementation of some outcome activities may be the responsibility of the Private Sector Working Group and the Other Mainstream Components Working Group of the Committee.

Enlist Health/Social Service Professionals as Role Models

Health and social service professionals are an important resource for deterring illicit drug use in America and represent

another role model for mainstream adults. The Committee identified Federal and private sector initiatives to be implemented in the future:

- Technical Assistance. HHS and other agencies have provided technical assistance to private and public sector professionals on recognizing substance abuse symptoms, encouraging substance abusers to acknowledge a drug problem, and on developing knowledge on drug treatment.
- Curriculum. NIDA developed a drug abuse eradication curriculum for employee assistance professionals. Its purpose is to upgrade EAP staff knowledge and skills in identifying, referring, and treating individuals evidencing problems associated with the use of drugs.

Fund Research to Involve Mainstream Adults

A body of knowledge must be developed on how best to involve mainstream adults in efficient and effective ways to reduce drug abuse. HHS, DOL, and other member agencies of the Committee fund research on the behavioral, psychological, and environmental factors that encourage the involvement of mainstream adults in reducing drug abuse. The demonstrations and evaluations suggested elsewhere in this chapter represent a good first step. In addition, specific research initiatives are underway.

- Grant Announcement. NIDA issued a grant announcement in July 1987 to fund research in the following program areas: prevalence of drug use and its relationship to productivity in the work/school environment; development of performance assessment batteries; simulation and field studies; assessment of employee assistance models; and workplace policy research.
- Models. DOL is sponsoring several grants to collect information and conduct research on the incidence of substance abuse in the workplace and efforts to assist workers. The grant program is being administered under the auspices of the Occupational Safety and Health Administration's "New Directions" program.
- Initiatives. HUD, in conjunction with HHS, the Department of Justice (DOJ), and other agencies, is developing research initiatives to focus on factors that contribute to or deter illicit drug use in Public Housing/Communities.

PROMOTE A DRUG-FREE WORK FORCE

The second goal of the Committee is to promote a drug-free work force. The use of illegal drugs undermines domestic security, public health, and safety; weakens our ability to compete against foreign products; facilitates the destruction of our families; and destroys human lives. To address these and other problems associated with illicit drug use, the Committee on Mainstream Adults works to contribute to the concurrent and coordinated reductions in the supply and demand for illicit drugs.

One major avenue for achieving a drug-free nation is through the workplace--where the locus of control is defined and the rewards of a drug-free workplace are measurable in terms of improved productivity and worker safety. Employers and employees need to be convinced that use of illicit drugs affects work site health and safety and diminishes the quality of work life.

Drug use in the work force is more prevalent than one might expect. For example, in a 1985 survey of callers to the 800-COCAINE hot line, 75 percent reported cocaine use on the job, 69 percent reported working regularly under the influence of cocaine, and 25 percent reported daily use of cocaine. Another survey conducted in 1985 shows that 18 percent of all Americans employed full-time reported having used an illicit drug within the last 30 days. Of those aged 18-25 years, 25 percent reported similar use.^{2/}

Illicit drug use is also more costly than one might expect. A 1983 study estimated the social and economic costs of drug abuse at \$59 billion. The estimate is currently being adjusted to the 1988 level. Since illicit drugs distort normal neurological function, illicit drug use has been associated with absenteeism, on-the-job accidents, and increased use of medical services.^{3/}

The Committee's three-pronged approach to a drug-free work force emphasizes preventive education, employee assistance, and drug testing of employees under specified conditions. The Committee views none of these approaches as separable, since none will be as successful in isolation as when applied together. Drug testing may foster prevention in the workplace since it can be effective in deterring the onset of drug use or curtailing existent drug use. The Department of Defense (DOD) has been drug

^{2/} 1985 National Household Survey on Drug Abuse, NIDA Capsule, National Institute on Drug Abuse, 1986.

^{3/} 1985 National Household Survey on Drug Abuse, NIDA Capsule, National Institute on Drug Abuse, 1986.

testing since the 1970's. In 1980, 27 percent of all uniformed military personnel reported that they had used some illegal drug in the preceding 30 days. In 1982, the overall reported drug use dropped to 19 percent. In 1985, it dropped to slightly less than nine percent. For DOD, this is a 67 percent reduction in reported drug use since 1980.^{4/}

Support Employee Assistance Programs and Treatment

Identifying illicit drug users in the work force represents only a partial step in assuring a drug-free work force. Drug testing must be implemented within the context of education and prevention efforts aimed at employers, employees, and effective EAPs.

- Effectiveness/Visibility of Employee Assistance Programs. The Office of Personnel Management (OPM) continues to make progress on its initiative to enhance the effectiveness and visibility of Federal EAPs. A 13-point enhancement strategy, approved by the OPM Director in August 1987, is being monitored to assure adherence to prescribed time frames and objectives.
- Letters to Heads of Agencies. Letters were sent to reaffirm OPM's support of EAPs as a means of helping employees with substance abuse problems and to inform agencies of OPM's efforts to enhance EAP operations.
- Evaluation of Employee Assistance Programs. An evaluation instrument intended to enhance the effectiveness of EAPs was field-tested in FY87 and a full study will take place in FY88.
- Guidelines for Employee Assistance Programs. OPM and other Federal and private sector organizations began working with NIDA's Office of Workplace Initiatives to develop comprehensive guidelines for the establishment and evaluation of a comprehensive Federal EAP, including a monitoring instrument to assess program elements.
- Training Course for Managers and Supervisors. During FY87, training was offered for managers and supervisors by OPM training centers which focused on Federal drug policy and how to deal with employees with drug problems.

^{4/} The 1985 Worldwide Survey of Alcohol and Nonmedical Drug Use Among Military Personnel, Highlights, Figure 6, p. 20, June 1986.

- Technical Assistance. HHS provided technical assistance for management training. The aim is to elicit employer support of nondiscriminatory employee practices that deter work site illicit drug use (e.g., allowing employees to seek treatment during work hours for drug use). Technical assistance was provided in FY87 and will continue.
- Insurance Coverage. OPM worked with major insurance providers to assure that all carriers in the Federal Employee's Health Benefit Program provide benefits for substance abuse treatment. Currently, all Federal insurance carriers offer substance abuse benefits.
- Resource Manual. DOL's Mine Safety and Health Administration (MSHA), in conjunction with the Mining Industry Committee on Substance Abuse (MICSA), developed a resource manual on alcohol and drug abuse in the mining industry and distributed over 800 copies.
- Videotape. MSHA produced a videotape, "Substance Abuse: Is It Our Problem?" and distributed over 350 copies to the mining community.
- Regional Conferences. MSHA, in conjunction with MICSA, held two regional conferences to explore the problem of substance abuse in the mining industry. Plans were also initiated with PHS and DOL for a series of FY88-89 joint regional conferences to explore the problem of drug abuse in the workplace and efforts to assist workers.
- Nationwide Survey. DOL initiated plans to conduct a nationwide survey of 7,500 work sites to collect information on the incidence of drug abuse and drug abuse prevention programs in the workplace. The American Productivity Center was asked to study the impact of substance abuse on workplace productivity and quality.

Develop and Implement Work Site Role Models

Group norms are contingent on shared beliefs. For this reason, the Committee on Mainstream Adults is working to capture the interest and commitment of employers and employees in support of a drug-free work site. Role models are being used to demonstrate support of drug abuse prevention and education.

By being aware of the negative effects of illicit drug use on workplace productivity and safety, and by giving the message that using drugs is wrong, illegal, and unacceptable to fellow workers, work force colleagues and managers can take a strong, affirmative stand that emphasizes leadership, employee health, safety, job protection, and self-respect.

- Technical Assistance. A majority of the agencies on the Committee will continue to provide technical assistance to work force managers on effective, nonpunitive approaches for recognizing substance abuse, dealing with drug using employees and peers, and treatment options.
- Local Programs. In March 1987, the Department of Transportation (DOT) sent letters to State Departments of Transportation encouraging the development of local drug and alcohol abuse programs.
- Drug-Free Transportation Conference. In July 1987, DOT sponsored a conference on drug-free transportation at Northwestern University to discuss substance abuse prevention and to highlight successful private industry efforts.

Enlist Workplace Support for Drug Testing

The Committee seeks to reach all managers and convince them of the benefits to be achieved by drug testing under specified conditions. A critical first step, already underway, is the implementation of the Federal drug testing program. President Reagan signed Executive Order 12564 on September 15, 1986 establishing the goal of a drug-free Federal workplace. This order requires each Federal agency to implement a program to test for the use of illegal drugs by employees in sensitive positions. The order requires each agency to: (1) increase awareness and prevention of drug abuse; (2) identify and rehabilitate illegal drug users; and (3) improve the quality and accessibility of treatment services for employees.

- Guidance. OPM issued nonbinding guidance on interpreting Executive Order 12564.^{5/}
- Guidelines. Drug testing guidelines were drafted in FY87. On April 11, 1988, HHS published the final Mandatory Guidelines for Federal Workplace Drug Testing Programs in the Federal Register as required under the Supplemental Appropriations Act (P.L. 100-71). Tier I Agency Drug-Free Federal Workplace Plans, including the drug testing component, were certified to the Congress on May 3, 1988; the required cost estimates, prepared by the Office of Management and Budget (OMB), were included. Testing of Federal employees in Tier I agencies for illegal drug use could begin as soon as 60 days after certification,

^{5/} In November 1986 and March 1987 OPM issued government-wide, nonbinding guidance in the form of FPM letters 792-16 and 792-17 to assist agencies in interpreting Executive Order 12564.

depending on the date which employee notifications are issued.^{6/}

- Standards. HHS developed laboratory standards to ensure that the highest standards are met in handling Federal employee urine specimens. The final standards were published in the Federal Register in April 1988 and the National Laboratory Certification Program will now be initiated. The list of certified laboratories will be available by the end of FY88.
- Model Plan. The Interagency Coordinating Group (ICG) developed a model plan for Federal agency drug testing plans.^{7/} The Model Plan incorporates all of the requirements of the Executive Order and the Public Law and serves as the basis for ensuring overall uniformity of Drug-Free Workplace Programs across the Federal government, while allowing for individual variations necessitated by unique agency missions.
- Technical Assistance. All member agencies of the Committee will continue to provide management training on the implementation of Executive Order 12564.
- Legal Cases. DOJ defended a number of cases contesting the constitutionality of drug testing Federal employees, some of which are still pending in appellate courts.
- Rulemaking. DOT has rulemaking in place or underway to require those industries under their purview to promote a drug-free workplace by instituting mandatory drug testing programs. Proposed rulemaking would include testing of sensitive safety and security-related employees in aviation,

^{6/} Tier I consists of the Executive Departments and eight named agencies. These agencies cannot implement their programs until all of their individual agency plans are certified by HHS to Congress as conforming to Executive Order 12546. Tier II consists of agencies that had programs in place before the issuance of Executive Order 12564, the Department of Transportation, and certain positions in the Department of Energy. These agencies are exempt from the requirements of P.L. 100-71 for six months from the effective date of the law. Tier III consists of the remaining 100 or so smaller agencies whose plans must be certified by HHS, but who may move to implement drug testing any time after Tier I is certified.

^{7/} The ICG includes representatives from the Office of Personnel Management and the Departments of Health and Human Services and Justice.

water, rail, motor carrier, pipeline, hazardous materials, and bus and urban rail transportation. The objective of DOT's proposed rules is to reduce and ultimately eradicate the incidence of illegal drug use within the transportation industries.

- Education Materials. Agencies are providing employers and employees education about the health, economic, and social effects of illicit drug use including reduced productivity, increased work load for nonusing employees, compromised work site safety, and reduced national security.
- Employee Assistance Programs and Drug Testing. DOT implemented a comprehensive program for employees which includes drug awareness campaigns, drug testing, and provisions for counseling and assistance. In addition to random testing of civilian employees in sensitive safety and security-related positions, the program includes preemployment, preappointment, periodic, reasonable suspicion, follow-up, postaccident, and voluntary testing.
- Federal Drug Contractor Testing. The NDPB urged that Federal contractors voluntarily provide assurance of their drug-free workplace. The Board also supported agencies adding as a term or condition of new contracts and solicitations for work of a sensitive nature, a requirement that the contractor meet the goals of Executive Order 12564.

LEGISLATION

LEGISLATIVE AND REGULATORY INITIATIVES

The Committee recommends no specific regulatory changes; instead, the Committee recommends promulgating standards and regulations to detect and eliminate illegal drug use by workers in hazardous or public health/safety occupations. Proposed rulemaking by DOT is outlined above. The Federal Railroad Administration already has a rule in effect that requires postaccident and preemployment toxicological testing for certain safety-related crew positions and testing for reasonable cause.

IMPLEMENTATION OF LEGISLATION

Anti-Drug Abuse Act of 1986

The Anti-Drug Abuse Act of 1986 (§4303) mandated that the Secretary of Labor collect information on the incidence of drug abuse in the workplace and efforts to assist workers, including counseling, rehabilitation, and EAPs. DOL has or plans to undertake the following initiatives (the date at the end of each paragraph is the expected completion date):

- The Bureau of Labor Statistics (BLS) will survey employers in 7,500 establishments to determine incidence and practices related to drug abuse. The survey will be designed to publish estimates by three size classes (1-99, 100-499, 500+), by the four Census geographic regions, and by ten major industry divisions. (January 1989).
- The Association of Labor Management Advisors and Consultants on Alcoholism will compile research on successful EAPs to provide reliable, practical information for unions and employers on what is working in the workplace to address the problem of illegal drug use. The primary content is descriptions of existing model employee assistance programs in the private sector. (September 1988).
- Twelve grants have been approved by DOL to gather information on drugs in the workplace and successful methods and strategies to deal with education, awareness, employee counseling, rehabilitation, and other facets of assistance programs. (July 1989).
- MSHA will conduct a comprehensive research project to determine the nature and scope of existing mining company and union substance abuse programs, assess the impact and effectiveness of those programs, and identify key or critical program elements that have been most successful in addressing and reducing substance abuse in the mining industry. (March 1989).
- DOL and PHS regional officials will plan and implement activities and initiatives for their respective regions to collect information about drug abuse in the workplace. The activities are designed to foster public/private and labor/management collaborative efforts. (FY88).
- The American Productivity Center is conducting a project to develop, analyze, and publicize a total cost model of the productivity and quality impacts of substance abuse in the workplace. The project will help organizations more accurately determine the total cost associated with substance abuse in the workplace, help correct public and

private sector misconceptions, and provide objective data and specific steps companies can take. (March 1989).

- Research will be undertaken to gather information on the actual and potential role of the nonuser in current efforts to address drug abuse in the workplace. The findings of this research will be documented in a pamphlet to suggest strategies for the nonuser to promote a drug-free workplace. (September 1988).
- A study will be conducted addressing the use of chemicals of abuse and exposure to regulated chemicals which will form the foundation for special emphasis training and awareness programs for workers. (August 1988).
- Educational Program for Federal Employees Relating to Drug and Alcohol Abuse (\$6003). Required OPM, in conjunction with HHS, to establish a government-wide education program to increase employee awareness of the problems relating to drug and alcohol abuse. OPM's Office of Public Affairs and Office of General Counsel have been working with the HHS and NDPB Working Groups to formulate and develop drug awareness campaigns to reach both users and nonusers in the Federal work force. HHS is developing a series of video materials that will be very helpful and appropriate for use in the Federal workplace. OPM also works with other lead Federal agencies with responsibility for this program to develop public awareness materials, which include radio and television public service announcements, distribution of posters developed in conjunction with and supported by Federal Employee Unions, drug awareness programs featuring guest speakers, and publication of discussions and articles.
- Drug Abuse Services for Employees (\$7361). Required OPM, in conjunction with HHS, to develop appropriate prevention, treatment, and rehabilitation programs and services for drug abuse among employees. Such services were encouraged to be extended, to the extent feasible, to family members of employees. A "model" EAP which contains guidelines for staffing, operating, and evaluating EAPs was developed by OPM and included in its November 1986 policy guidelines. To assist in executing model EAPs, the Office of Workplace Initiatives (OWI) developed: (1) a curriculum for continuing education in drug abuse for EAP professionals; (2) standards and evaluation criteria for management of EAPs; (3) a directory of college-based EAP and related drug abuse training; (4) video tapes for managers and employees; (5) a National Laboratory Certification Program; and (6) a program to train inspectors for the National Laboratory Certification program. To assist the private sector business owner, OWI developed: (1) an 800-Workplace Helpline to provide technical assistance on developing a drug-free workplace; and (2) publications on drug testing and planning a workplace program. In conjunction with developing

appropriate prevention, treatment, and rehabilitation services for drug abusing employees, OPM sent a memorandum in October 1987 to heads of Federal agencies urging that they make EAPs responsive to the need to create a drug-free Federal workplace. The OPM Training and Investigation Group is offering a supervisory and managerial training course to address those aspects of drug abuse and prevention that arise in the workplace. Participants receive instruction on recognizing the symptoms of drug abuse and are provided information on how to refer employees to EAPs.

- Reports to Congress (§7363). Required OPM to submit an annual report to Congress containing a description of prevention, treatment, and rehabilitation programs and the services created for alcohol and drug abusing employees; a description of levels of participation, training, and qualifications of personnel providing the services; recommendations for legislation and administrative actions; and other information as appropriate. OPM's recent Annual Report to Congress on Drug and Alcohol Abuse Assistance Programs for Federal Employees includes an overall review of the level of utilization, cost, and operation of Federal sector EAPs during FY87, with particular focus on programs designed to help employees overcome drug and alcohol abuse problems. Aside from the required descriptive information, the report contains other key OPM efforts: issuance of a Directory of Treatment Resources for EAP Counselors; sponsorship of a conference, "Beyond Drug Testing: The Mission To Help"; a nationwide review of 550 agency installation EAPs; and the development of a self-evaluation guide to assist EAP administrators.
- Guidelines for Employee Assistance Programs (§7904). Required OPM to prescribe guidelines for EAPs and services relating to drug and alcohol abuse. In November 1986 and March 1987, OPM issued FPM Letters 792-16 and 792-17 which provide government-wide, nonbinding guidance to assist agencies in implementing Executive Order 12564. A description of a model EAP was attached to FPM Letter 792-16.

Other Legislation

- Supplemental Appropriations Act of 1987, P.L. 100-71 (§503). Congress established three requirements before agencies without prior testing programs could begin testing: (1) HHS must publish mandatory scientific and technical guidelines; (2) HHS must review and certify each agency plan and submit them to the Congress; and (3) OMB must submit to Congressional Appropriations Committees a detailed, agency-by-agency analysis of anticipated annual costs associated with drug testing. These conditions were met on April 29, 1988.

CHAPTER XI: TREATMENT AND REHABILITATION

INTRODUCTION

The goal of the Federal Treatment effort is to use the nation's treatment and rehabilitation network to reduce the demand for drugs, slow the spread of AIDS, reduce the need for imprisonment, and decrease crime and the loss of productivity associated with drug abuse. The Department of Health and Human Services (HHS) is the lead Federal agency for developing, coordinating, and implementing Federal activities for treatment, rehabilitation, and research relating to drug users. The Director of the National Institute on Drug Abuse (NIDA) chairs the National Drug Policy Board's (NDPB) Committee on Treatment and Rehabilitation.^{1/}

While community sanctions, information, and education efforts help to prevent the initiation of new users, there is a large number of individuals who, having disregarded society's admonitions, have made drugs the central focus of their lives. These 6.5 million individuals are often unable to function in legitimate social roles and are likely to engage in criminal behavior as a result of their drug-using lifestyle. They are the large, entrenched population of chronic abusers that form the foundation of the illicit drug abuse market.

Treatment is the most potent means of reaching the drug abusers who have not been successfully dealt with by our prevention programs. Evidence exists that drug abuse treatment is effective in reducing the demand for illicit drugs and for stemming the current AIDS epidemic among intravenous (IV) drug

1/ Other members of the Committee on Treatment and Rehabilitation include representatives of the Alcohol, Drug Abuse and Mental Health Administration (National Institute on Drug Abuse; National Institute of Mental Health; and the National Institute on Alcohol Abuse and Alcoholism), the Veterans Administration, Health Resources Services Administration (Bureau of Health Care Delivery and Assistance and Bureau of Maternal and Child Health and Resources Development), Social Security Administration, Indian Health Service, and the Departments of Defense, Justice (Bureau of Prisons), Labor, Housing and Urban Development, and Education. Additionally, the committee includes three liaison members of State and private sector treatment organizations (Alcohol and Drug and Problems Association; National Association of State Alcohol and Drug Abuse Directors; and Therapeutic Communities of America).

abusers.^{2/} Treatment of drug abusers results in reduced criminal activity, return to steady employment, establishment of family relationships, and reduction of the possibility of transmitting the AIDS human immunodeficiency virus (HIV) infection.

PROGRESS IN 1987

Federal progress in the treatment arena focused on four areas in FY87: controlling AIDS among IV drug users; facilitating entry into treatment; conducting research to improve the quality of treatment; and user responsibility.

CONTROLLING AIDS AMONG INTRAVENOUS DRUG ABUSERS

Community Outreach

Until there is a cure for AIDS, the only hope in combatting the disease is to prevent its spread. The best way to prevent the spread of AIDS among IV drug addicts, their sexual partners, and their children is to get the IV drug abuser into effective drug abuse treatment programs.

2/ Ball, J.C., Corty, E., Myers, C.P., Bond, H.M Tommasello, A., Golden, J., and Baker, T. Patient characteristics, services provided and treatment outcome in methadone maintenance programs in three cities, 1985 and 1986 (Report of Methadone Research Projects). Baltimore, MD: University of Maryland School of Medicine, 1987.

Cooper, J.R., Altman, F., Brown, B.S., and Czechowicz, D. Research on the treatment of narcotic addiction: State of the art (DHHS Publication No. ADM 83-1281). Rockville, MD: National Institute on Drug Abuse, 1983.

De Leon, G. The therapeutic community: Study of effectiveness (DHHS Publication No. ADM 85-1286). Rockville, MD: National Institute on Drug Abuse, 1984.

Simpson, D.D. Treatment for drug abuse: Follow-up outcomes and length of time spent. Archives of General Psychiatry, 38, 875-880, 1981.

Tims, F.M. and Ludford, J.P. Drug abuse treatment evaluation: Strategies, progress and prospects (DHHS Publication No. ADM 84-1329). Rockville, MD: National Institute on Drug Abuse, 1984.

In FY87, NIDA implemented community-based AIDS Outreach Projects targeted to inner-city IV drug abusers (especially those not in treatment), their sexual partners, and drug using prostitutes. Through these projects, thousands of individuals are educated about the risks associated with AIDS and shown how to reduce their risk of contracting and transmitting the HIV virus that causes AIDS. These projects include both specialized and comprehensive programs, central data coordination, and involvement of all levels of government.

Comprehensive outreach programs have been established in New York City, Philadelphia, Miami, Chicago, Houston, and San Francisco. Specialized outreach programs have been initiated in many other cities.^{3/} The comprehensive programs include: extensive community based resource networks; outreach methods and approaches tailored to the needs of the targeted individuals; AIDS counseling; and systems for referring high risk drug abusers into treatment.

Through these programs, community outreach workers from targeted areas are trained and deployed. Nurses make contacts with addicts and drug using prostitutes in hospital emergency rooms and detoxification units. Teams have been trained to reach sexual partners in homes, stores, churches, clinics, and social service agencies. Contacts are made with criminal justice agencies and probation and parole workers. Outreach services have also been established in community-based drug treatment programs so that they are more capable of attracting and maintaining IV drug abusers in treatment. In smaller cities, more specialized outreach programs are being tested. Confidential, voluntary HIV testing and counseling are available to those involved in these programs.

One of the unique features of NIDA's AIDS Outreach Project is that it focuses not only on drug addicts, but also on their sexual partners and their children who are at risk of infection with the AIDS virus. The Centers for Disease Control (CDC) are reporting increasing numbers of AIDS cases among sexual partners and children.^{4/} These "hidden" populations are very difficult to reach and counsel, so multifaceted methods are employed. Personal and intensive communication will be maintained to bring about and sustain behavior change. High risk women are advised to be tested for AIDS prior to pregnancy and to avoid pregnancy

^{3/} Boston, Providence, Baltimore, Newark, Jersey City, San Juan (Puerto Rico), Detroit, Belle Glade (Florida), Washington, D.C., Denver, El Paso, Los Angeles, Nassau County, and in several other sections of New York City.

^{4/} AIDS Weekly Surveillance Report, Atlanta, Georgia, Center for Infectious Diseases, Centers for Disease Control.

if they test positive. Ongoing supportive counseling is provided.

NIDA's AIDS outreach efforts are coordinated at the national level. Information from participating cities is fed into a central data system permitting NIDA and others to assess and compare the effectiveness of different outreach approaches. Collaboration among programs allows researchers to communicate with each other and continuously improve their efforts. In addition, seroprevalence rates are being obtained in each city in order to determine where and how the disease is spreading.^{5/}

The CDCs played an active role in collaboration efforts, and State and local health departments are part of the resource networks and are used as local HIV testing sites. NIDA has also linked with State drug abuse authorities and is providing technical assistance and consultation on policy and programmatic issues and initiatives relating to AIDS.

Training

Given the scope of the AIDS epidemic and the severe morbidity rates associated with it, it is clear that the medical community must become skillful at handling a variety of sensitive situations. In 1987, NIDA developed, tested, and delivered a comprehensive AIDS training program targeted at drug abuse treatment personnel, "AIDS and the IV Drug Abuser." The program includes basic medical and scientific information on AIDS and antibody testing; modules on risk reduction/health promotion counseling; treatment planning for infected clients; and special topics such as prevention, education, support groups, and women and IV drug use. As of November 1987, approximately 2,600 persons from 26 States received the basic AIDS training course.

NIDA also recognizes it cannot assume full responsibility for the training of drug treatment personnel nationally. Therefore, one of the primary goals of the project is to develop a core group of trainers at the State level who will continue training drug abuse counselors at the local level. In support of this goal, a separate "Training of Trainers" course was developed and delivered to 125 personnel from 16 States between January and November 1987. NIDA intends that each State develop and implement its own AIDS training program for treatment counselors. Additionally, four AIDS Education and Training Centers were funded in September 1987 to link providers, as appropriate, to available substance abuse programs in their local areas for the purpose of patient referral.

^{5/} Seroprevalence: the rate at which positive HIV test results occur in a given group or population.

AIDS Service Demonstration Program

The Health Resources and Services Administration's (HRSA) Bureau of Maternal and Child Health and Resources Development serves as the agency focal point for issues in the delivery of health services to persons with HIV infections and AIDS. The Bureau: directs and supports projects that demonstrate comprehensive, cost-effective, and community-based service delivery to AIDS patients; supports efforts to improve the education and training of health professionals to deal with AIDS and related conditions; and plans and administers a program that provides funds to States to reimburse low income AIDS patients for the cost of life prolonging drugs.

The Bureau has established an AIDS Service Demonstration Program to support and facilitate the organization of HIV-related patient care systems. Since the IV addict is the major vector for HIV transmission to the general population, particular emphasis is given to providing outreach, education, and prevention services aimed at high risk IV drug users. In 1987, 13 Service Demonstration Projects were funded in metropolitan areas with the highest prevalence of AIDS. These projects coordinate community resources in all aspects of AIDS patient care, including drug abuse treatment, rehabilitation, education, and professional training. These projects are coordinated with six comprehensive community demonstration projects funded by NIDA. Innovative programs have been initiated in several of the projects in major cities, including New York, Newark, and San Francisco.

Prison HIV Testing Program

To protect communities from released inmates of Federal prisons who are infected with HIV, the Bureau of Prisons tests newly sentenced inmates, those scheduled to complete their sentences within 60 days, and any inmate voluntarily requesting the antibody test. Inmates who test positive for the HIV antibody are counseled about their potential risks for infecting others. Inmates with serious symptoms of AIDS are transferred to prison medical centers. Probation officers are notified of any released inmate who has tested positive for the HIV antibody.

An HIV-Positive Mental Health Workgroup has been formed to develop a training program for Bureau of Prisons mental health professionals and to develop treatment protocols to change the behavior of HIV-positive inmates to help prevent contagion of others.

Criminal Justice Reference Service AIDS Clearinghouse

At the Attorney General's request, the Office of Justice Programs' National Institute of Justice created the AIDS

Clearinghouse within the National Criminal Justice Reference Service. The Clearinghouse, which is designed to be a source of current medical information and policy guidance on AIDS for criminal justice professionals, is accessible via telephone (301-251-5500 or 800-851-3420). Special AIDS reports and bulletins are published and available through the Clearinghouse which cover a range of issues including: basic medical facts about the disease; case studies on law enforcement and corrections responses to specific situations; and recommended procedures for handling arrestees, offenders, and inmates who may be infected with the virus.

AVAILABILITY OF TREATMENT

Alcohol, Drug Abuse, and Mental Health Administration

Since FY82, block grants have been the major source of Federal support for drug abuse treatment. Prior to FY82, Federal funds were administered by NIDA and distributed directly to treatment programs through categorical grants and to States through formula grants. In FY82, the Alcohol, Drug Abuse, and Mental Health Services Block Grant (ADMS) program was established under the Alcohol, Drug Abuse, and Mental Health Administration (ADAMHA).

- In 1987, \$39.9 million was added to the existing \$468.9 million ADMS block grant. Under the Anti-Drug Abuse Act of 1986 (P.L. 99-570), ADAMHA received an additional \$162.9 million for FY87 to expand substance abuse treatment through a new Alcohol and Drug Treatment Block Grant.
- Funds (\$32.2 million) for a block grant program aimed at the homeless were appropriated in 1987, up to one-third of which (\$10.7 million) will probably find its way into drug treatment. A research demonstration program (\$19.2 million) also directed at the homeless was established in 1987. This program, administered by the National Institute on Alcohol Abuse and Alcoholism (NIAAA) in collaboration with NIDA, should further expand the Federal resources available for drug abuse treatment.

Bureau of Justice Assistance

The Office of Justice Programs' Bureau of Justice Assistance (BJA) is authorized to make block grants to States for programs that identify and meet the needs of drug-dependent offenders, including treatment. Such programs can be used to provide jails and State prisons with support for prerelease treatment and aftercare. BJA's FY87 Formula Grant Program for treatment was \$17.2 million.

Veterans Administration

The Veterans Administration (VA) operates 51 drug dependence and 108 alcohol treatment programs. These specialized programs provide for the care and treatment of eligible veterans with special emphasis on persons dependent on drugs or alcohol.^{6/} The VA establishes contracts with non-VA community programs for treatment and rehabilitation services for veterans with alcohol or drug dependence and/or abuse disabilities.

- New funding was received in 1987 for treatment of homeless, chronically mentally-ill patients, many of whom are substance abusers. Forty-three hospitals are participating in these new programs.
- VA drug dependence treatment programs have long-term goals beyond elimination of nonprescription drug use. These include development of work skills, cessation of antisocial (criminal) activity, improvement of family and community relationships, and establishment of posttreatment community contacts to assist participants in remaining drug free.
- The VA also operates 189 community-based "Vet Centers" which provide counseling and referral services to Vietnam-era veterans with a wide range of readjustment problems, including drug abuse.

The growing population of homeless includes veterans, many of whom are chronic substance abusers. The VA recently initiated a program to assist these homeless veterans--the Domiciliary Care Program. The \$15 million program converts existing underutilized VA beds into a comprehensive treatment program to meet the multiple needs of homeless veterans.

Indian Health Service

Alcohol and substance abuse is the most severe health problem facing Indian people and is the leading generic risk factor among Indian youth. The Indian Health Service (IHS) oversees 250 alcohol/substance abuse programs conducted by local tribal and Indian organizations for American Indians and Alaska natives. The substance abuse component to these programs was added only in 1985 and includes prevention, education, outpatient and inpatient services, drop-in centers, outreach programs, and halfway houses. There are 47 residential treatment centers, some

^{6/} Major treatment components include methadone detoxification, methadone maintenance, naltrexone maintenance, and therapeutic communities. The average length of inpatient stay is 23 days; outpatient/ambulatory treatment is longer.

of which are located on reservations. Funding for the programs is obtained by grants/contracts to individual tribes. FY87 accomplishments include the following:

- A Secretary's Initiative resulted in a major program effort of \$5.4 million to coordinate and focus on alcoholism and drug abuse among American Indians and Alaska Natives by five major HHS agencies.
- A Memorandum of Agreement with the Department of Interior initiated the first cooperative effort addressing alcohol and substance abuse in Indian communities.
- The IHS School and Community-Based Alcoholism and Substance Abuse Prevention Survey was published. Results indicate that 85 percent of American Indian and Alaska Native communities are providing positive prevention services.
- Eighty-five percent of the 300 Federally recognized tribes authorized formulation of tribal coordinating committees to address alcoholism and drug abuse problems in their communities.
- 172 IHS primary care providers were trained to provide medical services specific to alcoholism and drug abuse.
- Community rehabilitation and aftercare services for adolescents were established in every IHS service unit.
- 5,000 physicians, nurses, alcoholism program workers, health educators, social workers, tribal educators, and law enforcement officers were trained through community education and training programs established in every IHS service unit.
- Regional intervention teams were established in 12 IHS areas to provide technical assistance to Indian communities.
- 284 comprehensive alcohol/substance abuse programs were conducted by local tribal and Indian organizations.

Bureau of Health Care Delivery and Assistance

- HRSA's Bureau of Health Care Delivery and Assistance (BHCDA) reprogrammed \$2 million of community health center monies to establish linkages between substance abuse and primary care activities. Forty-three projects were funded to integrate substance abuse prevention/education, diagnosis, treatment, referral, and follow-up services. Information from these programs is provided on a quarterly basis. From these projects, models will be identified for primary health care and substance abuse providers.

- Formal agreements and Memoranda of Understanding have been completed between BHCDA and other Federal and non-Federal agencies identifying areas for increased cooperation. Agencies include ADAMHA (Office for Substance Abuse Prevention - OSAP), BJA, and the Department of Education (ED).
- In February 1987, an agreement was signed by BHCDA and OSAP to collaborate in the development of a curriculum related to early diagnosis, detection, and referral skills for health care providers, substance abuse counselors, and educators.

Department of Defense

Illicit drug use emerged as a significant problem in the military services with returning personnel from Vietnam. A 1980 survey found that 36 percent of military personnel had used one or more illicit drugs in the past year.^{7/} Subsequently a "Crusade on Drugs" was initiated and treatment programs, primarily for lower ranking enlisted personnel, were provided.

- DOD has "zero tolerance" for illegal drug use in the military services and provides treatment only for those individuals evaluated as having potential for future service. FY87 programs included nonresidential and residential treatment, education to increase awareness, random testing, training of personnel with leadership and drug abuse program responsibilities, and evaluation projects that ascertain relevance and effectiveness of these programs.
- The policy of DOD to discharge drug abusers results in significant numbers of individuals being released to communities where treatment of their addiction becomes the responsibility of the VA or local facilities. In FY85, more than 16,000 administrative separations from the military for drug abuse were reported. DOD, with its preinduction and military personnel drug abuse screening program, has the potential to become a fertile referral source for treatment programs.

Bureau of Prisons

Approximately 40 percent of new inmate commitments to Federal prisons have been identified as having moderate to severe

^{7/} Worldwide Survey of Nonmedical Drug Use and Alcohol Use Among Military Personnel. Washington, D.C. (NTIS No. ADA 093880).

chemical abuse problems. Since 1986, the Federal Bureau of Prisons has offered inmates the opportunity to participate in substance abuse treatment programs known as Chemical Abuse Programs.^{8/}

- In 1987, 3,000 inmates were participating voluntarily in treatment for moderate and serious drug abuse problems.
- While participation in the Chemical Abuse Programs is voluntary, a contract is developed with each inmate participant that clearly specifies the responsibilities of the participant for successful completion of each program component. Careful documentation of each inmate's progress is maintained.

Social Security Administration

The Social Security Administration is responsible for administering the Social Security Disability Insurance Program (Title II) and the Supplemental Security Income (SSI) Program (Title XVI). Title II of the Social Security Act covers insured workers and their dependents and provides benefits to such individuals found disabled due to alcoholism or drug addiction. Title XVI of the Act also compensates disabled drug addicts or alcoholics who also meet certain income and resource requirements. However, in order to receive disability benefits under both Title II and Title XVI, individuals who have been found disabled must follow treatment prescribed by their physician or other treating source if the treatment can restore the individuals' ability to work. If individuals do not follow the prescribed treatment without a good reason, they will be found not disabled or, if they are already receiving disability benefits, payments will be terminated.

Under Title XVI, the law imposes additional special treatment requirements on SSI recipients who are medically determined to be drug addicts or alcoholics (DA/A). In these cases, in order to receive benefits, the law requires that the Title XVI claimant undergo treatment for alcoholism or drug addiction if the treatment is appropriate and available at an approved institution or facility and the claimant must demonstrate that he or she is complying with the treatment terms and requirements. In addition, the claimant's disability

^{8/} The Chemical Abuse Programs are managed by clinical psychologists qualified in substance abuse therapies. Programs are structured to include a mandatory standardized component that is educational, followed by individualized treatment programs based on the type of drugs abused and the severity of the dependency.

payments must be made through a third party, i.e., a representative payee. Failure to comply with these provisions will result in nonpayment of benefits for any month in which noncompliance occurs.

- The number of Title XVI DA/A persons on the SSI rolls who were eligible for disability benefits increased from 7,957 in 1986, to 12,027 in 1987.^{9/}
- The remaining Title XVI DA/A who were eligible for benefits but were not in pay status were in "suspense" for various reasons (e.g., their whereabouts were unknown; they were under investigation for noncompliance with the Title XVI DA/A postadjudicative treatment provisions; they were convicted and incarcerated for a felony, etc.).

The National Institute on Drug Abuse

NIDA has operated the toll-free Drug Abuse Information and Referral Line (1-800-662-HELP) since mid-April 1986. This line provides callers with treatment referrals to State and local programs as well as general drug abuse information. The line was initially advertised through public service announcements for NIDA's cocaine campaign, "The Big Lie." In addition, the 800-line has received much media attention which has promoted increased public awareness of the telephone number. During FY87, the hot line answered nearly 75,000 calls.^{10/}

Department of Labor

The Employment and Training Administration has established a substance abuse program in all Job Corps Centers. Although substance abuse education and prevention are the primary goals,

^{9/} This increase is attributable to changes in coding procedures, increases in the number of referral and monitoring agencies which monitor the SSI recipient's compliance with the Title XVI DA/A treatment provisions, and an increase in the number of individuals found to be eligible for SSI disability benefits.

^{10/} The hot line, staffed between 9 a.m. to 3 a.m. weekdays and noon to 3 a.m. on weekends, has received calls from all 50 States. From a sampling of the calls, NIDA found that: a disproportionate number have come from New York, California, and Florida (this may reflect both the extent of cocaine use in these States and their broadcasters' willingness to air the cocaine campaign materials); about half were calling for themselves and the rest were calling about the drug use of their relatives and friends; and most are over 18 years old.

counseling and referrals to detoxification services are provided and members of Alcoholics Anonymous Chapters visit the Centers. Offenders, including drug offenders, are eligible to participate in training programs funded under the Job Training Partnership Act.^{11/}

Private Sector

Interest in expanding drug dependency treatment benefit coverage through health insurance has increased over the past 15 years. This development parallels the expansion of alcoholism and drug abuse treatment programs throughout the nation. Since 1971, when the first law mandating coverage for alcoholism treatment services was enacted in Wisconsin, there has been a steady growth in the number of States that have passed laws related to health insurance coverage for alcohol and drug dependency. Twenty States either mandated the inclusion of drug abuse treatment benefits in all health policies or require that insurance providers at least offer drug abuse benefits for purchase.

RESEARCH TO IMPROVE THE QUALITY OF TREATMENT

National Institute on Drug Abuse

Rather than being a temporary condition that will respond to a single episode of treatment, drug abuse is more correctly viewed as a chronic disorder that requires prolonged management and may require multiple treatment attempts. Thus, it is more similar to chronic medical disorders such as hypertension, emphysema, and diabetes than to acute disorders such as appendicitis. At NIDA, improving the quality of drug abuse treatment has high priority. This includes developing newer, more effective treatment strategies as well as improving the effectiveness of existing treatment strategies. It also includes recruiting more drug abusers into treatment, improving treatment retention rates, and decreasing relapse following treatment. In 1987, approximately 100 research projects were funded that had a direct bearing on a wide range of treatment issues.^{12/}

^{11/} Job Training Partnership Act, P.L. 97-300, Title 4, as amended by P.L. 99-570.

^{12/} Some NIDA research grants dealing with this topic are:

Rounsaville, Bruce. Psychiatric disorders in cocaine abusers (No. 4029). Yale University. New Haven, CT.

(Footnote Continued)

- A substantial number of projects were designed to improve diagnosis and treatment of adolescent drug abusers. Several studies attempted to identify outreach strategies that facilitate the high risk family's entry into and retention in treatment and assess the effectiveness of such treatments.
- A priority was given to improving the availability, accessibility, and appropriateness of treatment for difficult-to-reach adolescents such as school dropouts, runaways, juvenile prostitutes, and teenage unwed mothers.
- IV drug abuse, especially heroin abuse, has traditionally been a matter of high priority. The emergence of the AIDS epidemic necessitated a renewed emphasis in this area of drug abuse, and in particular the need to increase the number of addicts recruited to treatment, the retention rate of treatment programs, and the effectiveness of treatment for the opiate addict population.
- Drug abusers are a heterogeneous population, with concurrent psychopathology prevalent among the great majority of them. Depression, anxiety, and alcoholism are common codiagnoses with drug dependence. Several studies examined these disorders in drug abuse patients with the expectation that treatment of psychiatric disorders will improve treatment outcome.
- A number of research projects concentrated on the use of pharmacologic agents in the treatment of chemically dependent adults. For example, several studies are designed to determine the efficacy of tricyclic antidepressants to block cocaine-induced euphoria and/or to diminish the strong craving that usually develops after discontinuation of cocaine.
- Most relapse to illicit drugs takes place within the first 90 days after leaving treatment. NIDA supported the development of aftercare strategies to reduce the likelihood of drug relapse after the client leaves treatment. Prominent among the strategies is the use of self-help groups in which addicts act as resources to one another to

(Footnote Continued)

Siris, Samuel. Antidepressants for drug abusing dysphoric schizophrenics (No. 5039). Mount Sinai School of Medicine. New York, NY.

Lehman, Anthony. Implications of substance abuse in psychiatric patients (No. 5114). University of Maryland Medical Center. Baltimore, MD.

maintain their resolve to remain drug abstinent through continuing contact and regular meetings.^{13/}

National Institute of Mental Health

Thirteen States received three-year awards to administer demonstration grants for dually diagnosed (drug abuse and mental illness) young adults.^{14/} Several of the programs stress the importance of having case management, vocational rehabilitation, housing, and support groups for these clients. Some of the programs focus on minorities located in public housing developments and suburban and rural areas. Evaluation assessments are being performed on each of the grants to determine its relative strengths and value for replication.

USER RESPONSIBILITY--A TREATMENT PERSPECTIVE

As noted in Chapter I, a goal of the Administration is to bring to the forefront of public discussion the concept that drug users are responsible for and will be held accountable for their behavior. In 1987, Treatment Committee participants began to look at how treatment can contribute to the concept of user responsibility.

Sanctions have found their place in treatment because compulsion is significant as a motivator to enter treatment. Based on a 1985 NIDA survey of admissions to treatment programs, NIDA estimates that about 27 percent of those seeking help in publicly supported treatment programs do so under some form of legal pressure.^{15/} As the AIDS epidemic worsens, there is a growing interest in compelling IV drug abusers to seek treatment for their drug problems.

^{13/} Individual grantees and some of NIDA's clinical research centers also examined the potential of naltrexone as a treatment modality for abstinent opioid addicts including parolees and probationers. Also, buprenorphine, a mixed opiate agonist/antagonist preparation, was investigated in several programs as an alternative to methadone and naltrexone.

^{14/} These States are: California, Indiana, Louisiana, Maryland, Michigan, New Jersey, New Mexico, Ohio, Oregon, South Carolina, Tennessee, Utah, and Washington.

^{15/} Demographic characteristics and patterns of drug use of clients admitted to drug abuse treatment programs in selected states: Annual data 1985. Rockville, MD. National Institute on Drug Abuse, 1987.

The concept of legally-mandated treatment is not new. Judges regularly order drug abusers convicted of criminal offenses to enter treatment. Although mandating treatment is common practice when drug abusers have committed a crime, legally forcing them into treatment on the presumption that they are a danger to themselves or to society (i.e., civil commitment) is not widely practiced. However, 29 States have laws that provide for involuntary institutionalization of drug addicts for reasons other than the commission of a criminal offense.

Traditionally, drug abuse treatment was designed to force clients to take a realistic view of how they got where they were and to tear down excuses for their destructive behavior. Early drug abuse treatment was highly confrontational. While still widely used, confrontational approaches are being supplemented with additional techniques that are compatible with the philosophy of user responsibility. One such technique is "contingency contracting," which was originally developed in the field of mental health. Contingency contracting involves a formal agreement between a therapist (called a "contingency manager") and client, in which behavioral expectations for the client are specified together with a range of consequences for given behaviors.^{16/}

LEGISLATION

LEGISLATIVE AND REGULATORY INITIATIVES

Methadone Regulatory Activities. During 1987, the four-year process to revise the methadone regulation (21 CFR Part 291) reached a milestone with the publication of the proposed revision in the Federal Register, October 2, 1987. The major change contained in the proposal was the revision in the definition of detoxification treatment from 21 days to up to 180 days. There were other proposed changes that would permit flexibility in the operation of methadone treatment programs. These proposed changes included deletion of the annual report and adverse reaction reporting requirements, elimination of the specific counselor/patient ratio and the maximum number of patients per treatment unit requirements, and deletion of several other documentation rules. The proposals were the result of a combined effort by NIDA, the Drug Enforcement Administration (DEA), and the Food and Drug Administration.

^{16/} While this procedure has not been fully assessed, it is now being applied to the field of drug abuse and appears effective with certain kinds of clients.

the cost of drug abuse treatment is covered by private insurance, public programs, and other sources; and the adequacy of such coverage for the rehabilitation of drug abusers. NIDA's Office of Financing and Coverage Policy is managing the 18-month study.

- Drug-Free Workplace (§7361). Requires the Secretary of HHS, acting through NIDA, to work with the Office of Personnel Management to develop drug abuse prevention, treatment, and rehabilitation programs for employees and, to the extent feasible, their families. To meet this goal, NIDA created an Office of Workplace Initiatives which is responsible for stimulating the development of EAPs and helping to review Federal agency drug testing plans, as required under §503, P.L. 100-71.

Other Legislation

- Health Care Quality Improvement Act (Title IV, P.L. 99-660). Required development of a data bank on health care providers. HRSA's Bureau of Health Professions (BHPr) is exploring opportunities for capturing data on substance abuse to determine the prevalence and impact of such problems on the performance of physicians, dentists, and other providers. BHPr is working with DEA to include in the data bank information on providers whose registration to dispense controlled substance has been suspended or revoked.

GLOSSARY

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

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

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

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

DEPRESSANT: Drug that depresses the Central Nervous System resulting in sedation and decreased bodily activity. In excessive doses can cause shallow respiration, weak pulse, coma, or death. Examples: barbiturates, benzodiazepines, methaqualone.

DESIGNER DRUG: Controlled substance analogue.

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

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

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

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

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

ILLICIT DRUG: Controlled drug that has no legally sanctioned therapeutic use (e.g., heroin).

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

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

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

OPERATIONAL INTELLIGENCE: Term used in drug investigative agencies providing analytical support to the investigation and prosecution process.

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

PSYCHOACTIVE DRUG: Drug that affects the central nervous system and alters mood perception or consciousness. (Similar in definition to, and often used interchangeably with, "psychotropic" drug).

PSYCHOTROPIC DRUG: Similar to psychoactive drug.

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

STIMULANT: Drug that stimulates the central nervous system and excites functional activity in the body. In excessive doses can cause agitation, hallucinations, convulsions, or death. Examples: cocaine, caffeine, nicotine, amphetamines, phenmetrazine.

STRATEGIC INTELLIGENCE: Evaluated information concerning drug production, trafficking, abuse trends, and similar data. Used in policy development and management decision-making; provides the

framework for strategy development and resource allocation to support operational planning.

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

TACTICAL INTELLIGENCE: Actionable, real-time information regarding particular smuggling targets or other illicit activities.