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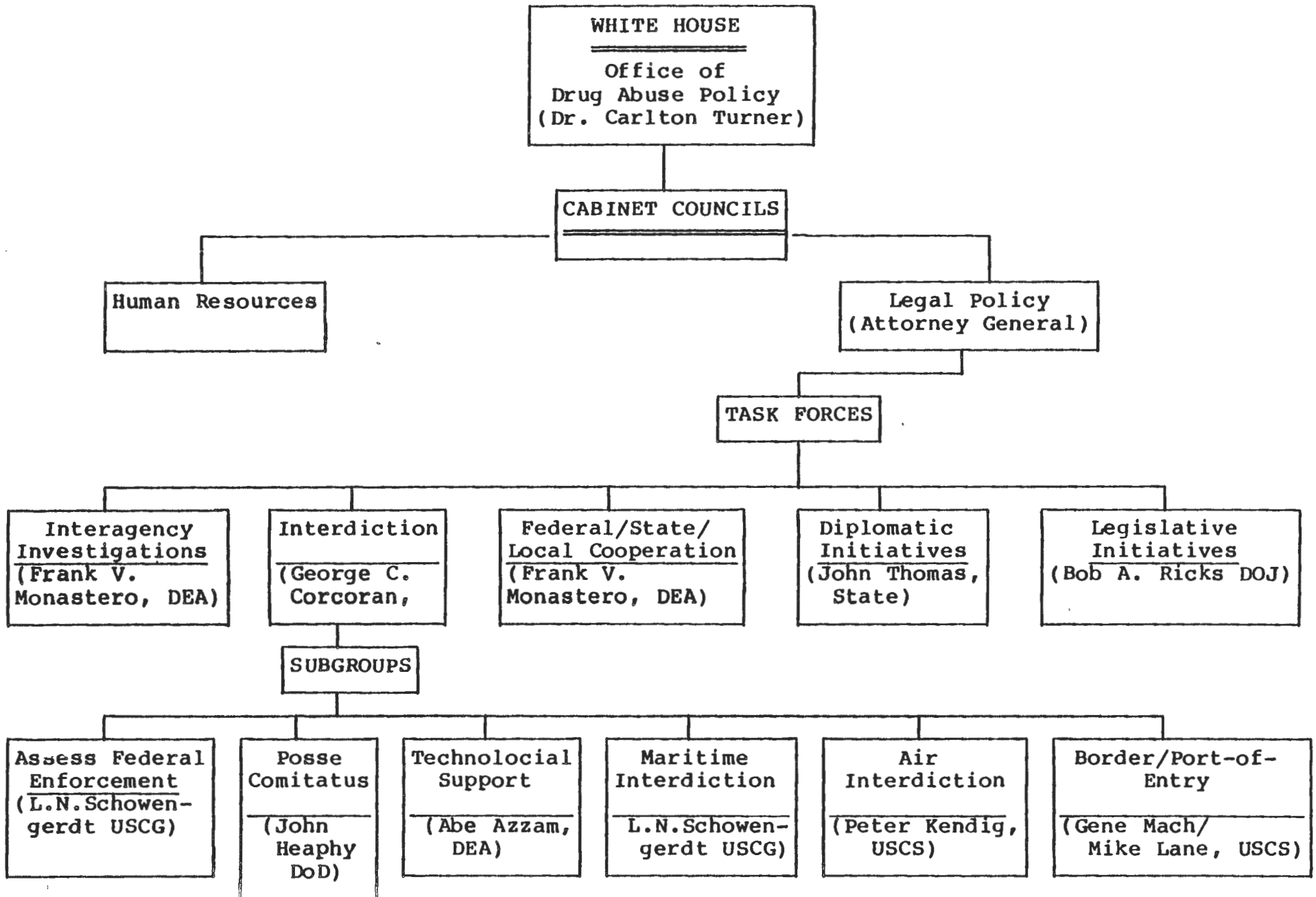
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FEDERAL DRUG STRATEGY POLICY STRUCTURE



## memorandum

DATE: September 24, 1982

REPLY TO  
ATTN OF: Frank V. Monastero, Chairman  
Interagency Investigations Task Force

SUBJECT: Interagency Investigations Task Force Report

TO: The Honorable  
Rudolph W. Giuliani, Chairman  
Working Group on Drug Supply Reduction

Pursuant to your request of August 27, 1982, attached is the report of the Interagency Investigations Task Force of the Working Group on Drug Supply Reduction.

The two issues initially assigned to this Task Force - use of specialized expertise and asset forfeiture - were originally identified by the Attorney General in his presentation to the President and the Cabinet Council on Legal Policy on March 24. The actions and tasks recommended in the report are responsive to those issues and represent a consensus of the Task Force members.

An additional issue involving expansion of the South Florida Task Force concept was identified but the Interagency Investigations Task Force was unable to reach a consensus on appropriate action. Opinions of Customs and of DEA are appended to the report.

I commend the efforts of those who participated in the work of the Task Force, and look forward to reviewing the draft report of the full Working Group.



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Attachment

R E P O R T

OF THE

INTERAGENCY INVESTIGATIONS TASK FORCE

TO THE

WORKING GROUP ON DRUG SUPPLY REDUCTION

September 24, 1982

-/-

In recognition of the need for an expanded national financial investigative effort, the Treasury Department, through the participation of the Internal Revenue Service and U.S. Customs, has established the Financial Law Enforcement Center (FLEC). The Center operates in support of the entire Federal enforcement community by serving as a clearinghouse for financial information collected pursuant to Bank Secrecy Act reporting requirements. In addition, FLEC has developed a strategic financial intelligence analysis capability to identify financial characteristics of criminal organizations. The Working Group on Drug Supply Reduction believes that the existing and potential capabilities of FLEC to support interagency financial law enforcement activities should be exploited in new and innovative ways.

The Working Group also recognizes that significant steps have been taken to address the issue of cooperation among Federal, state, and local law enforcement authorities. The establishment of Law Enforcement Coordinating Committees, the establishment of the El Paso Intelligence Center, and the development of model legislation for the states in the area of asset forfeiture contribute to this effort. In support of the Administration's emphasis on Federal responsiveness to state and local law enforcement problems, the Working Group espouses the development of initiatives to support state and local efforts in the area of financial law enforcement.

- -

How this spells  
out enhanced  
Fed, St + local  
cooperation escapes  
me.

Recommendation C-1:

8  
To enhance interagency cooperation in the area of financial law enforcement, the Working Group proposes that a systematic strategy be developed for multi-agency utilization of the Financial Law Enforcement Center to include the following:

The Treasury Department, through the IRS and Customs, should create specific procedures and guidelines to facilitate access to financial intelligence by Federal, state, and local agencies and to coordinate the orderly dissemination of financial intelligence to those agencies;

DEA, Customs, IRS, and other involved agencies should each submit to the Working Group a proposal on how it intends to provide operational financial intelligence to FLEC; and

The Attorney General should direct that Law Enforcement Coordinating Committees provide to the Treasury Department proposals on how FLEC may serve ~~localized~~ financial intelligence needs. *of local*

Recommendation C-2: The U.S. Customs Service should submit to the Working Group a plan for effecting regulatory changes (exclusive of remedial legislation) to increase financial information sharing with the states.

D. ~~Domestic Marihuana Eradication Program~~ <sup>Eradication & Production</sup>

Domestic marihuana ~~cultivation~~ <sup>Production</sup> is becoming a major drug law enforcement problem in the U.S. The Drug Enforcement Administration has an existing marihuana eradication program that encourages states to take primary responsibility for eradicating cannabis growth. Although twenty-two states have been identified to participate in this program, the Working Group's Task Force on Federal, State, and Local cooperation has encouraged DEA to review its selection criteria and to develop a system of prioritization to ensure consideration of such factors as <sup>Scope of</sup> marihuana ~~cultivation's~~ <sup>Production's</sup> effects on local economies, ~~displacement of valuable crops like timber by marihuana, and use of Federal lands for marihuana~~ ~~cultivation~~ <sup>Production</sup>. The Working Group believes that DEA should undertake a domestic ~~marihuana~~ eradication program reaching beyond existing ~~prioritization~~ efforts.

BS →

Single Cultivation

Commensurate with the Working Group's endorsement of a reconsideration of criteria for selecting states is a recognition of the need to assess the domestic marihuana situation through research on herbicide spraying and

DEA



identification of methods and technologies that might be applied to estimating the extent of domestic ~~marihuana~~ cultivation. These specific issues are considered elsewhere in this report. In general, the Working Group believes that an interagency effort should be undertaken to coordinate utilization of domestic marihuana ~~cultivation~~ intelligence.

Recommendation D-1: The Drug Enforcement Administration should review its system for selecting states for the domestic ~~marihuana~~ eradication program, and should expand that program to include the procurement of resources to provide more direct assistance to the states.

Recommendation D-2: The Attorney General should direct that a working level staff comprised of representatives from Agriculture, Interior, Justice, and other departments be formed to develop a system for coordinating collection and utilization of domestic marihuana ~~intelligence~~ Production intelligence on crop estimation and location.

E. Interagency Assessments and Studies

Among the drug law enforcement initiatives of the current Administration are: granting the FBI concurrent drug investigative jurisdiction; ~~modifying~~ <sup>Assessing</sup> the provisions of posse comitatus; and increasing the emphasis of interdiction strategies primarily through the commitment of resources to the South Florida Task Force. Frequently, questions have been raised about the distribution of resources among the various strategies -- interdiction, investigation, regulatory control, and international drug control -- deployed by the United States Government in reducing the availability of drugs for abusive consumption. The Working Group recognizes the need for comprehensive and periodic assessments of the effectiveness of each of the drug control strategies in reducing the social costs of drug abuse.

Recommendation E-1: A permanent, multi-agency, drug enforcement study group should be established under the general guidance of OMB to assess periodically the relative effectiveness of the various drug law enforcement strategies.

NO

In addition to recognizing the need for comprehensive and periodic assessments of the effectiveness of law enforcement strategies, the Working Group's five subcommittees have identified specific informational requirements that should be met in the near future.

Why OMB - they  
look at \$ values  
no law enforcement  
value

Recommendation E-2:

(1) Inventories of training courses offered by federal law enforcement agencies and of the training needs of federal law enforcement agencies should be compiled by a multi-agency committee established by the Working Group on Drug Supply Reduction.

(2) The CIA should survey all technological means of assessing cannabis, opium poppy, and coca bush cultivation and location and transmit its findings and recommendations to the appropriate agencies.

(3) An inventory of specialized equipment and Federal Research projects should be developed by a multi-agency committee formed by the Working Group.

(4) The Interdepartmental Radio Advisory Committee should conduct a feasibility study to determine the desirability and cost-effectiveness of having a national law enforcement communications network.

Recommendation E-3:

As additional interagency studies are needed, the Attorney General should obtain a recommendation from the Working Group and task the appropriate agencies to conduct the studies.

F. Interdiction Improvements

Federal efforts against the illegal transportation of drugs into the United States through border, port of entry, and air and sea interdiction have been expanded significantly over the past several years. Allocation of Federal resources for special and ongoing interdiction operations, strides in the use of advanced detection technology, and multi-agency involvement have been among the primary factors in the success of those efforts. Interdiction is perhaps the area of drug law enforcement with the most potential for enhanced interagency cooperation; indeed, the 1982 Federal Strategy notes that seven Cabinet departments have direct involvement with border operations. The increased military assistance now possible under revised posse comitatus legislation (considered separately elsewhere in this report) greatly expands the interagency nature of interdiction.

The Working Group is persuaded that proposals to improve interdiction activities are appropriate to the enhancement of cooperative drug law enforcement efforts. While the Task Force on Interdiction has developed a large body of proposed actions in this regard, the Working Group believes that many of them are best suited to unilateral efforts by U.S. Customs; others are considered elsewhere in this report. With respect to the enhancement of existing programs, the Working Group offers the following:

(14)

Recommendation F-1: The U.S. Customs Service, ~~with~~ in concert with DEA, expand the Integrated Airport Program to include special enforcement teams targetting selected shipments, flights, or passengers.

Recommendation F-2: The U.S. Customs Service, DEA, DOD, Coast Guard, and other involved agencies ~~will~~ submit a joint proposal to the Attorney General for the establishment of a coordinating mechanism to facilitate air surveillance.

Recommendation F-3: Customs, Coast Guard, and DEA ~~will~~ provide enhanced coverage, on a 24-hour basis, of the Marine Intelligence Unit at EPIC, and will submit a proposal for the enhancement of technological and training capabilities in support of marine intelligence.

Recommendation F-4: The Department of Transportation (FAA) ~~will~~ draft new regulations relating to private aircraft operations to include licensing and registration restrictions, new prohibitions against operating aircraft with narcotics aboard, and identification of frequent suspicious flights.

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targetted at key producers and transit nations; (3) develop a priority list of countries and types of treaties desired with each country; and (4) develop a prioritized list of countries where production of licit chemicals serves illicit domestic or foreign purposes.

~~Carrying out this recommendation may involve the reestablishment of a committee similar to the Cabinet Committee for International Narcotic Matters (CCINC). Other multi-agency tasks could be addressed by this committee, but the FY-83 priorities are specified in the recommendation.~~

**NO**

III. SUBCOMMITTEE REPORTS



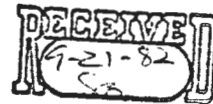
## G. Interagency Strategy on International Initiatives

The Working Group continues to subscribe to the long-standing and principal United States Government strategy of eliminating illegal drugs as close to the source as possible. In descending order of priority, our international programs must focus on crop control, diversion of licit drugs, interdiction and enforcement programs, and mutual assistance treaties or other legal initiatives. The Task Force on International Initiatives did not address the broad array of programs already under way by numerous agencies but concentrated on ways to improve efforts that require interagency coordination and tasking.

Recommendation G-1: The Bureau of International Narcotics Matters should formally establish and chair an interdepartmental committee to develop coordinated strategies in the areas of crop control, licit diversion and mutual assistance treaties. In FY-83 this committee should: (1) develop a coordinated interagency strategy to encourage key leaders in the governments of narcotics producing countries to undertake comprehensive crop control programs; (2) develop and implement an international public affairs strategy

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Doesn't INM  
already have  
this.



ASSISTANT SECRETARY OF STATE  
WASHINGTON

September 20, 1982

Dear Mr. Giuliani:

I have approved the enclosed report from the Task Force on International Initiatives, which INM chairs through Deputy Assistant Secretary Thomas.

When these Task Force reports are considered by the Working Group, I will suggest certain changes, reflecting my discussions with European officials these past two weeks.

While there are references to diplomatic initiatives in Issues 1 and 2, the relevant tasks are concerned with expanding resource contributions in support of crop control and interdiction programs. I believe there is a need to internationalize the narcotics issue in foreign policy. Thus, I will recommend an action item which calls for: a diplomatic initiative to encourage other governments to increase the priority given to narcotics control as a foreign policy issue, to upgrade the level at which narcotics control is dealt with as a foreign policy issue, and to integrate the narcotics issue into bilateral discussions with producer and transit nations. At minimum, the United States Government objective should be to have the Ambassadors of major consumer nations joining with our Embassies in applying diplomatic leverage on these governments. In certain instances, their expenditures of diplomatic credit could be invaluable.

Second, I am concerned that the general public and politicians in Europe do not display the sensitivity to, awareness of, or concern about the narcotics problems that one would anticipate, given their high rates of overdose and deaths related to drug abuse. While the Task Force Report does mention in Issue 1 the need for an international public affairs

The Honorable  
Rudolph W. Giuliani,  
Associate Attorney General,  
Department of Justice.

strategy, its objectives seem to be to encourage producer/transit nations to take actions to control narcotics, and to encourage consumer nations to undertake demand reduction programs. The public affairs strategy should also be designed to encourage the consumer nations and other prospective donor nations to accord narcotics control the desired foreign policy status and to undertake the diplomatic initiatives needed, as well as support bilateral and multilateral control projects in the producer and transit nations.

Sincerely,

A handwritten signature in black ink, appearing to read "Dominick L. DiCarlo". The signature is fluid and cursive, with a large initial "D" and "L".

Dominick L. DiCarlo

Enclosure:

From Jon Thomas of September 17  
and Task Force Submission.



United States Department of State

Washington, D.C. 20520

September 17, 1982

Dear Mr. Giuliani:

Attached is the final draft from the Task Force on International Initiatives for your September 21 submission date. I want to take this opportunity to commend the members of the Task Force for their efforts. I believe we have arrived at a useful document due to their careful input. The Task Force on International Initiatives has identified, assessed, and now recommends for Cabinet Council consideration actions in five major areas of international narcotics control.

The emphasis in this report is on interagency issues, actions and tasks, with a special focus on new and/or modified efforts. The report therefore is not intended to reflect the total continuing programs of the involved departments and agencies. However, to fully grasp the significance of the recommendations, an understanding of the already ongoing program is essential.

The international narcotics program of the USG involves the Bureau of International Narcotics Matters and other bureaus within the Department of State; the Drug Enforcement Administration and other units within the Department of Justice; the U.S. Customs and other units within the Department of Treasury; the National Institute on Drug Abuse and other units within the Department of Health and Human Services; the U.S. Coast Guard; the Central Intelligence Agency; the Department of Agriculture; the Agency for International Development; the United States Information Agency, and others.

Responsibility for policy development; diplomatic relations with producer and transit countries; coordination of USG international activities; and, funding and other program support for USG-assisted narcotic control programs is vested in INM. Other major roles include the technical assistance and

The Honorable  
Rudolph W. Giuliani,  
Associate Attorney General,  
Department of Justice,  
Washington, D.C. 20530.

training provided by DEA and Customs; DEA's in-country program assistance; the developmental and economic assistance provided to producer countries by AID; the interdiction efforts of Customs, DEA and the Coast Guard; the crop substitution programs assisted by Agriculture; the various treaties and agreements on banking, extradition, mutual legal assistance and other issues negotiated by State and Justice; the information and intelligence gathering activities of the CIA and DEA; the information programs of USIA; and, the assistance on demand reduction projects provided by NIDA and others.

Currently, the USG, through State's INM, maintains program agreements for control of narcotics production and/or trafficking with: Burma, Thailand, Mexico, Peru, Bolivia, Colombia, Brazil, Ecuador, Turkey and Pakistan, and, assists other countries (e.g. Malaysia) through INM's regional assistance projects. We also support various international organizations involved with narcotics.

In these programs, the USG priority is crop control -- reduction of cultivation and production through bans, chemical and manual eradication -- with a secondary priority on interdiction and other enforcement programs, also operated as close to the production source as possible. The attached draft does not reflect the broad array of programs already underway by numerous agencies but rather attempts to identify ways to improve those efforts already in train.

Sincerely,

  
Jon R. Thomas

Deputy Assistant Secretary for  
International Narcotics Matters

Enclosure:

Task Force Submission.

## TASK FORCE ON INTERNATIONAL INITIATIVES

### AG ISSUE 1: CROP CONTROL PROGRAMS

**Issues:** There is need to expand the scope and effectiveness of bilateral and multilateral crop control agreements and projects -- including: new agreements covering growing areas currently not subject to controls; specified reductions in cultivation and production; improved monitoring by national and international agencies; improved coordination by producer, transit and consumer nations in pursuit of control objectives; and, increased participation in bilateral and multilateral crop control projects by consumer nations.

**Actions:** The USG should give priority to crop control in negotiating program agreements with the governments of producer nations -- and encourage other bilateral and multilateral agreements involving international organizations and other interested governments -- such agreements including the provision of materials and commodities, technical assistance, and, under certain conditions, narcotics control-related development assistance which should be increasingly linked to source country commitments to reduce cultivation and production.

- Tasks:**
1. Develop and implement a coordinated interagency strategy to encourage key leaders in the governments of narcotics producing countries to undertake comprehensive crop control programs, or expand current projects as needed; this task should feature public and private statements and discussions with foreign leaders involving the President, Vice President, Secretary of State, Attorney General and other principals, and include meetings here and overseas \* (INM, AG, OVP, DAPO)
  2. Through diplomatic efforts, encourage other governments, especially industrialized and other donor nations, to increase their contributions to multilateral organizations, such as the United Nations Fund for Drug Abuse control, and, to sponsor bilateral crop control projects. (INM)
  3. Develop and implement an international public affairs strategy targetted at key producer and transit nations, which emphasizes:

\* The first agency or department listed will be considered as the coordinator of the tasks and the following agencies or departments listed will be working members of the task effort.

- a. The global nature of the narcotics problem.
- b. The responsibility that producer and transit nations assumed under international treaties for controlling cultivation, production and trafficking in narcotics within their borders.
- c. Current efforts within the United States to reduce demand for drugs, and to control domestic cannabis production; in carrying out this sub-task, the focus should be on rebutting anti-USG statements and reversing negative public opinion concerning the scope and efficacy of USG domestic drug control efforts.
- d. The concept that crop control is an essential ingredient in any effective anti-narcotics policy adopted by a producer nation -- a theme that should be especially well articulated in source nations experiencing domestic drug abuse problem.
- e. Stimulating public awareness by civic, social, industrial and other opinion leaders in key countries of the need for demand reduction programs.

(INM, State/PA, USIA, DEA, Customs, DOD, NIDA, USDA, DAPO, CIA, NSC)

4. Increase the scope and effectiveness of crop control projects, and commitments to crop control by source nations, by analyzing production factors (sources for cultivation and refining, trafficking patterns, financial factors, and consumption-related problems) and develop strategies for crop control projects on both bilateral and multilateral basis.  
(INM, State/INR, CIA, DEA)

#### AG ISSUE 2: INTERNATIONAL INTERDICTION AND ENFORCEMENT PROGRAMS

**Issues:** There is need to improve and expand the enforcement and other interdiction efforts of producer and transit countries, especially interdiction efforts operated as close as possible to production sources, and, to increase the participation in international interdiction efforts by consumer countries, other industrialized and donor nations, and by international agencies.

**Actions:** Efforts should be intensified to expand the scope and effectiveness of enforcement and other interdiction activities by producer and transit nations, with an emphasis on improved unilateral actions by governments in Latin America, Southeast and Southwest Asia.



- Tasks:
1. Analyze international trafficking factors (sources, patterns of distribution, organizations involved, financing arrangements, methods of conveyance, etc.) and develop strategies for initiating and/or expanding interdiction efforts. (DEA, Treasury, Justice, CIA, USCG)
  2. Develop in conjunction with Task 1 criteria for targetting expansion projects; identify specific international areas where improved interdiction and enforcement assistance would make a significant difference in narcotics trafficking. (DEA, INM, Customs, USCG, Treasury)
  3. Undertake diplomatic initiatives to encourage producer and transit nations to demonstrate compliance with their responsibilities under treaty requirements, such as the 1961 Single Convention. (INM, DEA, Customs)

### AG ISSUE 3: Strategic Intelligence and Research

ISSUE: Strategic intelligence on international narcotics problems is critical to the development of narcotics control initiatives and to the monitoring of a broad range of programmatic concerns. Primary strategic intelligence objectives guiding both collection and analytic activities center on four areas: 1) Narcotics production; 2) trafficking patterns; 3) associated international financial flows and banking practices; and, 4) the implications of narcotics problems to political and economic stability.

Strategic narcotics intelligence is derived largely from human intelligence collection efforts complemented by technical collection programs. The effectiveness of these activities, however, has been handicapped by the absence of a comprehensive program capable of integrating the collection activities of agencies under the Director of Central Intelligence with these collection capabilities of law enforcement agencies not directly responsible to the DCI. The absence of integration has resulted in the duplication of collection activities in some areas while in others it has resulted in significant gaps in intelligence coverage.

Actions: Under the provisions of E.O. 12333, the DCI, in consultation with the AG, should establish appropriate structures within the Intelligence Community to assure: 1) effective coordination of collection activities including those efforts of law enforcement agencies which are related to strategic narcotics intelligence; 2) that priorities assigned to narcotics intelligence collection activities are sufficiently high to meet the requirements of narcotics control policies; 3) that intelligence information produced by USG agencies is disseminated fully, and in a timely manner, throughout the intelligence community; and, 4) that assessments of strategic narcotics developments representing the analytics resources of USG agencies are prepared on a comprehensive and timely basis.

- Tasks:
1. Organize an interagency Foreign Strategic Narcotics Intelligence Committee to coordinate collection activities of USG agencies in the strategic narcotics field. (DCI, DEA, AG, State/INR, Treasury)
  2. Review Collection priorities under DCID 1/2 to assure that narcotics intelligence requirements are sufficiently high to meet the needs of international narcotics control policy. (DCI, State, DEA, Treasury)
  3. Establish procedures within the intelligence community for the timely and regular dissemination of all strategic narcotics intelligence information collected by USG agencies. (DCI, AG, State, DEA, Treasury)
  4. Under the auspices of the newly appointed National Intelligence Officer for International Narcotics, develop an interagency group capable of producing coordinated assessments of significant narcotics development and related political and economic concerns. (DCI, NIO, AG, Treasury)
  5. Develop more effective guidelines for facilitating interaction of foreign and domestic intelligence collection and analysis. (DCI, DEA, AG, State, Treasury)
  6. Review the operations of the National Narcotics Intelligence Consumers Committee and its role in producing narcotics intelligence estimates. (DEA, and other members of NNICC group)

*Beatty*  
*Don*

7. Stimulate the preparation of integrated or "Country-team" narcotics reporting from overseas missions. (State)

8. ~~Research and~~ identify feasible methodologies that could be applied to obtaining worldwide cannabis, coca, opium crop estimates and detection. (DCI, USDA, DEA)

AG ISSUE 4: MUTUAL ASSISTANCE TREATIES AND OTHER LEGAL INITIATIVES

Issues: To enhance and support USG drug control activities, there is need to expand the number of mutual legal assistance treaties concerning banking transactions and secrecy, and treaties concerning judicial evidence; there is also need to negotiate modern extradition treaties; and a need to secure other pertinent agreements and legislative matters.

Actions: USG agencies should agree on areas for mutual cooperation in international agreements; develop a list of priority countries and dependencies with which such agreements are desirable; and develop a strategy for negotiating and ratifying such agreements.

Tasks: 1. USG agencies should develop a priority list of countries, and types of treaties desired with each country (e.g., extradition, mutual assistance, financial information access, etc.) as the first step in a concerted campaign to negotiate and conclude such treaties. (State, Justice, Treasury)

2. USG agencies (State, Justice, Treasury) should emphasize obtaining agreements with target countries on:

a. Amending bank secrecy laws that permit drug traffickers to conceal assets. (Justice, State, Treasury)

b. Improving extradition treaties, so as to assure greater USG access to major traffickers apprehended by foreign governments. (Justice, State, Treasury)

c. Preventing spurious foreign corporations, financed by illicit drug profits, from investing major assets in the U.S. (Treasury, Justice)

d. Facilitating the verification of registry, boarding, seizures, and disposition of vessels engaged in international drug trafficking. (Justice, USCG, Customs)

e. Facilitating the seizure of financial and other assets in the U.S. and abroad. (Treasury, Justice)

3. Seek to have resolutions introduced at the upcoming assembly of the International Civil Aviation Organization calling upon all members of the organization:

a. to denounce the use of civil aviation in illicit international drug transportation; and, take the appropriate steps to discourage such use;

b. In furtherance of their international obligations, to identify the current state of registry of an aircraft before registering the aircraft under the laws of their respective states. (FAA, State)

AG ISSUE 5: DIVERSION OF LICIT DRUGS

Issues: There is need for improved controls on the manufacture, distribution and sale of pharmaceuticals, and chemicals used in the manufacture of drugs subject to abuse.

Actions: Through diplomatic and other channels, and, through insistence on compliance with international conventions, USG agencies should seek improved controls by both producer and transshipment countries to prevent diversion of licit pharmaceuticals and base substances which have abuse potential, and, the manufacture and distribution of precursor chemicals used in the refining of illicit substances.

Tasks: 1. In cooperation with the International Narcotics Control Board, seek more restrictive requirements on licit and traditional production of coca and opium, and seek improved monitoring of compliance with conventions and production goals. (INM, DEA)

2. USG agencies should develop flow charts showing the movement of diverted licit drugs from exporting to importing countries; identify key transit countries and points of diversion; and undertake a planned, coordinated campaign to encourage such countries to establish more effective controls on production, exportation, diversion, and importation. (DEA, INM, Customs, ~~FDA~~, CIA)
3. Through international organizations, USG agencies should seek to improve the monitoring of and compliance with treaty obligations, especially the Convention on Psychotropic Substances (INM, DEA, FDA)
4. As a priority, USG agencies should pursue cooperative actions with foreign governments to restrict the supply and prevent the illicit diversion of methaqualone. (INM, DEA, Customs)
5. USG agencies should develop a prioritized listing of countries where production of licit chemicals serves illicit domestic or foreign purposes, and develop approaches to those countries that encourage improved domestic controls on sales and distribution of such chemicals, including acetone and acetic anhydride (DEA, State)
6. As a priority, USG agencies should identify major sources and trafficking routes for precursor chemicals used in refining of heroin and cocaine and seek restrictions on the sales/distribution of such precursors (e.g., acetone, acetone anhydride). (DEA, CIA, INM) ~~acetone anhydride~~
7. USG agencies should encourage non-signatories to adopt the Convention on Psychotropic Substances (State)
8. USG agencies should effect a wider distribution of the Customs Watch Manual to assist foreign customs officials in monitoring the movement of precursors. (Customs, DEA)

September 16, 1982

(September 9 Task Force Meeting Attendees)

Invited to September 16 Task Force Meeting

<u>Name</u>	<u>Agency</u>	<u>Telephone</u>
Jon Thomas	State/INM	632-4880
Howard L. Laurain	CIA	965-4624
Fred Schellenberg	CIA	351-2047
Jim Natsios	CIA	351-7520
John Warner	DEA	633-1401
Edward A. Heath	DEA	633-1151
William J. Corcoran	Justice	724-6987
Bob Lockwood	OSD/MRA&L	697-0617
Ray W. Nightingale	USDA/ERS/IED	447-8106
William Moga	DOT	426-4512
Bruce Weule	USCG	426-1890
Irene Howie	DOT/FAA	426-3516
Seymor Bolten	Treasury	566-5189
Jon A. Wiant	State/INR	632-9032
Mike Peay	State/L	632-7545
Les Glad	State/INM	632-3015
Rayburn Hesse	State/INM	632-8692

September 16, 1982

<u>Name</u>	<u>Agency</u>	<u>Telephone</u>
Jon Thomas	State/INM	632-4880
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Seymour Bolten	Treasury	566-5189
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Edward A. Heath	DEA	633-1331
Robert Lockwood	OSD	697-0617
Howard L. Laurain	CIA	965-4624
John T. Stewart	DOT/FAA	426-3515
William J. Moga	DOT/OST	426-4512
Patricia Schlueter	OMB	395-4580
Ray Nightingale	USDA/ERS	447-8106

## memorandum

SEP 24 1982

DATE

REPLY TO  
ATTN:

Bob Ricks  
Chief Counsel  
Drug Enforcement Administration

SUBJECT:

Committee Report of the Legislative Initiatives Task Force

TO:

Honorable Rudolph W. Giuliani  
Associate Attorney General

— Enclosed is the Committee Report of the Legislative Initiatives Task Force. We expect to reconvene shortly to review the Working Group's proposals and draft necessary legislation.

Enclosure



## Legislative Initiatives Working Group

### Issue

Pursuit of legislative initiatives involving the diversion control amendments to the Controlled Substances Act, adoption by state and local jurisdictions of model forfeiture and paraphernalia laws, reform of the Freedom of Information Act, deputization authority, amendments to the Federal Tort Claims Act, bail and sentencing reform, and crimes involving firearms.

### Action

Create a mechanism whereby Federal law enforcement agencies and other Federal agencies with jurisdiction in matters relating to drug control present a united advocacy of legislative initiatives on the above issues.

### Discussion

The Legislative Initiatives Working Group reviewed numerous specific legislative proposals that might be viable parts of a coordinated drug control strategy. However, it was determined that the most effective use of the Legislative Initiatives Working Group would result from its functioning on an ad hoc basis in a support role to the other task forces. In such a capacity, the Legislative Initiatives Working Group would advise the other four working groups as to the legal and legislative aspects of policy proposals that are under consideration. Once a policy decision was made by the full Working Group to initiate an action requiring legislation, the Legislative Initiatives Working Group would be tasked to develop the legislative package. Those legislative initiatives already in process, such as the diversion control amendments to the Controlled Substances Act and adoption by state and local jurisdictions of model forfeiture and paraphernalia laws, will continue to be pursued by DEA.

### Task

To reconvene the Legislative Initiatives Working Group, within 30 days, to review the proposals and recommendations of the Working Group in regard to their legal implications and need for additional legislation.

## memorandum

DATE: SEP 24 1982

REPLY TO  
ATTN OF: Frank V. Monastero, Chairman  
Federal/State/Local Cooperation Task Force

SUBJECT: Report of the Federal/State/Local Cooperation Task Force

TO: The Honorable  
Rudolph W. Giuliani, Chairman  
Working Group on Drug Supply Reduction

Pursuant to your request of August 27, 1982, attached is the report of the Federal/State/Local Cooperation Task Force of the Working Group on Drug Supply Reduction.

Two issues initially assigned to this Task Force -- domestic marihuana suppression and participation in drug investigation and information sharing among various levels of government -- were originally identified by the Attorney General in his March 24 presentation to the President and the Cabinet Council on Legal Policy. An additional issue relating to "look-alike" drugs has been identified by the Task Force. The actions and tasks recommended in the report are responsive to these issues, and represent a consensus of the Task Force members.

I commend the efforts of those who participated in the work of the Federal/State/Local Cooperation Task Force. We look forward to reviewing the draft report of the full Working Group.



---

Attachment



Buy U.S. Savings Bonds Regularly on the Payroll Savings Plan

OPTIONAL FORM NO. 10  
(REV. 7-76)  
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R E P O R T

OF THE

FEDERAL/STATE/LOCAL COOPERATION TASK FORCE

TO THE

WORKING GROUP ON DRUG SUPPLY REDUCTION

September 24, 1982

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## I. INTRODUCTION

The Federal/State/Local Cooperation Task Force is one of five sub-working groups formed by the Working Group on Drug Supply Reduction to address the issues presented by the Attorney General to the Cabinet Council on Legal Policy and the President on March 24, 1982. In that meeting the Attorney General espoused the Administration's policy of improving interagency cooperation at all levels of government as the primary means of addressing longstanding drug abuse and drug trafficking problems. Eleven primary issues requiring interagency cooperation and assistance were identified, and two of these issues have been assigned to the Federal/State/Local Cooperation Task Force.

The Task Force met on two occasions, June 8 and September 15, to discuss the issues of domestic marihuana suppression and participation in drug investigations and information sharing among various levels of government. Our goal was to develop a realistic action agenda responsive to the issues identified by the Attorney General, and we focused our efforts on those issues. We identified one additional issue (on the non-medicinal use of over-the-counter drugs) as a problem appropriately addressed by this Task Force.

The Task Force offers a number of constructive actions, most of which require interagency cooperation and assistance, to the Working Group on Drug Supply Reduction for their approval. Although some of these actions are in process, all will benefit from endorsement by the Working Group and the Attorney General and result in a more comprehensive and coordinated Federal effort to reduce drug abuse and illegal drug trafficking.

## II. ISSUES, ACTIONS, AND TASKS

AG Issue A. EXPANSION OF THE DOMESTIC MARIHUANA SUPPRESSION PROGRAM THROUGH COOPERATIVE ERADICATION PROGRAMS WHERE APPROPRIATE THROUGHOUT THE UNITED STATES

AG Action 1. Establish a system of prioritization for selecting participating states and procuring agreements.

Task 1. The Drug Enforcement Administration will review its system of selecting states for the domestic marihuana eradication program. Results from Tasks 3 and 4 below will be incorporated.

Discussion: Although DEA has identified twenty-two states to participate in a domestic marihuana eradication program, the committee encouraged DEA to review its selection criteria and develop a system of prioritization to ensure that all factors would be considered, such as: (1) the economic effects of cultivation; (2) the social

implications of forest recreation and forest management activity being constrained or displaced; (3) whether valuable crops like timber are being displaced by marihuana cultivation; and (4) where key distributors obtain their marihuana. Of relevance may be the U.S. Forest Service's authority to grant funds to local law enforcement to protect the safety of visitors while in the national forests.

AG Action 2. Conduct research on the effects and impact of herbicide spraying.

Task 2. The Environmental Protection Agency will compile the research that has already been completed by EPA and other agencies on a variety of herbicides and present their findings to the Task Force. Recommendations on the need for additional research will be included.

AG Action 3. Research and identify feasible methodologies that could be applied to obtaining an estimate of the extent of cannabis cultivation nationwide.

Task 3. The Central Intelligence Agency will survey all available technological means that could be used by law enforcement to assess cannabis growth in the United States and in other countries. Survey findings and recommendations will be presented to the Working Group.

Discussion: Although the issue focuses on domestic marihuana growth, the Task Force believes a survey of technological means of estimating cannabis growth worldwide would be of value.

Task 4. A working level committee comprised of representatives from Agriculture, Interior, Justice, and other departments or agencies will be formed to conduct a survey of the organizations, resources, and methodologies that could develop domestic cannabis cultivation intelligence on crop estimation and location. Primary law enforcement responsibility for the located marihuana cultivation should be placed with Federal, State, or local authorities. DEA will chair this working committee and coordinate with the CIA to avoid duplication of CIA's efforts as discussed in Task 3.

Discussion. Task Force members suggested that intelligence related to ~~marihuana~~ cultivation might be available to a number of agencies, such as the U.S. Geological Survey, Farmer's Home Loan Administration, State Farm Bureau Associations, U.S. Forest Service, and Commerce Department. This intelligence might be valuable for both crop estimation and location.

AG Issue B. INCREASED COOPERATIVE PARTICIPATION IN DRUG INVESTIGATIONS AND INFORMATION SHARING BETWEEN FEDERAL AGENCIES AND STATE AND LOCAL GOVERNMENT ACTIVITIES.

AG Action 1. Seek innovative ways to expand state and local efforts directed at drugs.

Task 5. The U.S. Customs Service ~~will~~ develop possible regulatory changes to increase financial information sharing with the states.

Discussion. In addition to established programs that depend heavily on Federal, State, and local cooperation, the Task Force believes that significant steps have already been taken this year that address this issue. As a result of the Attorney General's Violent Crime Task Force report, Law Enforcement Coordinating Committees were formed in each judicial district to ensure that local crime problems will be addressed. The Task Force does not want to suggest any mechanism that would compete with the LECCs. Also, coordination and cooperation will improve with more training of state and local officials; this training has been recently authorized at the Federal Law Enforcement Training Center. In addition, the capabilities of the El Paso Intelligence Center (EPIC) should be fully exploited by all participants. Furthermore, leadership has been provided by the Federal Government by the development of model legislation for the states in the areas of drug paraphernalia, "look alike" drugs, and the seizure and forfeiture of drug-related assets. Much of this legislation clarifies the jurisdictional roles of the Federal Government in relationship to state and local responsibilities. DEA's State and Local Task Force Program and its recently developed domestic marihuana eradication program are other examples of Federal/state/local cooperation.

AG Action 2.

Review existing data systems to ensure that an adequate capability exists to collect, analyze, and disseminate national epidemiological data on drug abuse.

Task 6. The Alcohol, Drug Abuse, and Mental Health Administration will write a paper outlining alternative strategies to ensure the availability of adequate epidemiological data.

Discussion. Client Oriented Data Acquisition Process (CODAP) data will no longer be required from Federal grantees. Consequently, the Task Force is concerned that obtaining information from the states on a voluntary basis may result in gaps in drug abuse intelligence. This type of information is needed both for purposes of public health programs and strategic law enforcement planning.

### III. ADDITIONAL ISSUES

Additional Issue: Increased Federal support to state and local efforts against the manufacture, distribution, and sale of over-the-counter drugs and "look alike" preparations for non-medicinal uses.

Action 1. Encourage adoption of model state legislation to control look-alikes.

Action 2. Encourage state licensing authorities to determine whether regulated applicants sell look-alikes or advertise and display over-the-counter drugs for non-medicinal uses.

Action 3. Enhance pharmacy regulations with respect to labelling and advertising.

Task 1. (Applies to all 3 Actions) The Food and Drug Administration will chair a working committee comprised also of DEA, the National Institute on Drug Abuse, and other agencies or groups, which will prepare a comprehensive report on the non-medicinal uses of over-the-counter drugs. Current steps being pursued to combat this problem should be included with recommendations or additional actions to be taken.

Discussion. The Task Force is aware that considerable work is being done to address this problem, thus requiring a detailed report before additional steps can be considered. It appears to be a problem appropriate to the Federal/State/Local Cooperation Task Force, which will pursue the issue of non-medicinal use of over-the-counter drugs in subsequent sessions.



#### IV. Task Force Members

The following list includes those members (all caps) originally appointed by the Working Group and representatives who attended either or both of the meetings on June 8, 1982 or September 15, 1982.

FRANK V. MONASTERO, Chairman, DEA	633-1329
ERNIE ANDERSEN, USDA-Forest Service	235-8484
Wayne Wilson, USDA-Forest Service	
WILLIAM SATTERFIELD, Interior	343-4722
HARRY DELASHMUTT, Interior	343-6319
JOHN HEAPHY, DOD	695-0617
RAYMOND A. KARAM, DOT	426-9192
Bill Trost, DOT	
Bill Moga, DOT	426-4512
Jim Haas, USCG	426-1981
GEORGE CORCORAN, Treasury	566-2416
Rollin Klink, Customs	566-2623
JAMES LAWRENCE, HHS-NIDA	443-6480
MICHAEL BROWN, EPA	382-4137
Richard Mays, EPA	
ANNELISE ANDERSON, OMB	395-3120
Adrian Curtis, OMB	395-6156
Merrill Parks, FBI	324-5709
Sharon Richie, White House Intergovernmental Affairs	456-7154
Laurie Forbes, CIA	351-6585
Ed Heath, DEA	633-1151
Patrick Tarr, DEA	633-1331



DEPARTMENT OF THE TREASURY

U.S. CUSTOMS SERVICE

WASHINGTON

SEP 1 1982



REFER TO

MAN-1-E:PA:A WAW

MEMORANDUM FOR: Rudolph W. Giuliani  
Associate Attorney General

FROM: George C. Corcoran, Jr.  
Chairman, Interdiction Task Force

SUBJECT: Transmittal of Interdiction Task Force Report

As requested in our meeting on August 27, 1982, attached is the report of the Interdiction Task Force of the Working Group on Drug Supply Reduction. The actions and tasks recommended to deal with the issues originally assigned to the Task Force, as well as with derivative issues identified by Task Force members, represent a consensus of the Task Force. Although most of the recommended actions and tasks can be implemented with existing or projected resources, there are several actions identified which could require substantial additional resources. However, these particular recommendations offer long-range benefits of such magnitude that the Task Force felt it necessary to include them despite the short-term additional resources required.

Included in the report are the views and recommendations of Interdiction Task Force member agencies participating in the South Florida Joint Task Force regarding the use of similar task forces elsewhere in the country. Although some agencies voiced valid concerns on the initiation of task forces requiring the same magnitude of resources devoted to the Florida effort, the general consensus was that the methods, techniques, and, most importantly, the cooperation among agencies characterizing the South Florida Joint Task Force operation should be replicated at selected sites around the country.

I commend the efforts of all the participants of the Interdiction Task Force to you, and look forward to reviewing the draft report of the full Working Group.

Attachment

REPORT OF THE  
INTERDICTION TASK FORCE  
TO THE  
DRUG SUPPLY REDUCTION WORKING GROUP

September 21, 1982

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I. INTRODUCTION

## I. INTRODUCTION:

The Interdiction Task Force of the Working Group on Drug Supply Reduction was formed to deal with those aspects of the 1982 Federal Strategy for Presentation of Drug Abuse and Drug Trafficking addressing drug law enforcement, especially the interdiction of narcotics contraband across the Nation's air, land and sea borders. With the goal of increasing the effectiveness of interdiction operations, the Task Force considered a broad range of issues and potential actions which could be initiated.

Using issues originally identified by both the authors of the Federal Strategy and the Attorney General, the Task Force refined its areas of deliberation to include five core issues:

1. Posse Comitatus: Increased military assistance in drug enforcement.
2. Border/Port-of-Entry Interdiction: Increased interdiction effectiveness at these locations.
3. Technological Support: Increased drug enforcement use of existing state-of-the-art technologies.
4. Maritime Interdiction: Increased interdiction effectiveness in this high-cost arena.
5. Air Interdiction: Increased interdiction effectiveness in this high-cost arena.

The actions recommended to address these five core issues, as well as the tasks identified to implement those actions, place substantial emphasis on increased coordination of Federal drug interdiction efforts, with several multi-agency coordinating bodies proposed according to needs identified by the Task Force. Underlying these recommendations, is a consensus of the Task Force that drug interdiction improvements without the benefit of an enhanced multi-agency drug investigation effort are only short-lived. The current effort in south Florida provides an example where integrated investigative/interdiction multi-agency drug enforcement operations can significantly inhibit, disrupt, and in many cases, destroy the drug smuggling operations across the Nation's borders.

In addition to the five core issues addressed by the Task Force, it was agreed that attention should be drawn to the continuing need at the national level to assess, evaluate, and plan Federal drug enforcement in a comprehensive manner. Despite the fact that this issue of comprehensively assessing Federal drug enforcement extended beyond the purview of the Interdiction Task Force, members agreed to apply the same rigorous review to this issue as the five core issues. Therefore, it is included as a proposed issue in the initial section of the report.

The Task Force recommendations include both ongoing and proposed actions. As much as possible, actions will be implemented from current resources; however, additional resources may be requested. The Task Force did not explicitly take budget constraints into account in developing the report. Nor did the Task Force prioritize or rank individual actions in terms of cost-effectiveness. Such concerns are more properly addressed within the context of the overall Working Group on Drug Supply Reduction.

A final separate section has been added where Task Force member agencies participating in the South Florida Joint Task Force assess the impact of that participation on their ongoing operations, and provide their views on the possible initiation of similar multi-agency operations.

While many areas of a sensitive nature were reviewed by the Task Forces, this report was prepared in such a manner that the inclusion of these sensitive subjects in the text was not necessary. However, more detailed supplementary reports can be provided on these areas as the Working Group requires.

II. ASSESSING FEDERAL DRUG ENFORCEMENT



PROPOSED  
ISSUE

ASSESS CONTRIBUTIONS OF FEDERAL LAW ENFORCEMENT AGENCIES IN THE DRUG INTERDICTION EFFORT IN ORDER TO ESTABLISH OVERALL INTERDICTION PRIORITIES AND AGENCIES' GOALS.

ACTION 1: Identify relationships among interdiction tactics, i.e., the sensitivities to transportation mode, to alternative supply sources, to interdiction, to replacement drugs, etc.

Interdiction can be compared to dealing with a fluid; if you put pressure in one area the flow will react to find the path of least resistance. The reason to determine the relationships or tradeoffs among the modes of transportation (land, sea and air) among the efforts to reduce supply (crop control, crop eradication, interdiction while in transit and enforcement assistance) and among the drugs themselves is to predict how the smugglers will react to law enforcement pressure. This logical approach could greatly assist in conduct of specialized operations as well as planning a long-term assault on the drug problem.

TASKS:

- a. Identify relevant factors which concern interdiction strategies as related to different drugs and operational nature of Federal agencies involved.

LEAD AGENCY: Department of Justice

- b. Establish a drug enforcement study group to evaluate these various relationships. The finished product should be a strategy/counter-strategy paper which would identify an effective long-term enforcement attack on the drug problem.

LEAD AGENCY: Department of Justice

ACTION 2: Inventory law enforcement efforts and interdiction results by type and quantity of illegal drugs, location of seizure, price/value, overall supply, etc.

There is a need to identify where the Federal effort is now targeted, both nationally and by agency. To accomplish this each agency must carefully collect and analyze interdiction data so that input-output or cost-payoff ratios can be generated. This means that all law enforcement efforts must be accounted for, even those that may have been less than successful, because that information can be very useful in planning future operations.

TASKS:

a. Each agency should record not only how much effort was spent, but in what geographic region it was expended. For seizures and arrests they should also record transportation mode used and the track followed if possible. The output or results of this effort can be measured in a variety of ways; including but certainly not limited to:

- weight of contraband (amount)
- number of arrests
- number of convictions resulting from arrests
- prison sentence length on conviction
- ~~monetary penalty~~ on conviction
- violator category
- location of arrest

The impact of these efforts and possible trends can be viewed by the study group in relation to the overall problem.

LEAD AGENCY: Department of Justice

b. Upon review of such inventory data, the study group should suggest seizure and interdiction baseline date that would identify the information elements required/desired by the various law enforcement agencies. All agencies would then be striving to obtain these common data elements during any involvement in a seizure/arrest case. EPIC's data base may only require minimal modification/expansion to meet these clearly defined needs.

LEAD AGENCY: Department of Justice

ACTION 3: Identify Federal interdiction priorities in terms of both short- and long-term strategies.

Levels of performance tied to avoid measures of effectiveness need to be developed for the various programs within the five major issues of the Federal Drug Strategy. These measures coupled with other factors should be used to set priorities among the various programs and to establish goals. Once measures of effectiveness are selected and priorities have been established in accordance with the overall strategy, revised levels of performance can be set.

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III. ISSUES, ACTIONS AND TASKS

INTERDICTION TASK FORCE  
OF THE  
WORKING GROUP ON DRUG SUPPLY REDUCTION

ISSUES, ACTIONS AND TASKS

ISSUE A: DEVELOPMENT OF STRATEGIES AND PLANS FOR IMPEMENTING INCREASED MILITARY ASSISTANCE NOW POSSIBLE UNDER POSSE COMITATUS LEGISLATION.

ACTION 1: Review for clarity and discuss the effectiveness of Department of Defense (DoD) policy on providing military assistance to the drug control effort, including air and sea patrol reports by military forces to Federal law enforcement authorities.

TASKS:

- a. Using DoD Directive 5525.5, "DoD support to Civilian Law Enforcement Officials," as a starting point, monitor its implementation in the following areas:
- Impact on existing, long-term cooperative relationships;
  - Consistency of the military Departments' implementing documents and the follow-up DoD guidance with the overall policy direction of 5525.5; and,
  - Need for a regular review of the experience gained operating under the terms of 5525.5 to suggest legal and/or policy changes that might be required.

LEAD AGENCY: Department of Defense

ACTION 2: Formalize under the Attorney General's office procedures and a control mechanism within the Federal law enforcement community to coordinate requests for military assistance as well as develop strategies and plans for the provision of training, equipment and technical and communications support to Federal law enforcement agencies.

TASKS:

- a. While no agreement was reached on the most suitable mechanism for effecting the coordination required, there was a clear consensus of the need for such strong, central coordination at the National level. This strong central coordination is essential to minimize duplication and overlap of requests from civilian agencies and thereby make maximum use of available DoD assets. The Administration's south Florida experience suggests the type of gains possible under more closely coordinated efforts. It would appear as though the Department of Justice--perhaps under the auspices of the office of the Attorney General--would be the most likely vehicle for this coordination.

LEAD AGENCY: Departments of Justice and Defense

ACTION 3: Educate DoD personnel with regards to: a) the current legal and policy authority available to DoD for providing assistance; and b) the needs of civilian law enforcement agencies.

TASKS:

- a. Due to the history of restrictions associated with the posse comitatus legislation, DoD personnel must be reoriented towards an acceptance of the significant contribution that can be made by military assets to the drug enforcement mission now possible under DoD Directive 5525.5. Concurrent with this, DoD personnel must be acquainted with the needs of civilian law enforcement. The value of information already available, for instance, is not always apparent to military members. DoD must take steps to see to it that subordinate commands are aware of the extent to which they can lend assistance. The military departments' implementing documents required by 5525.5 will be a starting point in this effort but more will be required. DoD is planning a major educational initiative in this regard, involving both the existing, traditional service training systems and a series of special conferences on the topic.

LEAD AGENCY: Department of Defense

- b. Civilian agencies must devise methods of advising DoD of their needs in a coordinated manner at various command as well as at local and regional levels. The Coast Guard vessel sighting program and its associated audio/visual support is a good illustration of the type of information DoD elements will require to be of maximum assistance.

LEAD AGENCY: Civilian Federal Enforcement Agencies

ACTION 4: Maximize the DoD contribution to the El Paso Intelligence Center (EPIC).

TASKS:

- a. It is clear that the amount of information available to DoD in the course of normal military operations can be of significant value to civilian law enforcement agencies. EPIC, as the civilian narcotics intelligence coordinating mechanism, is the logical repository for this DoD information. DoD must take steps to improve its information flow to EPIC. As a starting point in this regard, DoD officials have visited EPIC for the purpose of learning more about its capabilities and its operating procedures.

LEAD AGENCY: Departments of Defense and Justice (DEA)

ACTION 5: Further clarification on the reimbursement requirements for DoD support to civilian law enforcement agencies must be provided to enable the civilian agencies to effectively plan for the utilization of DoD resources.

TASK:

- a. Public Law 97-86 (Posse Comitatus) does not waive the Economy Act requirement for reimbursement to DoD for the costs of support provided. It does, however, direct DoD to take into consideration the budgetary restrictions of civilian law enforcement agencies in formulating reimbursement policy. DoD must promulgate further guidance on the reimbursement issue to facilitate the planning and utilization of defense assets.

LEAD AGENCY: Department of Defense

ISSUE B: INCREASED EFFECTIVENESS IN BORDER/PORT OF ENTRY INTERDICTION.

ACTION 1: Airport Initiatives


TASKS:

- a. Establish at selected locations special Customs enforcement Teams "striking" at cargo, baggage, or passengers to examine selected shipments, flights, or passengers. This is a multi-discipline approach, including Customs personnel, canine enforcement teams, and, where possible, DEA agents. Targets for these teams could be identified through prior information or intelligence, random sampling, or observed behavior.

LEAD AGENCY: Department of Treasury (Customs)

- b. Install new walk-through vapor detector devices at selected sites which can react to the odor of narcotics on arriving passengers based on the test planned at the Houston Airport. Further installation of such equipment could mean costs above current resources.

LEAD AGENCY: Department of Treasury (Customs)

- 
- c. Add data on lost or stolen passports to Treasury Enforcement Communications System (TECS) since many persons engaged in illegal activity attempt to mask their true identity through the use of lost or stolen passports. This application for TECS is currently in the development stages.

LEAD AGENCY: Departments of State and Treasury (Customs)

- d. Install devices to "read" the newly formatted passports to speed query time and improve the accuracy of passenger name queries. Multiple databases or records containing information from other Federal agencies can be accessed through the same time-saving query technique, and inspection personnel can concentrate more on the person being inspected.

LEAD AGENCY: Departments of State and Treasury (Customs)



- e. Develop special courses for airport inspection personnel to analyze the behavioral symptoms of persons who may be attempting to avoid detection. These courses will aid both the inspectors on the line and those on special teams or acting as rovers to identify passengers for more rigorous inspection. *Handwritten initials*

LEAD AGENCY: Department of Treasury (Customs)

- f. Develop and test new civilian and military technology which can aid in the detection of narcotics or assist in subsequent investigations. These technologies could be used to identify narcotics secreted in baggage or cargo or carried on or by passengers.

LEAD AGENCY: Department of Treasury (Customs)

- g. Establish trade pattern profiles on narcotics source or transit countries to detect and identify cargo shipments or routings which deviate from normal or usual patterns to aid personnel in identifying shipments or particular cargo which should be subjected to a more detailed inspection.

LEAD AGENCY: Department of Treasury (Customs) and Justice (DEA)

- h. Develop additional tactical intelligence to assist inspectional personnel in identifying suspect passengers, cargo, or baggage. This intelligence can come from multiple sources throughout the Federal Government as well as through DEA and Customs personnel stationed overseas and will be specifically tailored to the needs of airport enforcement personnel.

LEAD AGENCY: Departments of Treasury (Customs) and Justice (DEA)

- i. Establish teams of "roving" inspectors in arrival and baggage areas who are specially trained in the detection of suspicious or aberrant behavior to identify passengers for more rigorous inspection. These teams would move freely throughout the processing area, mingling with arriving passengers.

LEAD AGENCY: Department of Treasury (Customs)

- j. Establish a program in which Customs and DEA cooperate more closely at airports through cross-training of personnel in investigation techniques, evidence-handling, document review, and de-briefing of suspects for interdiction intelligence. Such a program would focus on internal smuggling conspiracies involving aircraft crew members and ground support personnel.

LEAD AGENCY: Departments of Justice (DEA) and Treasury (Customs)

ACTION 2: Land Initiatives.

TASKS:

- a. Develop automatic license plate scanners for TECS query purposes which will improve the speed and accuracy of queries, and allow inspectors to concentrate on the vehicle and occupants. These devices will alert inspectors to vehicles which may contain suspected persons or which may be the subject of other agency information indicating that a more detailed search may be required. This program would require funding, but actual dollar estimates are not now available.

LEAD AGENCY: Department of Treasury (Customs)

- b. Analyze truck traffic data from specific land border stations to aid in identifying movement or traffic which may indicate an attempt to conceal illicit cargo.

LEAD AGENCY: Department of Treasury (Customs) and Interstate Commerce Commission

- Handwritten signature*
- c. Establish teams of "roving" inspectors in pedestrian arrival or processing areas who are specially trained in the detection of suspicious or aberrant behavior to identify persons who may warrant additional inspection.

LEAD AGENCY: Department of Treasury (Customs)

- d. Develop courses for land border personnel to analyze the behavioral symptoms of persons who may be attempting to avoid detection.

LEAD AGENCY: Departments of Treasury (Customs) and Justice (INS)

- e. Develop special programs for detecting smuggling activity using containers on trucks. This is especially important as increasing amounts of international cargo moves in containers which are taken directly from ships to trucks for inland transport. Containerization has significantly increased the difficulties of inspecting arriving cargo.

LEAD AGENCY: Department of Treasury (Customs)

ACTION 3: Seaport Initiatives.

TASKS:

- a. Improve profiles on cargo shipments through the use of automation, document analysis, special reciprocal international agreements, and historical trade data to aid enforcement personnel in the identification of ships, shipments, or specific cargo which should be subjected to additional inspection.

LEAD AGENCY: Departments of Treasury (Customs) and Commerce

- b. Develop source country trade profiles as an aid to personnel in identifying shipments or cargo which deviate from either standard practice or commodity being imported and which may require further inspection.

LEAD AGENCY: Department of Treasury (Customs)

- Why not  
look at NYC  
has information*
- c. Expand the use of special vessel search teams trained in the discovery of contraband concealed in vessels. The search teams could utilize various Customs personnel and DEA agents where feasible.

LEAD AGENCY: Departments of Treasury (Customs) and Justice (DEA)

- d. Implement a special program to concentrate on internal smuggling conspiracies involving vessel crew members and support personnel.

LEAD AGENCY: Department of Treasury (Customs)

ACTION 4: General Initiatives

TASKS:

- a. Expanding the collection and use of tactical intelligence to support enforcement personnel in all areas to raise awareness of methods which can be used to enter or conceal contraband, past trafficking methods or indications of variance from norms which may indicate that further inspection is required.

LEAD AGENCY: All Federal Enforcement Agencies

- b. Developing country profiles through the use of multi-disciplined teams to identify source or transit countries; study normal trade and shipment practices and patterns; and identify social, economic, political or cultural factors which may contribute to the likelihood of illicit activity. This information would then be disseminated as a means of detecting patterns, shipments, cargo or passengers which may vary from normal practice. These teams would use all information sources available and would actually work in specially selected countries to gather data.

LEAD AGENCY: Departments of Treasury (Customs) and Justice (DEA)

- c. Development of a program in conjunction with the military to intensively examine naval vessels which may have called at source or transit countries on their cruises.

LEAD AGENCY: Departments of Defense (Navy) and Treasury (Customs)

- d. Continue development of the program that imposes reporting requirements and sites on private aircraft and merges Customs and INS entry forms for input into DEA's El Paso Intelligence Center (EPIC).

LEAD AGENCY: Departments of Justice (DEA), Treasury (Customs) and Transportation (FAA)

**ISSUE C: IMPROVEMENT OF TECHNOLOGICAL SUPPORT TO U.S. DRUG INTERDICTION OPERATIONS.**

**CAVEAT:**

[The use of space age technology to support the law enforcement effort has proven to be one of the most effective weapons in the Federal law enforcement arsenal. Its use in successful drug interdiction is especially critical due to the logistical odds inherent in protecting our borders. In this regard, technology may play a traditional support role, such as facilitating inter-agency communications in cooperative operations, or a more active role, resulting in sophisticated targetting and detection. If efficiently and effectively utilized in combination with drug intelligence, modern technology can ensure optimum cost effectiveness of traditional interdiction manpower and equipment, thereby freeing additional drug law enforcement resources for use in the immobilization of major drug trafficking organizations.]

The tasks which follow place primary emphasis on planning, coordination, and cooperation as means to achieve refined utilization of existing technological support resources. The cost effective benefits of planning, coordination, and cooperation in all areas of the law enforcement effort are significant and would be given high visibility throughout the U.S. Government. For this reason, material in the following task statements are deliberately limited in sensitivity.]

For Action 1 and 2, which follow, the Office of Science and Technology Policy (OSTP) should be requested to coordinate and review the assessments resulting from Action 1, Tasks 1 through 3, and determine the most cost-effective means of enhancing interagency communications. In addition, OSTP would be requested to provide executive direction in the implementation of resulting programs.

**ACTION 1: Assess the need for a law enforcement common radio communication frequency and the development of associated secure voice communications.**

The ability to communicate freely and securely between various law enforcement agencies during joint or cooperative operations is highly desirable. However, the cost of implementing a Government-wide radio system, the scarcity of available frequencies and security considerations may prohibit a program for enhanced communications through use of common frequencies. Methods for enhancing radio communications with existing systems, e.g., exchange of radios for a specific operation, development of area relay stations, use of High Frequency/Single Side Band radios, etc., have proven increasingly effective and may provide a cost-effective alternative.

Requirements for covered voice communications have been established by many law enforcement agencies, including the Drug Enforcement Administration (DEA), the Federal Bureau of Investigation (FBI), the Secret Service, and Customs.

Issues concerning a common radio communications frequency for law enforcement and the development of associated covered voice communications have been reviewed by numerous Federal law enforcement agencies, including the Departments of Justice and Treasury. These issues deserve in-depth study, especially vis-a-vis alternative methods for achieving the same benefits with existing systems.

TASKS:

- a. A feasibility study to determine the cost-effectiveness of implementing a national law enforcement communications network should be developed by the Interdepartmental Radio Advisory Committee (IRAC).

LEAD AGENCY: Department of Justice (DEA)

- b. A Federal Law Enforcement Communications Working Group, composed of interagency technical personnel, should be established to assess alternative methods of enhancing interagency communications with existing systems, including cost-effectiveness and security factors.

LEAD AGENCY: Department of Transportation (Coast Guard)

- N.B. An ad hoc meeting of such a group took place at Coast Guard Headquarters on September 1, 1982. The minutes and recommendations from that meeting will be provided under separate cover.

- c. The desirability of a common communications network between Federal and state agencies must be determined. This issue has been referred to the Federal/State/Local Cooperation Task Force for recommendation.

LEAD AGENCY: (Item Transferred)

**ACTION 2: Review the compatibility of communications equipment used by Federal and state law enforcement frequencies.**

Most Federal and state agencies utilize the VHF band for voice communications. There is, however, little compatibility in the various law enforcement networks because separate frequencies are assigned to each agency.

DEA, which operates its radio system in the UHF (406-420 MHz) band, is the major exception to the use of VHF. Because of its close working relationship with the FBI, DEA is considering the interface of its radio system with VHF to provide for interagency communications.

To obtain compatibility of VHF radio systems, additional frequencies must be obtained from the FCC and IRAC for use as common radio channels on all systems. If these frequencies are available, considerable expense must be incurred by all involved agencies to modify or convert their radio systems. However, the potential benefits which would accrue in terms of safety, expedited coordination and overall effectiveness warrant further exploration of this area.

All Federal agencies with a High Frequency/Single Side Band (HF/SSB) capability have the potential for long-range interagency communications. This option also should be considered along with other alternatives to a national law enforcement communications network.

**TASKS:**

- a. The compatibility of communications equipment currently utilized by the various Federal and state law enforcement agencies and the cost of converting or modifying existing equipment must be critical factors in each of the initiatives recommended under ACTION 1.

**LEAD AGENCY: Action 1 Agencies.**

**ACTION 3: Review agency implementation of Executive Order 12356 (National Security Information) to assure uniform security classification among Federal law enforcement agencies of documents and information pertaining to drug interdiction operations.**

TASKS:

- a. Due to the actionable nature of the information to be generated, a special classification guide would be the most effective means for assuring uniform security classification for documents and information pertaining to drug interdiction operations originating among Federal law enforcement agencies. The development and oversight of the special classification guide would fall under the responsibility of the Information Security Oversight Office (ISOO).

LEAD AGENCY: Department of Justice (DEA)

- b. Information reported on smuggling operations derived from communications monitoring should be caveated in some way to narrow its dissemination.

LEAD AGENCY: Department of Justice (DEA)

- c. A specified unclassified codeword should be applied to purely technical data, i.e., that communications monitoring data which has no actionable nature, but which is used in the intelligence collection and intelligence processing modes. This codeword would be used along with each agency's normal method of controlling sensitive material.

LEAD AGENCY: Department of Justice (DEA)

- d. Management responsibility for ensuring uniform security classification will be most effectively housed within the central clearinghouse for interdiction information. This central clearinghouse will be located at the El Paso Intelligence Center (EPIC).

LEAD AGENCY: Department of Justice (DEA)

ACTION 5: Explore the potential to refine special surveillance operations, engaging state-of-the-art techniques, to monitor and track suspect vessels and aircraft.

With the exception of the development of new technology or the possible installation of additional monitoring posts, Federal law enforcement personnel are now engaging state-of-the-art techniques to track and monitor suspect vessels.



The use of special surveillance operations by the various agencies involved in the interdiction effort has been so successful that existing drug interdiction resources are inadequate to respond to the volume of targets currently being identified. Although inter-agency coordination in the interdiction effort has achieved a high degree of efficiency, capabilities can be further enhanced by interagency sharing of specially developed equipment and by finetuning the intelligence collection and analysis cycle.

TASKS:

- a. The refinement of our policies and procedures for intelligence collection tasking and the processing analysis, and dissemination of information obtained during monitoring operations will provide for a more coordinated and effective Federal law enforcement effort. To this end, a Strategic Planning Working Group, composed of interagency intelligence personnel, should be established to develop methodologies and requirements for the development of strategic intelligence specifically for interdiction operational support and planning.

LEAD AGENCY: Department of Justice (DEA)

- b. The necessity of a central point of coordination for tactical and operational material developed will be fulfilled by a central clearinghouse located at the El Paso Intelligence Center (EPIC). The expansion of the "comms" monitoring analysis function at EPIC, the training assistance of NSA, and the increased involvement of the Department of Defense at EPIC will secure timely communications, ensure stricter document and teletype handling and refine information dissemination.

LEAD AGENCY: Department of Justice (DEA) and Defense (NSA)

- c. Programs to provide military personnel with thorough law enforcement briefings will ensure that the majority of technical support provided by the Department of Defense will be incidental to normal military operations and, therefore, cost-effective to the U.S. Government.

LEAD AGENCY: Department of Defense and civilian agencies

- d. An inventory of currently available specialized equipment should be developed and disseminated to facilitate interagency utilization of the most effective equipment available for a specific operations.

LEAD AGENCY: Department of Defense

ACTION 6: Accelerate research and development projects on contraband detection techniques based on an inventory of current Federal research in this area.

Coordinated research and development projects on contraband detection techniques are a necessity for optimum effectiveness of drug interdiction resources.

The U.S. Customs Service has extensive ongoing and proposed program for the development of contraband detection devices, including the Inland Waterway Boat Detection System, which detects the presence of boats in remote waterways, and the Portable Hydrogen Detector, a handheld tool capable of detecting bulk quantities of narcotics hidden beneath metal surfaces of vehicles, vessels and aircraft.

DEA has directed its efforts primarily towards the identification of narcotics at source locations, such as its cooperative program with the Government of Mexico to locate by air and eradicate opium poppy and marijuana fields.

In addition, the research and development projects of other Federal agencies, including those outside the Federal law enforcement community, may have application to the development of contraband detection techniques. For example, the Safety and Security Research and Development Program of the Federal Aviation Administration (FAA) contains technical projects to enhance screening of people, baggage and cargo.

TASKS:

- a. A comprehensive inventory of current Federal research in both contraband detection techniques and all other potentially related fields should be developed to eliminate duplication of effort.

LEAD AGENCY: Department of Justice (National Institute of Justice)

- b. Projects to undergo accelerated research and development should be identified through prioritization of contraband detection requirements for which there is no existing Federal capability.

LEAD AGENCY: Departments of Justice, Treasury and  
Transportation

ISSUE D: INCREASED EFFECTIVENESS OF MARITIME SMUGGLING INTERDICTION OPERATIONS.

ACTION 1: Identify and establish a coordinating mechanism to facilitate enhanced air surveillance (reconnaissance) at sea.

Maritime reconnaissance is generally performed by four distinct forces: the Coast Guard, Customs, DEA and Department of Defense elements (primarily Navy). While DoD reconnaissance flights do not primarily target potential drug smugglers, their capabilities extend to this activity, and a mechanism is in place to ensure all Navy sightings are reported to the Coast Guard. All intelligence information is eventually passed to EPIC. The coordination of information flow, therefore, varies with the agency and type of resource which obtains the data. An improved mechanism is required for a coordinated immediate response to sightings of highly suspicious activity. Currently, the agency acquiring the intelligence will normally respond, and call upon other agencies only if they are needed. The final repository for non-immediate intelligence information is generally EPIC for long-term analysis.

Since theoretically, a vast quantity of information is collectable which requires collation, analysis and dissemination, the obvious follow-on is increased coordination of collection efforts and information processing to avoid unnecessary duplication of effort.

Benefits anticipated from such coordination include:

- Maximum effective use of law enforcement reconnaissance assets.
- Increased seizures.
- Increased flight safety.
- Increased operational security.

TASKS:

- a. Appoint aviation reconnaissance coordinators in such geographic areas as the Miami Region who will gather and evaluate flight schedules to avoid duplication of effort, while providing optimum coverage of areas of high interest.

LEAD AGENCY: Department of Treasury (Customs) and Justice (DEA)

- b. Undertake an evaluation of law enforcement activity with a view toward increasing the use of classification of law enforcement movements, systems and information, and obtaining appropriate security clearances for involved personnel. It is noted that much of the information will be classified due to DoD asset involvement.

LEAD AGENCY: Department of Justice (DEA)

- c. Since reconnaissance in the marine environment is a specialized task, expand the Coast Guard briefing tape, which is presently being produced for the Navy, and ensure distribution to all potential reconnaissance activities (DoD, Customs, DEA, etc.).

LEAD AGENCY: Department of Transportation (Coast Guard)

ACTION 2: **Expand intelligence capabilities at source locations, along established smuggling routes, and at interdiction points.**

The key to cost-effective use of the limited maritime interdiction assets available is total voyage intelligence on smugglers. Due to international restrictions, reporting at the source locations may be sketchy, while enroute intelligence is almost non-existent. Interdiction and enroute intelligence can be improved greatly. Total voyage intelligence also includes the delivery to unloaders (contact boats) and consignees, and must be tied to coordinated and joint investigations aimed at complete smuggling organizations.

Benefits anticipated include:

- Maximum effective use of agency interdiction assets.
- Increased seizures and increased deterrence.
- Increased convictions of all levels of individuals within smuggling organizations.

TASKS:

- a. Encourage and expand current Coast Guard and Customs intelligence initiatives directed against maritime trafficking as necessary to maximize data flow.

LEAD AGENCY: Departments of Treasury (Customs) and  
Transportation (Coast Guard)

- b. Increase in-country intelligence through more intensive collection efforts in producing and transit countries. Those agencies with collection capabilities should be tasked to commence or increase their efforts aimed at the marine environment.

LEAD AGENCY: Departments of Defense and Justice (DEA)

- c. Increase emphasis on and use of the Inter-American Maritime Intelligence Network (IAMIN) to assist in developing a better total product for enroute intelligence.

LEAD AGENCY: Department of State

- d. Consider routine track line searches by DoD elements along known or hypothesized smuggling routes in the overall tasking of DoD resources.

LEAD AGENCY: Department of Defense

- e. Increase joint and cooperative efforts to tie shoreside smuggling organizations to the suspicious vessels sighted to improve results of conspiracy cases.

LEAD AGENCY: Department of Justice (DEA)

ACTION 3: Enhance the capabilities of the marine intelligence unit (MIU) at EPIC to coordinate the collection and dissemination of intelligence products for this environment.

This action item should be coordinated with the inter-agency investigations task force in view of their interest in the utilization of EPIC.

The MIU at EPIC is currently comprised primarily of DEA personnel and is shorthanded for both the long-term and immediate analyses required. The MIU has been augmented to some extent for SEUS initiatives. Sophisticated smuggling methods, coupled with increased marine intelligence collection efforts, have overburdened this component of EPIC. Benefits to accrue from this enhancement include:

- Increased seizures.
- Increased identification of major smuggling organizations and individuals.
- Enhanced ability to tie in individual events to organizational activity and break the organization.

TASKS:

- a. Provide analysts from Coast Guard, Customs and DEA to operate the MIU on a 24-hour basis.

LEAD AGENCY: Departments of Transportation, Treasury and Justice

- b. Upgrade the communications capability to handle the increased flow of intelligence information going to and from EPIC. Included in this upgrade should be a secure telephone (Wideband) capability and a Sensitive Compartmented Information (SCI) communications and storage facility.

LEAD AGENCY: Department of Justice (DEA)

- c. Upgrade the data processing/computer system at EPIC to permit the storage and processing of classified material.

LEAD AGENCY: Department of Justice (DEA)

- d. Provide for training of a cadre of MIU analysts in the use and tasking of DoD and National Intelligence Collection Systems.

LEAD AGENCY: Department of Justice (DEA)

ISSUE E: INCREASED EFFECTIVENESS OF AIR SMUGGLING INTERDICTION OPERATIONS.

ACTION 1: Review and expand detection capabilities, particularly along the Gulf and Southwest borders of the United States.

TASKS:

- a. Identify "weak links" and possible gap fillers, using existing FAA or military radar.

LEAD AGENCY: Departments of Treasury (Customs) and Justice (DEA)

- b. Develop better means to sort and analyze detection data, using existing resources of member agencies and continued development of Posse Comitatus assistance from DoD.

LEAD AGENCY: Departments of Defense and Treasury (Customs)

- c. Establish a formalized policy for analysis, distribution and sharing of intelligence data among the participating agencies. Designate Intelligence Liaison Officers in each agency who would be the primary contact for intelligence--both incoming and outgoing. Individual agencies would not have to establish new intelligence operations, but would share the data they are already collecting.

LEAD AGENCY: Department of Justice (DEA)

ACTION 2: Continued enforcement of current regulations, and consideration of drafting of new regulations relating to private aircraft operations.

TASKS:

- a. Explore additional steps to restrict the licenses of pilots convicted of transporting/smuggling drugs/narcotics.

LEAD AGENCY: Department of Transportation (FAA)

- b. Explore additional steps to prohibit operation of a civil aircraft within the U.S. with knowledge that narcotics/drugs are carried in the aircraft.

LEAD AGENCY: Department of Transportation (FAA)



- c. Prohibit the use of "pink slip" evidence of registration for operations outside the U.S.

LEAD AGENCY: Department of Transportation (FAA)

- d. Explore the feasibility of identifying frequent flights of a suspicious nature outside the U.S. and relay information to appropriate drug enforcement agency.

LEAD AGENCY: Department of Transportation (FAA)

ACTION 3: Improve cooperation and coordination with foreign countries which are either considered source countries for drugs, or which are countries "flown over" on way to the U.S. Such cooperation could result in vastly improved exchange of information and approval to overfly foreign airspace by U.S. drug enforcement aircraft in pursuit of violators.

TASKS:

- a. Establish procedure for most expeditious procedure for obtaining foreign operational authority. (Caribbean - Colombia, etc.)

LEAD AGENCY: Department of State

ACTION 4: Develop specific, realistic, and integrated goals and objectives for the Federal Air Interdiction effort, achievable in a 6-month time-frame.

TASKS:

- a. Review and refine, as necessary, current policies to meet overall Federal air interdiction goals/objectives.

LEAD AGENCY: Department of Treasury (Customs)

- b. Evaluate periodically operational effectiveness of Federal air interdiction effort.

LEAD AGENCY: Department of Treasury (Customs)

IV. MULTIAGENCY TASK FORCES

## MULTIAGENCY TASK FORCES

As requested, those members of the Interdiction Task Force participating in South Florida Joint Task Force considered the issue of the use of similar task forces in other areas of the country. The consensus of those members is as follows:

1. The multiagency approach utilized by the South Florida Joint Task Force permits maximum use of both enforcement personnel and the laws, regulations, and enforcement expertise of wide-range of Federal enforcement agencies previously not used in combatting narcotics trafficking.
2. This use of the full weight of the complete Federal enforcement establishment against narcotics trafficking in the south Florida area has disrupted and dispersed the normal pattern of drug smuggling to areas outside of Florida.
3. The level of interagency cooperation achieved in south Florida meets the standards established in the FY 1982 Federal Strategy for Prevention of Drug Abuse and Drug Trafficking, currently pending publication.
4. While the publicity heralding the initiation of the South Florida effort clearly restored the public confidence, it was inconsistent with traditional investigative and intelligence-collection methodologies, and limited the ultimate enforcement potential of the operation.
5. The commitment of enforcement resources to other task forces of the same magnitude as those made to the South Florida effort, whether on a temporary or a permanent basis, could not be sustained by member agencies.
6. Using the South Florida operation as a model, smaller multiagency cooperative operations are desirable. They offer drug enforcement potential approaching the current South Florida effort if initiated covertly. In addition, such scaled-down multiagency task groups offer favorable prospects for making inroads into the trafficking of substances, such as heroin, not heavily impacted by the South Florida Joint Task Force.

7. The scaled-down multiagency task group envisioned by members of the Interdiction Task Force primarily would consist of current Federal enforcement personnel in those locations where intelligence, investigative leads, and interdiction efforts indicate such efforts are warranted. Operating under the direction of the local U.S. Attorney, Strike Force Attorney, or DEA Office, these resources could be supplemented by participating agencies on a short-term basis as the operation dictated. Effective coordination is a prerequisite for joint or combined interdiction operations.

In summary, the South Florida Joint Task Force has precipitated opportunities elsewhere in the country ripe for drug enforcement exploitation. A scaled-down multiagency task group approach offers an immediate, resource-realistic Federal enforcement response to those opportunities and should be pursued.

Specific Interdiction Task Force member agency comments, proposals, and recommendations from Customs and the Coast Guard relating to this issue follow. While these recommendations are within the Task Force consensus on this issue, the detailed components await further analysis by other agencies impacted. DEA will submit its proposal under separate cover.

## INTENSIVE INTERAGENCY INVESTIGATIVE-INTERDICTION OPERATIONS

In order to exploit the dispersive and disruptive impact on narcotics smuggling of the South Florida Joint Task Force, to address the trafficking of substances not impacted by the Joint Task Force such as heroin, and to utilize fully the successful enforcement methods embodied in its cooperative multiagency approach, the U.S. Customs Service recommends the following with the concurrence of the Coast Guard.

1. Initiation of additional multiagency investigative/interdiction operations on a national scale using the South Florida operation as a model;
2. Modification of the South Florida model so that these operations would rely principally on the use of locally available resources (with possible resource increases generally not to exceed 12 TDY personnel from each participating agency, as warranted), and would be conducted covertly in the intelligence collection and investigative phases preliminary to interdiction;
3. Joint planning of investigative operations by DEA, Customs, Coast Guard, and other participating agencies with authority to conduct drug smuggling investigations delegated to Customs by the Attorney General.
4. Oversight of these operations by the Department of Justice, through the local U.S. Attorney or Strike Force Attorney, or by DEA, as in south Florida, permitting the full use of not only the interdiction but also the investigative potential of Customs. In either event, DEA continues as the lead Federal agency in narcotics enforcement with Customs sharing in the management and supervision of these operations.
5. Expansion of multiagency participation to include FBI and IRS, using a wider range of Federal laws, regulations and expertise against drug trafficking, just as Customs enforcement of currency laws can target the transportation and disposition of drug profits;
6. Phased implementation of operations tracking the classical smuggling enforcement cycle (intelligence/informant development; pre-interdiction investigation; coordinated air/land/marine interdiction; post-interdiction investigative follow-up) in such areas as the west coast, New York and the southwest Mexican border;

7. Joint planning of interdiction operations paralleling the investigative effort by Customs, DEA and other participating agencies with final determination of the location, duration and number of Customs personnel assigned to be made by the Commissioner of Customs. Similar decisions regarding Coast Guard and other participating agencies' resources are reserved to their management; and,
8. Coordinated implementation of air, land and marine interdiction operations at both the national and local command levels.

The results to be achieved in the utilization of such intensive operations on a national scale include:

1. Increased overall Federal drug enforcement through the merger of member agencies' specific drug enforcement priorities. Customs general mandate to interdict smuggling and investigate currency violations is targetted on drug trafficking in the location of the intensive operations;
2. Minimal increases in resources are required through the reliance on unpublicized pre-interdiction intelligence and investigative operations, using local resources; and,
3. Increased investigative leads with long-term potential for penetrating the upper levels of major narcotic trafficking organizations. The multiagency approach permits full investigative follow-up of interdiction operations' substantive narcotics smuggling and financial leads.

It is Customs contention that such intensive operations offer the means for the maximum exploitation of south Florida smuggling displacement at minimum cost.

V. TASK FORCE MEMBERSHIP

INTERDICTION TASK FORCE

V. TASK FORCE MEMBERSHIP

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