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NATIONAL DRUG POLICY BOARD

Washington, D.C. 20530

July 6, 1988

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for return  
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Dear Mr. Brady:

The Chairman has requested that you and your staff review the final draft of the National Drug Policy Board's Fiscal Year 1987 Progress Report. Drafted by the Lead Agency Committees and edited by the NDPB Staff, the report has been reviewed and circulated on three separate occasions and is scheduled for printing on July 15, 1988. Please provide any proposed changes to the document to me or Paul O'Connell, 633-3435, no later than COB July 11. I will assume an absence of response will serve as concurrence with the report as written.

Your assistance in this matter is greatly appreciated.

Sincerely,

G. B. PRINCE  
Acting Executive Director

Enclosure

The Honorable Phillip D. Brady  
Deputy Counsel to the President  
2nd Floor, West Wing  
The White House  
Washington, D.C. 20500

# DRAFT

## 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.

# DRAFT

## 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.

- o The quality and quantity of our knowledge about drug abuse have increased as has intolerance for drug abusing behavior.
- o International attention to the drug issue has increased.
- o 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.<sup>1/</sup> 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:

- o 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 anti-drug abuse message.
- o Colorado Governor Roy Romer initiated "Communities for a Drug-Free Colorado," a three-year public-private partnership designed to equip local leaders and anti-drug coalitions with the expertise and resources necessary to address the drug problems of individual communities.
- o 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

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<sup>1/</sup> 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 mid-year, 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 three-fold 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.

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This NDPB Federal Drug Law Enforcement and Abuse Prevention and Treatment 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/

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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 Statistical Services Section based on El Paso Intelligence Center (EPIC) FY87 Federal Drug Identifier Number (FDIN) 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

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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 primarily in 26 selected metropolitan areas. DAWN data represent the DAWN Consistent Panel and include only those data reported by this panel on a consistent basis, that is, at 90 percent or more during each year. Some facilities fail to report consistently. DAWN data are an accurate indicator of national trends but do not portray national totals. (Since the Consistent Panel may change from report to report based on a number of criteria, statistics from different Consistent Panels covering similar time periods are comparable only as indicators of general trends. 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. Although numbers from the Consistent Panel are lower than DAWN System totals because fewer facilities report consistently, they are more accurate indicators of trends.)

6/ The NNICC Report 1987, p. 27.

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 U.S. with 46 States participating in 1987. In the past year, approximately 7.4 million cultivated plants were eradicated compared to 4.7 million in 1986.<sup>7/</sup> Domestically, the trend toward the cultivation of sinsemilla, the potent unpollinated female plant, continues along with the use of hydroponic techniques and indoor cultivation.<sup>8/</sup>

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

Another bright spot in NIDA's survey of high school seniors was a reported a 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 an increase in the number who perceived trying marijuana even once or twice to be potentially harmful.<sup>10/</sup> This number increased from 15.1 percent in 1986 to 18.4 percent in 1987.

However, using figures projected from nine month DAWN data, the 1987 NNICC Report shows a 40 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.<sup>11/</sup>

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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. 7.

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

11/ The NNICC Report 1987, p. 8.

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EXHIBIT II - 1

MARIJUANA PRICE/POTENCY INDICATORS  
(by calendar year)

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<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.)	\$1,200-2000	\$800-2,000	\$1,400-2,100
Retail (oz.)	\$120-200	\$100-200	\$165-210
Potency (% THC content)	7.28	8.43	6.99

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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.<sup>12/</sup> 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

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<sup>12/</sup> 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.

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EXHIBIT II - 2

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

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<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

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DANGEROUS DRUG TRENDS

The overwhelming majority of illicit dangerous drugs (drugs other than the opiates, cocaine, and marijuana) consumed in the United States is 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 same time period. The number of domestic clandestine laboratories seized has increased dramatically over

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

14/ The NNICC Report 1987, p. 55.

the past three years (419 in 1985; 509 in 1986; and 682 in 1987).<sup>15/</sup>

The survey of high school seniors showed a decrease in the percentage of students who had used stimulants (-1.2 percent), sedatives (-1.1 percent), and hallucinogens (-0.9 percent) 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.<sup>16/</sup>

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.

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

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<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

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\* Based on information from DAWN Consistent Panel.

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

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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.

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

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

# DRAFT

## 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:

- o Eradicate crops;
- o Interdict drugs as close to the source as possible;
- o Arrest and prosecute major traffickers;
- o Provide alternative sources of income to farmers who abandon the cultivation of traditional drug crops;
- o Reduce the demand for drugs through prevention education and public awareness; and
- o 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 drugs control are represented on the Committee.<sup>1/</sup>

### 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

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<sup>1/</sup> 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 U.S. 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 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 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.

#### PROGRAMATIC 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/

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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 Carribean

- o 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.<sup>3/</sup> 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.<sup>4/</sup>
- o 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.
- o Bolivia initiated a coca eradication program in August 1987 in accordance with a new U.S.-Bolivian narcotics control agreement.<sup>5/</sup> 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.

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<sup>3/</sup> This cocaine seizure statistic is for calendar year 1987.

<sup>4/</sup> 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).

<sup>5/</sup> By December 1987, Bolivian narcotics personnel had destroyed 1,000 of 1,800 hectares targeted for voluntary eradication. The critical assessment of Boliva will come in August 1988 when, under the agreement, the Bolivian Government must demonstrate  
(Footnote Continued)

- o Brazil is a significant producer of marijuana, virtually all of which is consumed locally. It is also an important 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.
- o 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 was extradited to the United States, two key traffickers, Jorge Ochoa and Matta Ballesteros, succeeded in gaining their release from Colombian prisons.<sup>6/</sup> A major weapon in the anti-drug 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 marijuana cultivation in the traditional zones, new cultivation in other areas pushed production figures higher than in 1986. Colombia continued to cooperate in the search for an effective anti-coca herbicide and the destruction of cocaine laboratories. A major coca destruction program, however, did not materialize. Moreover, Colombia continues to be reluctant to attack cocaine laboratories in insurgent-held territory.
- o 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.
- o Guatemala is both a transit area for South American cocaine and a producer of opium poppy and marijuana. In 1987, as

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(Footnote Continued)

compliance with first year voluntary eradication goals and be prepared to begin involuntary eradication.

<sup>6/</sup> 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 the Elgin 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.<sup>7/</sup> 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.

- o 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.
- o 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 a third of cocaine imports to the United States. Mexico has a broad-based, anti-narcotics 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 anti-drug 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 is still considered inadequate because of the failure to arrest major traffickers and conclude the prosecution of the Camarena and Cortez cases.<sup>8/</sup>
- o 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.
- o 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

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<sup>7/</sup> Theoretically, the opium poppy yield was enough to produce three tons of opium for smuggling into Mexico for processing.

<sup>8/</sup> 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.

- o Peru continues to be the world's largest producer of coca leaf, with 1987 production rising to about 109,000 metric tons. Enforcement efforts continue to be hampered by the violence of traffickers and political insurgent groups.<sup>9/</sup> 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.
- o 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

- o Afghanistan, denied certification in 1987, continues to be a major producer of opium and hashish and an important refiner of heroin. 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. There are indications that the regime in Kabul and the Soviets are encouraging opium production for political reasons. Although there is an anti-smuggling 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.
- o 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.

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<sup>9/</sup> 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.

- o 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.<sup>10/</sup> 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.<sup>11/</sup> 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.
- o 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.
- o 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

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<sup>10/</sup> Heroin No. 4 is injectable; heroin No. 3 is heroin which is smoked and, with further chemical processing, can be made into heroin No. 4.

<sup>11/</sup> An estimated one in every 140 persons is believed to be a drug addict.

200-400 metric tons of opium does not meet internal demand, 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 are 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.

- o 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.
- o 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.
- o 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 anti-drug 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.
- o 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.

- o 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.
- o 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:

- o 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.

- o 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.
- o 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 anti-narcotics 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:

- o 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.

- o 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.
- o 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 anti-narcotics programs at the national, regional, and international levels. The Conference also produced two noteworthy documents which will guide the United Nations community anti-narcotics 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 anti-narcotics 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

- o 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 non-certification on the basis of drug control performance might jeopardize progress on other foreign policy issues.
- o 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.

- o 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.
- o 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.
- o Corrupt Officials and Governments (\$2013). Required a report on corrupt officials and governments. Two reports were submitted: one in May 1987; the other, in January 1988.
- o 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.
- o 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.
- o 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 issued an Executive Order declaring the drug problem to be a national security matter.
- o U.S.-Mexico Intergovernmental Commission (\$2024). Required that the United States enter into negotiations with the

Government of Mexico to create a joint inter-governmental 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 inter-parliamentary conferences on drug issues.

- o 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

- o The 1987-88 Continuing Resolution expanded the list of discretionary trade sanctions which can be imposed against countries denied narcotics certification.
- o 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.<sup>1/</sup>

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.<sup>2/</sup> 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:

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

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<sup>1/</sup> 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.

<sup>2/</sup> 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.

- o 94 million vehicles
- o 4 million sea passengers
- o 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:

- o 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 jointly responsible for air interdiction.
- o 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.
- o C<sup>3</sup>I. Construction of two Command, Control, Communications, and Intelligence (C<sup>3</sup>I) Centers was initiated. C<sup>3</sup>I West (March Air Force Base, California) is scheduled to be operational in the summer of 1988; C<sup>3</sup>I East (Miami) is scheduled to be operational in October 1988. The C<sup>3</sup>I West Center will be under the command of Customs while command of the C<sup>3</sup>I East Center will rotate between Customs and Coast Guard.

- o Southwest Aerostats. The first of six southwest border aerostat sites was completed at Ft. Huachuca, Arizona.3/
- o 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/
- o 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/
- o 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/
- o 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.

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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)



- o 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.
- o ACS-Selectivity. Customs improved border enforcement efforts through the use of ACS-Selectivity at major ports of entry.<sup>8/</sup> 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.
- o Manifest Review Unit. The Customs Manifest Review Unit permits the pre-arrival 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.
- o 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.<sup>9/</sup> These inspections resulted in the seizure from passengers of over 26 pounds of heroin.
- o CES Concept. Customs began implementation of the Centralized Examination Station (CES) concept. This allows for the presentation of pre-selected merchandise at the CES, while other cargo, not requiring Customs action, is released as expeditiously as possible. The concept allows

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(Footnote Continued)

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

<sup>8/</sup> 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.

<sup>9/</sup> 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.

- o 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/
- o 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.
- o 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.
- o 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/

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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)

- o 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.
- o 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 the seizure of eight aircraft and one vessel, the confiscation of 1,666 pounds of cocaine and 651 pounds of marijuana, and 18 arrests. 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.
- o Coast Guard Personnel. Personnel to be assigned to the C<sup>3</sup>I 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.
- o 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.
- o Coast Guard Attaches. Coast Guard established new attache billets 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

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(Footnote Continued)

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

assist in ongoing anti-drug smuggling negotiations between the Department of State and the Governments of Colombia and Mexico.

- o 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 anti-drug smuggling negotiations between the Department of State and the Bahamian government.
- o Pulse Operations. The Coast Guard participated in various pulse operations deploying Navy and Coast Guard ships in the southern Caribbean.<sup>12/</sup> National Narcotics Border Interdiction System (NNBIS) coordination improved cooperation between the Coast Guard, Navy, Air Force, and Army during this period. Secure interoperable communications also improved.
- o 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.
- o Law Enforcement Training. The Coast Guard provided maritime law enforcement mobile training teams to train law enforcement personnel in many countries.<sup>13/</sup> Additionally, the Coast Guard maintains a technical assistance team in Antigua to assist the eastern Caribbean Coast logistic support.
- o Border Patrol Assets. In FY87, the Border Patrol acquired the following assets for employment in anti-drug operations along the southwest border: nine narcotic and illegal alien detecting K-9 units; a low-light level television (L3TV);

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

<sup>13/</sup> 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).<sup>14/</sup>

- o Criminal Aliens. Border Patrol increased their efforts to locate, prosecute, and remove criminal aliens from the United States under the Border Patrol Criminal Alien Program (BORCAP).<sup>15/</sup> 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).
- o 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.
- o 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% of the high grade sensimilla marijuana crop planted on the reservation).
- o INS Resources. Even though the Immigration and Naturalization Service (INS) has never received any drug interdiction related funding, the agency expended over \$3.5

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<sup>14/</sup> 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.

<sup>15/</sup> 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.

- o 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.<sup>16/</sup> 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.
- o Agency planners use the recurring NNBIS quarterly request process to obtain major DOD resource support, including secure military communications assistance.
- o 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.
- o This recurring planning process requires continuing local and regional joint assessments of operational efforts and a national-level assessment at least semi-annually. 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.

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<sup>16/</sup> NNBIS has regional facilities in New York, Miami, New Orleans, Houston, Chicago, Long Beach, and Honolulu.

- o 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/
- o 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 anti-drug 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 in interdiction efforts on smuggling operators.

- o Exhibit IV-1 presents the amount of illegal drugs seized by Customs, Coast Guard, and INS for FY83-87.
- o 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.
- o Exhibit IV-3 shows the number of interdiction-related arrests by Customs, Coast Guard, and Border Patrol for FY83-87.

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

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EXHIBIT IV - 1

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

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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

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\* 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.

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- o Cocaine seizures by Customs, Coast Guard, and INS continued to increase significantly in 1987. Customs cocaine seizures increased by 67.4 percent from FY86 to FY87. Coast Guard cocaine seizures increased by 72 percent and INS cocaine seizures increased 375 percent during the same period.
- o 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 29 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.

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EXHIBIT IV-2

ASSETS SEIZED THROUGH INTERDICTION\*  
(by fiscal year)

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<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

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

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EXHIBIT IV-3

ARRESTS THROUGH INTERDICTION EFFORTS\*  
(by fiscal year)

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	<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

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\* 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.

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DOD SUPPORT

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

- o 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/
- o 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.

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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.

- o 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.
- o Naval Support. The U.S. 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 last year.20/
- o 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.

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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 enroute 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.

- o 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.
- o 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.
- o 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.

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EXHIBIT IV-4

SOUTHWEST LAND BORDER SEIZURES\*  
(by fiscal year)

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

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\* 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.

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

- o 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.
- o 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.
- o 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

- o 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 64 percent from 671 in FY86 to 1,049 in FY87. The value of the monetary instruments seized increased by 68 percent from \$21.5 million to \$34.9 million during the same period.
- o 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.
- o 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.
- o 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 \$99,500 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).

- o 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.
- o 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).
- o 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.
- o 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.
- o 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.

- o Establishment of Command, Control, Communications and Intelligence Centers (C<sup>3</sup>I) (\$3351). Required the establishment of a national and sector centers. The national center is partially operational in leased space in Oklahoma City. C<sup>3</sup>I West (March Air Force Base, California) is expected to have an initial operational capability in the summer of 1988. C<sup>3</sup>I East (Miami) is expected to be operational in October 1988.