

CY 2005 ANNUAL REPORT



APPALACHIA HIGH INTENSITY DRUG TRAFFICKING AREA
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This document was specially prepared for the ONDCP High Intensity Drug Trafficking Area Program.

APPALACHIA HIDTA 2005 ANNUAL REPORT

I. EXECUTIVE SUMMARY

Established in 1998, the Appalachia HIDTA consists of 68 counties spread across Southeastern Kentucky, Eastern Tennessee, and Southwestern West Virginia. These counties comprise the predominant marijuana production and trafficking areas of this tri-state area. Therefore, it is reasonable to believe that the measurable reduction in the production and trafficking of marijuana is a primary focus of the Appalachia HIDTA. There are additional reasons why reducing the availability of marijuana should be important not only to Appalachia HIDTA, but to the nation. Consider the following:

- Marijuana remains the most popular drug among many 14 to 16-year olds.¹
- Marijuana was the most commonly used illicit drug in 2004, with a rate of 6.1% (14.6 million users).²
- The potency of marijuana grown in the Appalachia HIDTA in CY2004 averaged 15.4% with a high of 18.7%.³ The potency of B.C. Bud, a type of marijuana cultivated in British Columbia, Canada, ranges from 15% to 20% or higher.⁴
- More teens are in treatment each year for marijuana dependence than for alcohol and all other illegal drugs combined.⁵
- Marijuana smoke also contains 50 to 70% more carcinogenic hydrocarbons than tobacco smoke and produces high levels of an enzyme that converts certain hydrocarbons into malignant cells.⁶
- The National Highway Traffic Safety Administration has noted, “Epidemiology data from . . . traffic arrests and fatalities indicate that after alcohol, marijuana is the most frequently detected psychoactive substance among driving populations.”⁷
- A study of motorists pulled over for reckless driving showed that, among those who were not impaired by alcohol, 45% tested positive for marijuana.⁸

The Appalachia HIDTA is extremely successful in reducing the availability of marijuana. In CY2005, the Appalachia HIDTA eradication initiatives destroyed over \$1.052 billion in marijuana plants, seized over \$23 million in processed marijuana and affected 318 marijuana eradication arrests.

“Powerful painkillers like OxyContin, widely known as “hillbilly heroin,” have emerged as a major crime problem in the United States... Abuse of OxyContin, ..., first emerged as a problem in the Eastern United States, particularly in the Appalachian mountains ... but is now spreading.” - Alan Elsner, “Powerful Pain Medicine: A Growing U.S. Crime Problem,” Reuters, March 10, 2005.

“Areas most currently affected by OxyContin abuse are Eastern Kentucky, ... - Police Commanders Survey Report, National Association of Chiefs of Police, January 2005.

Although marijuana is its primary focus, the Appalachia HIDTA responds to the threats posed by the illicit traffic of other drugs in the region. As in the case of marijuana, Appalachia HIDTA initiatives were very effective in combating other drug threats. In CY2005, Appalachia HIDTA task force initiatives removed over 20,000 Oxycontin/Hydrocodone dosage units, valued at over \$372,000, from Appalachia HIDTA communities.

The National Association of Counties Survey of Law Enforcement Agencies (LEAs) in 500 counties in 45 states revealed that methamphetamine was viewed as the number one illegal drug problem by LEA’s in 58% of the counties. Additionally, LEA’s in 70% of the counties said methamphetamine was responsible for increases in robberies and burglaries in their areas.⁹

“Moonshiners went from moonshine to marijuana, from marijuana to meth.” – Ricky Smith, Southeast Tennessee Methamphetamine Task Force.¹⁰

“Law enforcement officials said the number of “mom-and-pop” labs has grown tenfold in rural parts of Tennessee, Kentucky, Georgia, North Carolina, West Virginia, and Virginia, in the past five years.”¹¹

In 2005, Appalachia HIDTA initiatives targeted and dismantled 263 clandestine methamphetamine labs, primarily of the 2 ounce or less production capacity variety. At a local selling price of \$1,300 per ounce, the Appalachia HIDTA prevented the production of almost \$1 million worth of raw methamphetamine.

“We need to protect our citizens from the drug trafficking organizations who market their poison to our loved ones, our co-workers, and our communities. The HIDTA program is dismantling these organizations, and will continue to do so in an effective manner.” – Rep. Stony Hoyer (D-MD), June 23, 2005, Press Release on HIDTA PMP Annual Report.

HIDTAs exist to disrupt and dismantle drug trafficking organizations (DTOs). During 2005, Appalachia HIDTA initiatives targeted 228 of 231 identified DTOs. By the end of year, 134 or 59% of these targeted DTOs were disrupted and/or dismantled.

“For far too long, drug dealers have controlled the destiny of families in Eastern Kentucky.” – Rep. Hal Rogers (R-KY), at Ribbon Cutting of new DEA Resident Office, London, KY, August 12, 2006.¹²

Ultimately, all drug trafficking is a local issue. The Appalachia HIDTA is committed to impacting local drug trafficking. During 2005, Appalachia HIDTA initiatives targeted 129 local DTOs. By the end of the year, 78 or 60% of these targeted DTOs were disrupted and/or dismantled.

Illicit drug trafficking generates inordinate amounts of profits and assets for drug trafficking organizations (DTOs). Without profits, DTOs cannot survive. During CY 2005, the Appalachia HIDTA effectively removed and prevented DTOs from acquiring an astonishing \$1.088 billion in illicit drug profits. In terms of taxpayer money spent, the seizure of over \$1.088 billion in illicit drug profits yielded a remarkable rate of return (ROI) of \$214 for every \$1.00 of taxpayer

provided Appalachia HIDTA funding. Taxpayer funds are being well spent and are providing tangible results.

Officer safety is job number one for all law enforcement entities and the Appalachia HIDTA is no different. Deconfliction of events and case/subjects is a primary factor in the officer safety equation. In 2005, the Appalachia HIDTA Investigative Support Center (ISC) conducted 4,139 deconflictions. The Appalachia HIDTA is a leader in assisting law enforcement, prosecution and investigative support initiatives through its information sharing and training needs. Information sharing and training support promotes and facilitates greater efficiency and effectiveness.

II. INTRODUCTION

HIDTA is a program within the Office of National Drug Control Policy (ONDCP). The mission of the HIDTA program is to reduce drug availability by creating intelligence-led drug task forces aimed at eliminating or reducing domestic drug trafficking and its harmful consequences. The HIDTA program enhances and helps to coordinate drug trafficking control efforts among Federal, State and Local law enforcement agencies.

The Director, Office of National Drug Control Policy (ONDCP), designates regions with critical drug trafficking problems that adversely impact the United States as High Intensity Drug Trafficking Areas (HIDTAs). By design, HIDTA program offices are located in these areas. Currently, there are 28 individual HIDTA regions spread throughout the United States and Puerto Rico. In April 1998, the ONDCP designated areas within Kentucky, Tennessee, and West Virginia as the Appalachia HIDTA.

For accountability and review purposes, the ONDCP requires each HIDTA to submit four separate stand-alone documents – Threat Assessment, Strategy, Initiative Budgets and Descriptions, and an Annual Report. This document, the *Appalachia HIDTA 2005 Annual Report*, serves to document and discuss the Appalachia HIDTA's enforcement activities and successes in achieving the HIDTA Program's Goals during the last calendar year.

National HIDTA Program Mission Statement

The mission of the High Intensity Drug Trafficking Areas (HIDTA) Program is to disrupt the market for illegal drugs in the United States by assisting Federal, State, and Local law enforcement entities participating in the HIDTA program to dismantle and disrupt drug trafficking organizations, with particular emphasis on drug trafficking regions that have harmful effects on other parts of the United States.

The purpose of the HIDTA program is to help Federal, State, and Local law enforcement agencies work together to fight drug trafficking in HIDTA designated areas. HIDTA funding supports this joint effort among law enforcement agencies. Specifically, a local HIDTA provides a coordination umbrella for Federal, State, and Local drug law enforcement efforts; fosters a strategy-driven, systemic approach to integrate and synchronize efforts; and focuses on outcomes and impact. The Appalachia HIDTA provides the necessary support to investigative task forces and initiatives operating in its designated area. In all, the Appalachia HIDTA has fostered

cooperative and effective working relationships among six U.S. Attorney's Offices, eight Federal agencies, 16 State agencies, and 70 Local agencies to achieve the common goals of disrupting and dismantling drug trafficking organizations, and reducing the demand for drugs. These working relationships are embodied in the Appalachia HIDTA initiatives. An initiative is a set of planned activities and resources; a task force is a group of people working together to accomplish a set of specific (measurable) goals. Specifically, the Appalachia HIDTA consists of 15 law enforcement initiatives, three prosecution initiatives, three drug demand reduction initiatives, two marijuana eradication initiatives, a training initiative, a management initiative, and an intelligence initiative.

Law enforcement initiatives in each of the three states of the Appalachia HIDTA conduct joint operations within their areas to identify and eliminate drug trafficking organizations (DTOs) and arrest individuals participating in marijuana cultivation/trafficking as well as trafficking in other illicit drugs and firearms. There is a determined effort to counter drug movement into and through the region, and to arrest those who conceal the proceeds from illegal drug sales. These priorities are supported by a strong commitment from Federal and State prosecutors to provide timely and sound legal advice.

**Appalachia HIDTA
Vision Statement**

“There is no limit to what a man can do or where he can go if he
doesn't mind who gets the credit.”

-- Ronald Reagan

The drug threats in Appalachia require a multifaceted response that targets drug production, trafficking and distribution. The Appalachia HIDTA is uniquely suited to provide the multifaceted approach necessary. Central to its mission is the expansion of cooperative, multi-jurisdictional law enforcement efforts involving HIDTA funded and non-HIDTA funded resources. By balancing efforts to attack drug trafficking at every layer, and coordinating non-enforcement efforts in targeted communities, the Appalachia HIDTA will continue to facilitate the necessary cooperation among Federal, State and Local agencies into collaborative initiatives that target drug cultivation, distribution and demand.

The success of any HIDTA is measured in part by its ability to facilitate greater efficiency, effectiveness and cooperation among participating agencies at the Federal, State and Local level. Collocation of different law enforcement agencies to facilitate and enhance resource sharing is vital to this endeavor. The extent of information sharing and inter-agency cooperation fostered by the Appalachia HIDTA proves that separate law enforcement initiatives are not only working together but are doing so in an effective and efficient manner.

Appalachia HIDTA Mission Statement

The mission of the Appalachia HIDTA is to measurably reduce, particularly as it relates to marijuana, the production and trafficking of illegal drugs in its immediate area, reduce drug-related violent crime in the region, and reduce the impact that drug production and trafficking have on other areas of the United States. Although marijuana is its primary focus, the Appalachia HIDTA responds to the threat posed by the illicit traffic of other drugs as required. Central to this mission is the expansion of cooperative, multi-jurisdictional law enforcement efforts involving HIDTA funded and non-HIDTA funded resources.

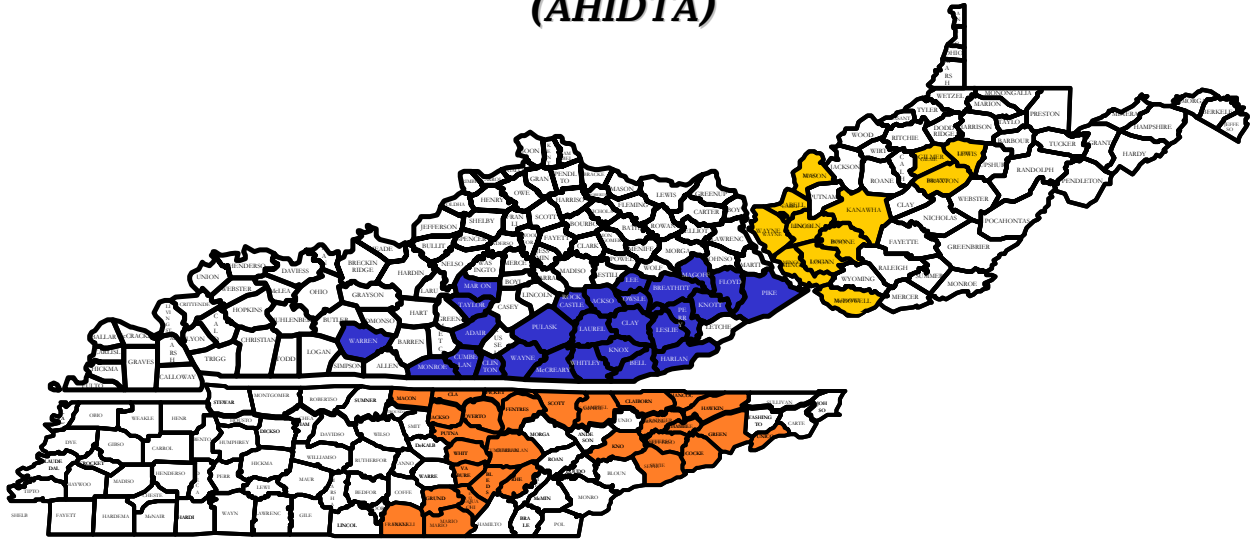
Reporting Period: This Annual Report covers the reporting period January 1, 2005 to December 31, 2005.

Budget Allocation: During this reporting period, ONDCP allocated a \$6,022,000 budget for Appalachia HIDTA operations. The Appalachia HIDTA strives to minimize expenditures that do not directly address progress towards primary objectives. Accordingly, the Appalachia HIDTA allocates 83% of its allocation directly to its initiatives and their operational support costs. The Appalachia HIDTA is pleased to report significant success and progress toward achieving its mission, and the future bodes well for its continued success. The expenditure of taxpayer's dollars is justified because it is yielding precisely the desired effects.

Geographic Area of Responsibility:

- Kentucky – Adair, Bell, Breathitt, Clay, Clinton, Cumberland, Floyd, Harlan, Jackson, Knott, Knox, Laurel, Lee Leslie, McCreary, Magoffin, Marion, Monroe, Owsley, Perry, Pike, Pulaski, Rockcastle, Taylor, Warren, Wayne, and Whitley counties.
- Tennessee – Bledsoe, Campbell, Claiborne, Clay, Cocke, Cumberland, Fentress, Franklin, Grainger, Greene, Grundy, Hamblen, Hancock, Hawkins, Jackson, Jefferson, Knox, Macon, Marion, Overton, Pickett, Putnam, Rhea, Scott, Sequatchie, Sevier, Unicoi, Van Buren, and White counties.
- West Virginia – Boone, Braxton, Cabell, Gilmer, Kanawha, Lewis, Lincoln, Logan, Mason, McDowell, Mingo, and Wayne counties.

Appalachia High Intensity Drug Trafficking Area (AHIDTA)



The Appalachia HIDTA region is comprised of 68 counties within the states of Kentucky, Tennessee, and West Virginia, and is centrally located within convenient distance of a number of large metropolitan areas. These counties represent the predominant domestic marijuana production and trafficking areas in those three states. The area's climate, topography, and its isolated rural and low-lying mountainous regions, make it ideal for marijuana cultivation. Marijuana producers cultivate their crop on large parcels of public and/or private land common to the area. This tri-state area's rural geography plays a significant role in domestic and national drug trafficking. Many roads in the region are often in need of repair and have little traffic, as well as, few law enforcement patrols. Traffickers use these isolated and sparsely traveled roads to transport marijuana across county and state lines undetected. The steady escalation of marijuana use, production and trafficking in the Appalachia region has transformed previously informal partnerships among the three states into a formal, combined, annual effort to suppress marijuana-related activities and overcome the increasing instances of violence, cultural acceptance and corruption associated with the marijuana industry.

III. NATIONAL HIDTA GOALS

The HIDTA program's goals, listed below, guide the initiatives and activities of the Appalachia HIDTA and all HIDTAs throughout the United States. In following sections, the Appalachia HIDTA will present concise summaries of its Threat Assessment for Budget Year 2005 and the resultant Strategy for Budget Year 2005. The Appalachia HIDTA's strategy is designed to meet its local drug threats according to its individual needs, in conjunction with the national objectives:

NATIONAL HIDTA GOALS

Goal 1: Disrupt the market for illegal drugs by dismantling or disrupting drug trafficking and/or money laundering organizations; and

Goal 2: Improve the efficiency and effectiveness of HIDTA initiatives.

The National HIDTA Goals represent definitive targets for Appalachia HIDTA initiatives. They also provide the foundation upon which performance planning and outcome measurements are based. In developing submissions, each Appalachia HIDTA initiative must base its program and fiscal justifications on the Threat Assessment; must articulate how the initiative's funding request will directly address the threat; must set realistic performance measures; and must eventually provide specific information on how the funding facilitated the Appalachia HIDTA in meeting its desired outcomes. Appalachia HIDTA initiatives are developed in accordance with clear national guidelines governing all HIDTA activities and expenditures.

The Appalachia HIDTA Executive Board oversees all aspects of the Appalachia HIDTA. It approves the Threat Assessment, establishes policies within the framework of national HIDTA program guidance and provides strategic direction in the establishment of the resultant Strategy and its outcomes. It reviews and approves for submission all initiative proposals and their budgets. Finally, it reviews the performance of the individual initiatives and the Appalachia HIDTA as a whole in implementing the HIDTA program concept and the Appalachia HIDTA Strategy. Each initiative has its own mission and plan to implement the Appalachia HIDTA Strategy. Each state has investigative, prosecution, and drug demand reduction initiatives and two states (KY & WV) have formalized eradication programs.

IV. SUMMARY OF THREAT ASSESSMENT FOR BUDGET YEAR 2005

Recognizing how important it is to maximize operational effectiveness, and to ensure that our citizens get the greatest return for their tax dollars, each year the Appalachia HIDTA establishes a sound strategic plan and realistic resource requests based upon a comprehensive Threat Assessment. For details on the threats identified, please refer to *The Appalachia HIDTA Threat Assessment for Budget Year 2005*¹³. The following summary is presented for your convenience.

The Appalachia High Intensity Drug Trafficking Area (AHIDTA) region continues to be a major source of domestically produced marijuana and a destination for foreign produced marijuana. Additionally, the AHIDTA region is faced with increasingly serious threats from methamphetamine production and abuse, trafficking and abuse of prescription drugs, and cocaine trafficking.

The states of Kentucky, Tennessee and West Virginia, comprising approximately four percent of the total U.S. population, produced 34.5 percent of the domestic marijuana supply in 2003 (measured in total eradicated plants), while marijuana usage within these three states is generally below the national average. This indicates that the majority of marijuana cultivated in the Appalachia HIDTA is destined for markets in other areas of the country, and that Appalachia HIDTA marijuana continues to represent a major drug threat to the United States. The sixty-eight Appalachia HIDTA designated counties, with a mere 0.87 percent of the national population, accounted for 25.2 percent of the national total of eradicated marijuana in CY 2003. The Appalachia HIDTA designated area—just sixty-eight of the total 270 counties across the three states—significantly impacts the total marijuana plants produced at the national level.

The combination of rich soil, favorable climatic conditions, and the regional cultural perception of marijuana cultivation being a legitimate occupation make the Appalachia HIDTA

ideal for marijuana production. The Appalachia HIDTA has a vast amount of public land where marijuana is cultivated without fear of losing property to asset forfeiture. Marijuana is also grown on private lands, which often have absentee ownership, or owners who are afraid to report cultivators for fear of reprisal.

Marijuana is the leading cash crop in Kentucky, Tennessee and West Virginia when comparing eradicated marijuana to legitimate agriculture crops. The domestic marijuana distribution network established in Appalachia HIDTA also makes it conducive for Mexican suppliers to broker and distribute Mexican marijuana. The large number of Mexican nationals residing in the region facilitates Mexican marijuana being imported into the Appalachia HIDTA. Mexican marijuana is used as “cut” to supplement domestically grown marijuana. Mexican marijuana is also used by traffickers to sell to consumers during the “off season” in order to maintain their customer base.

The three states constituting the Appalachia HIDTA are experiencing a dramatic escalation in the methamphetamine threat. Regional methamphetamine distributors are increasingly importing low-quality methamphetamine from the West Coast and the Southwest border area, in response to an expanding regional methamphetamine demand that sometimes exceeds the production capacity of local labs. Law enforcement sources in Tennessee report that Mexican traffickers began to saturate the eastern Tennessee drug market beginning in 2001 with cheap, high-quality methamphetamine from Mexico and the U.S. Southwest. As a result, Mexican traffickers are establishing a reliable customer base of addicts before raising the price. Law enforcement officials are beginning to see this same trend manifested in Kentucky.

A 2003 survey of local law enforcement officials in the Appalachia HIDTA asked respondents to list changes in the drug of choice among users and distributors in their areas of responsibility within the past three years. The majority response from Tennessee Appalachia HIDTA counties revealed a sharp increase in methamphetamine manufacturing, distribution and use. This was also a common response to the same question in Kentucky and West Virginia Appalachia HIDTA counties.

Marijuana growers and methamphetamine manufacturers in the Appalachia HIDTA intrude upon the following public lands: Daniel Boone National Forest, Cherokee National Forest, The Great Smoky Mountains, Big South Fork National Park, and lands owned and controlled by the Tennessee Valley Authority. The Daniel Boone National Forest has led all National Forests in marijuana eradication, and in 2003 had 50 percent of all the marijuana eradicated in Appalachia HIDTA counties in Kentucky.

Aside from marijuana cultivation and trafficking, the trafficking and illicit usage of prescription drugs in the area may be the most significant current drug threat within the Appalachia HIDTA. A 2003 survey of local law enforcement officials in the Appalachia HIDTA area asked respondents to list changes in the drug choice among users and distributors in their area of responsibility. The second most common response, after listing an increase in the use of methamphetamine, was the increase in pharmaceutical drug trafficking, especially OxyContin. A 2003 survey of substance abuse treatment facilities within Appalachia HIDTA revealed that 35 percent of their clients are in treatment for addiction to pharmaceutical opiates. After alcohol, these drugs are the most common substances of abuse noted among the drug treatment clients.

The limited competition in remote areas compared to that in large cities makes the small communities of the Appalachia HIDTA immensely popular and profitable for cocaine trafficking

organizations from major metropolitan areas. Agencies of the Appalachia HIDTA report that cocaine trafficking into the region is largely controlled by Mexican or Mexican-American criminal organizations. Crack cocaine is especially prevalent in Appalachia HIDTA counties in West Virginia. In West Virginia crack and cocaine hydrochloride combined constitute the second greatest drug threat in that state, exceeded only by prescription drugs.

Drug trafficking organizations (DTO's) operating in the Appalachia HIDTA cultivate marijuana, manufacture methamphetamine, and traffic/distribute these two drugs, along with diverted pharmaceutical drugs, cocaine hydrochloride, crack cocaine, and firearms. DTO's in Appalachia HIDTA are overwhelmingly "vertically integrated" organizations, which engage in producing, transporting, distributing, and trafficking in both domestically grown and imported marijuana. Many DTO's are kin-based and include extended family partnerships stretching throughout Appalachia HIDTA and beyond. Often, the hierarchical organization of some marijuana producers and traffickers resembles a family profile, where father, mother, children and other relatives work in an illegal culturally-accepted enterprise.

The rural counties of the Appalachia HIDTA are plagued by high rates of unemployment, poverty, adult illiteracy, fragmented families, teenage pregnancy, political and law enforcement corruption, and an established tradition of bootlegging moonshine. Due to these elements, illicit drug activities are largely accepted and even encouraged by the local population—a situation roughly analogous to poverty-stricken inner city areas.

V. HIDTA STRATEGY SUMMARY

The reader is referred to The Appalachia HIDTA 2005 Strategy¹⁴ for details on the Appalachia HIDTA initiatives. The following summary is presented for your convenience.

The drug threats in the Appalachia HIDTA require a multifaceted response that targets drug production, trafficking, distribution, and demand. Each facet of this response will direct multi-agency task forces toward specific aspects of the threat. These task forces consist of representatives of Federal, State, and Local agencies, working together as equal partners against the aspects of the threat most significant in their area of operation. The vast area, seasonal and rural nature of much of the drug production and trafficking, and the paucity of law enforcement resources in the Appalachia HIDTA require creativity and flexibility in the approaches taken. Thus, we will ask for exceptions to certain National HIDTA Program Office policies in order to maximize our impact on the threat.

All task forces will target drug trafficking organizations using the full gamut of investigative techniques. Though marijuana is the primary threat, the Threat Assessment also highlights other significant and emerging threats that cannot be overlooked. The nation's history of drug law enforcement teaches us that scarce drug law enforcement resources must be applied across the spectrum of the problem, or emerging threats will rapidly expand out of control. Some task forces will target the most significant organizations regardless of their drug orientation. OCDETF, CPOT and RPOT targets will be emphasized as matters of course. Local or State agencies simply do not have adequate manpower. The Appalachia HIDTA will judiciously assist in funding salaries for law enforcement officers to better balance the effort.

As noted in the Threat Assessment, much of the populace considers marijuana use, production and distribution to be acceptable activities. Demand reduction efforts by Appalachia HIDTA components will work toward changing these attitudes and imposing a social stigma on

drug users, producers and traffickers. Implementation of this strategy requires an infrastructure that fosters interagency collaboration and cooperation. Toward this end, the Appalachia HIDTA Executive Board and the Management and Coordination Initiative devoted much of their energy in 2003 to revising policies and procedures thereby enhancing participating agencies' abilities to meet the drug threat.

The rural setting of marijuana cultivation and illicit drug trafficking in Kentucky, Tennessee, and West Virginia, as well as the obstacle of overcoming traffickers' attempts to destabilize local government and law enforcement agencies, require a holistic approach. Accordingly, Appalachia HIDTA initiatives focus on each aspect of the threat in ways that ensure that the significant problems in targeted areas receive maximum attention. Coordination of efforts is achieved through communication among the following subsystems.

The Appalachia HIDTA funded 21 initiatives in CY 2005 distributed as follows:

• 16 - Investigative - DTO Focus	• 1 – Training Focus
• 1 - Intelligence Focus	• 1 – Management & Coordination Focus
• 2 - Eradication Focus	• 3 – Drug Demand Reduction Focus
• 3 – Prosecution Focus	

VI. HIDTA PERFORMANCE MEASURES

Shrinking resources and declining confidence in Government spawned legislative and administrative mandates for increased accountability and improved performance by Federal agencies. In the late 1990's, the U.S. House Government Reform Committee solicited information about the effectiveness of the HIDTA Program from the Office of Management and Budget (OMB) as part of its review of the Office of National Drug Control Policy (ONDCP). OMB reviewed the HIDTA Program in FY 2000 and issued a report of its findings. OMB used the Program Assessment Rating Tool (PART) to review 234 diverse government agencies and programs. At the end of its reviews, OMB concluded that at least 94 percent of the agencies and programs it reviewed, including the HIDTA program, needed better measures of the outcomes of their efforts. Additionally, the OMB stated it was in a quandary on how to measure the deterrent effect of law enforcement. In 50% of the programs, including the HIDTA program, OMB found that the programs had not established satisfactory long-term performance goals and annual goals; their performance had not been subject to a comprehensive, independent review; and that they had appeared to have lost their focus. OMB recommended that the HIDTA program implement a performance measurement system with sound program outcome goals; design a process to link individual HIDTA funding to performance; and seek no funding increases until the program had been implemented and evaluated.

In response, ONDCP initiated an interim project providing additional funding to HIDTA's targeting high level drug trafficking organizations (DTO's) identified on the Department of Justice's Consolidated Priority Organizational Target (CPOT) list and implemented a performance management system holding each HIDTA accountable of performance based on its individual threat assessment. This interim system introduced core measures common to most HIDTAs and allowed for more specific measures tailored to threats challenging individual HIDTAs. The HIDTA program used this system from 1999 to 2002. The system provided a mixed bag of measurements that was not adequate in measuring the performance or impact, of individual HIDTAs or the HIDTA Program.

At the direction of the National HIDTA Program Director, the HIDTA Directors Advisory Council formed the Performance Management Committee (PMC). The PMC, building

upon the strengths of the interim program, developed the Performance Management Process (PMP). The PMP is based upon three simple guiding principles: Say what you do; Do what you say; and Show what you did. Fully implemented in 2004, the PMP is how HIDTAs demonstrate their accomplishments toward the two National HIDTA Goals. HIDTAs set performance targets using a standard set of performance measures, record data to track their achievements on the performance targets, and report the outcomes of their efforts. Under the PMP, the Appalachia HIDTA Annual Report now functions as a report card of the outcomes of its efforts to achieve its performance targets. The following series of tables and charts present specific outputs and efficiency measures organized in order by Appalachia HIDTA Goals. The following results show that the Appalachia HIDTA is steadily moving in an efficient and effective manner toward its goals and, ultimately, making a positive impact on the citizens and communities of the Appalachia HIDTA.

A. Performance Measures for Goal 1

Table 1 - Cost per DTO Disrupted or Dismantled, 2005

Percentage of DTOs and MLOs Disrupted or Dismantled for Year 2005 at Appalachia HIDTA						
Year	DTOs Identified	Total Targeted	# Disrupted	% of Targeted Disrupted	# Dismantled	% of Targeted Dismantled
Begin 2005	100	99	34	34%	34	34%
During 2005	130	128	19	15%	47	37%
Total 2005	230	227	53	23%	81	36%

Table 2 - Percentage of DTOs Disrupted or Dismantled by Scope, 2005

Percentage of DTOs and MLOs Disrupted or Dismantled by Scope for Year 2005, at Appalachia HIDTA [ALL DTOs; MLOs included]								
Scope	# Identified	# Targeted	# Disrupted	% of Targeted Disrupted	# Dismantled	% of Targeted Dismantled	Total Disrupted or Dismantled	Total % Disrupted or Dismantled
International	20	20	7	35%	8	40%	15	75%
Multi-state	80	79	21	27%	20	25%	41	52%
Local	130	128	25	20%	53	41%	78	61%
Total	230	227	53	23%	81	36%	134	59%

Table 3 - Percentage of Money Laundering Organizations Disrupted or Dismantled by Scope, 2005

Percentage of Money Laundering Organizations Disrupted or Dismantled by Scope for Year 2005, at Appalachia HIDTA								
Scope	# Identified MLOs	# Targeted	# Disrupted	% of Targeted Disrupted	# Dismantled	% of Targeted Dismantled	Total Disrupted or Dismantled	Total % Disrupted or Dismantled
International	0	0	0	0%	0	0%	0	0%
Multi-state	0	0	0	0%	0	0%	0	0%
Local	1	1	0	0%	1	100%	1	100%
Total	1	1	0	0%	1	100%	1	100%

Table 4 - Operational Scope of All DTO Cases Initiated, 2005

Operational Scope of All DTO and MLO Cases Initiated for Year 2005, at Appalachia HIDTA				
Scope	# CPOT Cases	# RPOT Cases	# OCDETF Cases	% OCDETF of Total DTOs Targeted
International	4	3	5	25%
Multi-state	2	1	10	13%
Local	0	2	1	1%
Total	6	6	16	7%

HIDTAs across the country target drug trafficking organizations (DTOs) and are dedicated to stopping them. The Appalachia HIDTA by design focuses its efforts on identifying and disrupting/dismantling “full service” DTOs that, although they operate in the Appalachia HIDTA region, also impact the national and international illicit drug markets. A “full service” DTO is one that engages in trafficking, transportation, distribution, and money laundering activities. DTOs operating in the Appalachia HIDTA region cultivate marijuana, manufacture methamphetamine and traffic/distribute those two drugs, diverted pharmaceuticals, cocaine, crack cocaine, and/or firearms. Tables 1 through 4 measures the significant impact Appalachia HIDTA initiatives had on “full service” DTOs operating at the international, national/regional, and local levels.

At the beginning of each year, Appalachia HIDTA initiatives are already investigating previously identified DTOs, many of which have been specifically targeted for disruption or total dismantlement. Table 1 shows that as of January 2005, Appalachia HIDTA initiatives had already identified 100 DTOs and targeted all but one of those 100 for either disruption or dismantlement. During the course of the year, the initiatives identified an additional 130 DTOs, of which 128 were targeted. At the end of calendar year 2005, the Appalachia HIDTA had disrupted 34 and dismantled 34 DTOs originally targeted in the beginning of 2005, and disrupted 19 and dismantled 47 among the 131 additional DTOs targeted during the calendar year. In all, a

total of 134 DTOs were disrupted or dismantled. Stated another way, of the 227 DTOs targeted during the reporting period, 59% of those targets were disrupted or dismantled.

As stated earlier, the Appalachia HIDTA is designed and dedicated to not only attacking DTOs impacting its immediate area, but also those that operate in the national/regional and international arenas. Table 2 helps explain the Appalachia HIDTA's efforts and success by operational scope of the DTOs identified and targeted in calendar year 2005. Of the 230 DTOs identified, 100 (43%) operated in multiple states beyond the Appalachia HIDTA region, or were involved in international operations. Appalachia HIDTA initiatives targeted 99 of these major operations, disrupting 28 and totally dismantling 28 of these larger targeted DTOs. Of the 20 targeted international DTOs, 15 were either dismantled or disrupted. During a time of flat-lined budgets, this is a significant accomplishment and is indicative of the hard work and dedication of the officers and agents in the field.

A number of investigations culminated in 2005 are indicative of the significant impact that the Appalachia HIDTA has on drug trafficking in its region and the nation. The Rocky Top Tennessee Task Force (RTTTF) conducted an OCDETF/PTO investigation of the Robert Smith DTO, with a focus on exploiting its communications. They executed five Title III intercepts, including two Point-to-Point intercepts during the course of the investigation. This poly-drug DTO relocated from Detroit, Michigan to Knoxville, Tennessee, and was responsible for introducing kilograms of crack cocaine, pounds of BC Bud marijuana and hundreds of Ecstasy dosage units to the area. The investigation resulted eight arrests and the seizure of approximately two kilograms of crack cocaine, 50 pounds of marijuana, and 100 grams of ecstasy.

The Upper East Tennessee Task Force targeted a major Mexican DTO responsible for distributing multi-ton quantities of marijuana across the United States. The DTO imported marijuana from Mexico via El Paso, Texas, and transported the marijuana throughout the United States, including North Carolina, Georgia, Tennessee, Virginia, and California. Debriefings revealed that the DTO was responsible for the distribution of over 15 tons of marijuana within a four month period, much of it destined for East Tennessee. Over a ton of marijuana, the largest seizure ever in Upper East Tennessee, and over \$85,000 was seized during this investigation.

The West Virginia Southern Regional Drug & Violent Crime Task Force concluded three significant multi-year DTO investigations in 2005, effectively dismantling and disrupting the DTO's. The DTO's in these investigations conducted operations in Miami, Florida; Charlotte, North Carolina; and San Diego, California, and were responsible for introducing multi-kilograms of cocaine and marijuana, and thousands of dosage units of controlled prescription drugs to the area. Members of these DTO's also traded weapons, vehicles, and real property in McDowell, Wyoming, and Mercer Counties for drugs.

The Southeastern Kentucky OCDETF/Public Corruption Task Force conducted a joint investigation with the Hazard Investigative Task Force in a major drug investigation in Clay County, Kentucky that had a nexus to jury fixing, vote buying and public officials involved in drug trafficking/criminal activity. The investigation related to three CPOT targets and involved a Title III wire intercept with over 33 federal state and local law enforcement personnel participating including the United States Attorney's Office for the E. D. of Kentucky. The investigation resulted in two successful spin-off wire intercepts in other states, with nearly 5 million dollars in cash/assets seized, 26 subjects convicted, and 15 million dollars in money judgments. Additionally, 583 pounds of marijuana, 5.5 kilograms of cocaine and 5 kilograms of methamphetamine were seized. Intelligence was gleaned regarding a two-mile-long tunnel

between the U.S. and Mexico along with a method of transporting 10,000-pound-marijuana shipments using truck trailers on railcars. A 1999 DEA fugitive and a 2002 FBI fugitive were captured as well.

Finally, the DEA London Task Force and the Lake Cumberland Area Drug Task Force disrupted and dismantled a methamphetamine DTO. This DTO smuggled methamphetamine from Guadalajara, Mexico, to Las Vegas, Nevada, via El Paso, Texas. From Las Vegas, Nevada, a human mule would transport the methamphetamine via commercial aircraft to points around the country. In this investigation, Appalachia HIDTA Task Force personnel arrested a transporter carrying four bottles of Tequila at the Nashville, Tennessee, Airport. The bottles were found to contain four pounds of 100% pure, liquid methamphetamine. The investigation ultimately identified an additional 73 individuals in Kentucky associated with this DTO.

These investigations would not have succeeded if not for the full cooperation of and full information sharing among all of the member agencies of the task forces. These investigations exemplify the true spirit and intention of the Appalachia HIDTA and the achievable results when Federal, State, and Local law enforcement agencies cooperate and work together.

Table 2 also demonstrates the Appalachia HIDTA's commitment to impact local drug trafficking. In 2005, the Appalachia HIDTA targeted 128 local DTOs, disrupting 25 and dismantling 53. Targeting local DTOs is arguably the most important activity of HIDTAs. Similar to the adage that all politics are local, ultimately, all drug trafficking is a local issue. The take down of local organizations and the incarceration of their members is immediately noticed by local citizens. They see that the drug problems in their community are not being ignored, and that law enforcement is responsive to the community's concerns. The dismantling of local DTOs removes blight from a street or a community and does not go unnoticed by the populace. It can embolden citizens to become involved as partners with law enforcement and to report suspicious activity because they know that their words will not fall on deaf ears and action will be taken. Attacking local traffickers ultimately affects multi-state and other larger DTOs by disrupting a segment of their distribution network. Disruptions in distribution prevent drugs from getting to users and if drugs don't get to users, profits don't get back to DTOs. The Appalachia HIDTA, while focusing on large DTOs, will continue to disrupt and dismantle the local organizations that sustain large DTOs and mar local communities.

Illegal drug trafficking generates significant amounts of bulk currency. Concealing, managing and using these illicit proceeds pose a major challenge to drug trafficking organizations. Within the drug trafficking industry are money laundering organizations whose primary activity is to conceal, transfer and manage proceeds for DTOs. Money is why DTOs are in business and without their proceeds they will cease to do business. Therefore, searching for, finding, and forfeiting illicit proceeds of DTOs are goals of every drug trafficking investigation. Historically, the Appalachia HIDTA has been devoid of organizations that engage predominantly in money laundering. This may be due in part to the tight-knit family or extended family nature of DTOs in the area, elevated poverty and unemployment, and a distrust of banking and government institutions on the part of some residents. Nevertheless, Table 3 shows Appalachia HIDTA initiatives identified, targeted, and dismantled one money laundering DTO in CY 2005.

The ONDCP and other Federal agencies stress the importance of developing cases with the potential to qualify for OCDETF designation. Table 4 shows that 16 of its CY2005 DTO cases received OCDETF designation. Of the international DTOs targeted, 5 were designated as OCDETF cases because of information developed by Appalachia HIDTA initiatives.

Additionally, over 14% of the multi-state investigations targeted by Appalachia HIDTA initiatives were designated as OCDETF cases.

Tables 1-4 indicate that in this time of flat-line budgets and limited resources, the Appalachia HIDTA continues to effectively disrupt and dismantle key international, multi-state, and local organizations operating in the Appalachia region.

Seizing illicit drugs from a DTO has the same effect as seizing profits from a legitimate business. Legitimate businesses sell products and services based on the perceived wants and needs of the general public. Prices of products and services are based on the business's expenses to produce, obtain, and/or deliver the product, the cost of maintaining the business location, labor costs, and a reasonable profit. Seizing drugs disrupts the ability of a DTO to conduct business and make a profit. Cash maintains the existence of the DTO – it allows the DTO to survive. Simply, seizing drugs denies a DTO of potential profits. During CY 2005, drug seizures by the Appalachia HIDTA denied DTOs of over \$1.078 billion in potential profits. Table 5 lists the wholesale values of the respective drugs seized. For some drugs, a wholesale price for the Appalachia HIDTA region was unavailable or not applicable. For these drugs, mid-level prices were used in determining Table 5 values. Differences in the value of drugs among the three regions of the Appalachia HIDTA (Southeastern Kentucky, Eastern Tennessee, and Southwest West Virginia) were used in determining Table 5 values. Table 5 provides a snapshot of the economic impact on DTOs resulting from drug seizures.

Table 5 - Drugs Removed from the Marketplace, 2005

Drugs Removed from the Marketplace for Year 2005, at Appalachia HIDTA		
Drugs Seized (kg or D.U.)	Amount Seized (kg or D.U.)	Wholesale Value
heroin kg	0.042	\$6,017
cocaine HCL kg	119.925	\$2,635,898
crack cocaine kg	8.455	\$279,553
marijuana kg	4,288.400	\$9,253,713
marijuana plants and grows	0	\$0
methamphetamine kg	7.720	\$239,713
methamphetamine ice kg	9.158	\$363,572
ecstasy(MDMA)(D.U.s)	357.000	\$8,925
Hydrocodone	11,810.000	\$101,454
Lortab	3,099.000	\$47,040
Marijuana (indoor)	888.436	\$4,708,710
Marijuana (outdoor)	200,017.686	\$1,060,093,735
OxyContin	5,114.000	\$223,745
Prescription Drugs	19988.000	\$439,736
Total Wholesale Value		\$1,078,401,815

Table 6 - Return on Investment (ROI) for Drugs Removed from the Marketplace by Law Enforcement Initiatives, 2005

Appalachia HIDTA Return on Investment (ROI) for Drugs Removed from the Marketplace by Law Enforcement Initiatives by Year					
Year	Budget	Baseline Drug Wholesale Value	Targeted Drug ROI	Drug Wholesale Value Removed From Market	Actual Drug ROI
2004	\$4,246,122	\$925,038,564	\$218	\$954,280,973	\$225
2005	\$5,091,046	\$925,038,564	\$225	\$1,078,401,815	\$212

Table 7 - Return on Investment (ROI) for Assets Removed from the Marketplace by Law Enforcement Initiatives, 2005

Appalachia HIDTA Return on Investment (ROI) for Assets Removed from the Marketplace by Law Enforcement Initiatives by Year							
Year	Budget	Baseline Value of Drug Assets	Targeted Asset ROI	Value of Drug Assets Removed from Market			Actual Asset ROI
				Cash	Other Assets	Total	
2004	\$4,246,122	\$6,044,914	\$1	\$3,558,636	\$6,568,220	\$10,126,856	\$2
2005	\$5,091,046	\$6,044,914	\$2	\$2,886,280	\$7,181,275	\$10,067,556	\$2

Tables 6, 7 and 8 show the dramatic efficiency of the Appalachia HIDTA in removing illicit drugs and potential drug profits from DTOs. The baselines for these Tables were determined using CY 2004 statistics. Statistics for CY 2004 were used because of the previously mentioned Appalachia HIDTA-wide reorganization in 2003. Due to the reorganization, statistical collection became more centralized, efficient and reliable, thus arguably making statistics for 2004 a better measurement of the efforts and outcomes of the Appalachia HIDTA. As shown in Tables 6 and 7, the Appalachia HIDTA used \$925 million worth of illicit drugs and \$6 million in drug assets, as a baseline to estimate what it would seize in 2005. Based upon available funding, the Appalachia HIDTA used \$4.25 million to achieve these two goals.

Appalachia HIDTA initiatives seized \$1.078 billion in illicit drugs during CY 2005, thereby reducing overall availability and potential subsequent abuse. This is an extraordinary increase of almost 17% over the baseline for CY 2004 and yielded an exceptional Return on Investment (ROI) of \$212 for every \$1.00 of HIDTA funding invested in Appalachia HIDTA law enforcement and intelligence initiatives. Additionally, the Appalachia HIDTA seized over \$10 million in assets during CY2005. This is an increase of almost 67% over the baseline for CY

2005 and yielded an ROI of \$2.00 for every \$1.00 of HIDTA funding invested in Appalachia HIDTA law enforcement, prosecution and intelligence initiatives. Additional law enforcement dollars from agencies outside of the Appalachia HIDTA for such expenses as officer salaries, police overhead and so forth, also contributed to the budget and resulting drug seizures shown in the above tables. Those dollar figures do not appear in Tables 6, 7 and 8. These tables are designed to show ROIs based solely on what the Appalachia HIDTA spends.

Table 8 - Total Return on Investment (ROI) for Drugs and Assets Removed from the Marketplace by Law Enforcement Initiatives, 2005

Appalachia HIDTA Total Return on Investment (ROI) for Drugs and Assets Removed from the Marketplace by Law Enforcement Initiatives by Year					
Year	Budget	Drugs and Assets Baseline	Targeted Total ROI	Drugs and Assets Removed from Market	Actual Total ROI
2004	\$4,246,122	\$931,083,478	\$219	\$964,407,829	\$227
2005	\$5,091,046	\$931,083,478	\$227	\$1,088,469,371	\$214

In all, the Appalachia HIDTA permanently removed over \$1.088 billion in illicit drugs and drug profits from the Appalachia HIDTA marketplace. This is a remarkable figure and reflects an increase of 17% over the baseline for CY 2004. In terms of taxpayer money invested, these results yield an impressive rate of return (ROI) of \$214 for every \$1.00 of HIDTA funding invested in Appalachia HIDTA law enforcement and intelligence initiatives. These rates of return are above and beyond the returns of the best run businesses in the private sector and show that taxpayer funds are not only being well spent but are providing significant tangible results.

Table 9 - Prosecution Initiative Cost Per Investigation, 2005

Prosecution Outputs and Outcomes by Year at Appalachia HIDTA HIDTA				
Year	Investigations Baseline	Investigations Projected	Investigations Handled	% Handled
2004	224	378	224	59%
2005	224	378	341	90%

Federal and State prosecutors in Kentucky, Tennessee and West Virginia participate in the Appalachia HIDTA by aggressively prosecuting all marijuana and other illegal drug-related and money laundering investigations. The prosecutors support the investigative initiatives with case development, evidence evaluation, pre-trial preparation, asset identification, seizure, forfeiture, and case presentation. These prosecutors provide advice, legal counsel and legal assistance on operational matters to ensure compliance with the appropriate Federal and State

criminal law requirements. Prosecutors work with the Appalachia HIDTA to prosecute marijuana traffickers and cultivators, and violent felons, and to target their equipment, property, and currency assets for seizure and forfeiture. Table 9 indicates that Appalachia HIDTA prosecutors handled 341 cases, 90% of its projected caseload.

Methamphetamine continues to pose a serious threat throughout the Appalachia HIDTA. Methamphetamine manufacturing activity in the Appalachia HIDTA region consists primarily of small, unsophisticated clandestine laboratories producing limited quantities of methamphetamine. The problem is compounded by the portability of the labs and, thus, the ease with which locations of labs can be changed. For these reasons, Appalachia HIDTA initiatives continue to seek out clandestine laboratories in order to eliminate them and incarcerate their operators. Table 10 shows that Appalachia HIDTA initiatives targeted 207 clandestine methamphetamine laboratories but dismantled 263 methamphetamine drug laboratories, the majority (91%) of the 2 ounce or less size variety. Methamphetamine has a local mid-level selling price of \$1,300 per ounce. Thus, the Appalachia HIDTA initiatives conservatively prevented further production of almost \$1 million of raw methamphetamine.

Table 10 - Value of Clandestine Methamphetamine Labs Dismantled in 2005, by Size

Value of Clandestine Methamphetamine Laboratories Dismantled by Size for Year 2005, at Appalachia HIDTA			
Meth Cost Per Ounce		\$1,300.00	
Lab Size	ID/Targeted	Dismantled	Value of Labs Dismantled
A. Less than 2 Oz	190	240	\$624,000.00
B. 2 - 8 Oz	16	21	\$136,500.00
C. 9 - 31 Oz	0	0	\$0.00
D. 32 - 159 Oz	1	2	\$228,800.00
E. 10 - 20 Lbs	0	0	\$0.00
F. Over 20 Lbs	0	0	\$0.00
Total	207	263	\$989,300.00

Table 11 - Clandestine Laboratory Activities, 2005

HIDTA Clandestine Laboratory Activities for Year Appalachia HIDTA, in 2005				
	Baseline	# Projected	# Identified	% Identified
Laboratory Dump Sites Seized	66	66	68	103%
Chemical/Glassware Equipment Seizures	25	52	43	82%
Children Affected	0	0	0	0%

Table 11 shows improvement over baselines in two of three methamphetamine activities. This improvement is attributable, in part, to heightened awareness among drug investigators in the HIDTA region. The number of children affected by clandestine laboratory activity became a PMP reporting requirement during CY2005. For that reason, Appalachia HIDTA initiatives cannot report a baseline or number targeted. Data maintained in the National Clandestine Laboratory Seizure System (NCLSS) shows that a total of 285 children were affected, exposed to toxic chemicals, or injured as result of clandestine laboratories in the Appalachia HIDTA area of responsibility. Data collected in CY2006 will provide a more reliable picture and baseline of children affected by clandestine laboratory activity data in the Appalachia HIDTA.

B. Performance Measures for Goal 2

Table 12 – Appalachia HIDTA Training Efficiency by Year and Type of Training

HIDTA Training Efficiency by Type of Training for Year 2005, at Appalachia HIDTA											
Type of Training	# Students Expected for Training		# Students Actually Trained		# Training Hours Actually Provided		Total Training Cost		Training Cost Per Hour		
	2004	2005	2004	2005	2004	2005	2004	2005	2004	2005	% Change 2004-2005
Analytical/Computer	0	0	18	14	333	401	\$10,217	\$20,796	\$30.68	\$51.86	69%
Investigative/Interdiction	0	0	953	1,549	12,784	25,288	\$208,149	\$209,193	\$16.28	\$8.27	-49%
Management/Administrative	0	0	174	141	1,978	1,375	\$39,340	\$43,599	\$19.89	\$31.71	59%
Other	0	0	0	0	0	0	\$0	\$0	0	0	0%
Total	0	0	1,145	1,704	15,095	27,064	\$257,706	\$273,588	\$17.07	\$10.10	-41%

Training is essential in improving both the efficiency and effectiveness of Appalachia HIDTA operations. The Appalachia HIDTA provided training to 1,704 students in 2005 through a total of 27,064 classroom hours. The training was designed to improve their computer and analytical skills, bolster their investigative knowledge and develop their managerial abilities. This training, which cost Appalachia HIDTA an average of \$10 per classroom hour, was provided free of charge to Appalachia HIDTA assigned and participating agency investigators. These training courses would not have been otherwise available to these investigators without Appalachia HIDTA support and funding.

Table 12 shows the Appalachia HIDTA trained 559 more students and provided almost twice as many training hours in CY2005 than in CY2004. Although the total cost of training increased almost \$16,000, the overall training cost per hour actually decreased 41%. Highlights of the training schedule included Operation Desert Snow Highway Interdiction and Undercover Techniques and Survival Skills. These courses were well received and students report that they continue to use and benefit from skills learned during these courses.

Table 13 - Percentage of HIDTA Initiatives Using Event and Case Deconfliction Services, 2005

Table 13: Percentage of HIDTA Initiatives Using Event and Case Deconfliction Services for Year at Appalachia HIDTA				
Year	Total HIDTA Initiatives	# Initiatives Targeted to Use Services	# Initiatives Using Services	% Initiatives Using Services
2004	16	16	15	94%
2005	17	15	15	100%
2006	18	0	0	0%

Table 14 - Percentage of Event and Case Deconflictions Submitted, 2005

Percentage of Event and Case Deconflictions Submitted for Year at Appalachia HIDTA						
Year	Baseline # Deconflictions Submitted	# Deconfliction Submissions Targeted	# Event Deconflictions Submitted	# Case/Subject Deconflictions Submitted	Total Deconflictions Submitted	% Deconflictions Submitted
2004	1500	2,000	1,516	764	2,280	114%
2005	1500	1,000	2,927	1,212	4,139	414%
2006	1500	3,000	0	0	0	0%

Officer safety is job number one for all law enforcement initiatives and agencies investigating drug trafficking and other criminal activity. Deconfliction of events and case/subjects among initiatives and agencies is a major factor in the officer safety equation.

Event deconfliction is the advanced cross-checking of planned events to avoid danger to, or interruption of, another drug case's activities. Examples of events include stakeouts, drug buys, and search warrants. The purpose of case/subject deconfliction is to avoid possible conflicts among cases and subjects. Examples of subjects include persons, vehicles, weapons, phone numbers, addresses, and businesses. The Appalachia HIDTA uses the Secure Automated Fast Event Tracking Network (SAFETNET) to provide deconfliction service. The Appalachia HIDTA encourages all law enforcement agencies within and outside of the region to use SAFETNET and provides training to any and all law enforcement entities who express an interest in using this service. Deconfliction service and training is provided by the Appalachia HIDTA Investigative Support Center (ISC). Of the 15 Appalachia HIDTA initiatives eligible to use the deconfliction services 100% did so during CY 2005. Additionally, all Kentucky State Police Posts and the Louisville Metropolitan Police Department received training from ISC personnel and are actively using this service. Tables 13 and 14 show the levels of use of the deconfliction service among Appalachia HIDTA initiatives and participating agencies. Event and case/subject deconflictions increased considerably compared to baseline data.

Table 15 - Percentage of Investigations Provided Analytical Support, 2005

Percentage of Cases Provided Analytical Support for Year at Appalachia HIDTA				
Year	Baseline # Cases Receiving Analytical Support	# Cases Targeted for Analytical Support	# Cases Provided Analytical Support	% Targeted Cases Supported
2004	667	667	509	76%
2005	667	500	719	143%
2006	667	700	0	0%

Table 16 - Percentage of HIDTA Initiative Investigations Referred to Other HIDTAs and Other Agencies, 2005

Percentage of HIDTA Initiative Cases Referred to Other HIDTAs and Other Agencies for Year at Appalachia HIDTA						
Year	Total HIDTA Initiative Cases	# Initiative Cases Targeted for Referral	# HIDTA Initiative Cases Referred to Other HIDTAs	# HIDTA Initiative Cases Referred to Other Agencies	Total Initiative Cases Referred	% Targeted Initiative Cases Referred
2004	2408	241	1	182	183	75%
2005	3267	150	24	226	250	166%
2006	0	200	0	0	0	0%

Table 15 is designed to show how many investigations the Appalachia HIDTA ISC provided analytical support. During CY 2004, ISC performance data collection focused solely on the types of support provided but did not capture the actual number of investigations benefiting

from the types of support. Data collected during CY2005 focused on types of support and the number of investigations supported and provides a more factual picture of case specific analytical support provided by the Appalachia HIDTA ISC. Table 16 depicts the number of investigations the Appalachia HIDTA referred to other HIDTAs and to other agencies. It shows the Appalachia HIDTA's commitment to information sharing and investigative cooperation.

C. Threat Specific Performance Measures

The Appalachia HIDTA area is a major source of domestically grown marijuana. Measured in total eradicated plants, the states of Kentucky, Tennessee, and West Virginia produced 30% of the domestic marijuana eradicated in CY 2005. Historically, these three states have ranked among the top ten of marijuana-producing states. In CY2005 the states ranked as follows: Kentucky (2nd), Tennessee (3rd), and West Virginia (10th). Further analysis shows the preeminence of Appalachia HIDTA counties as sources of marijuana in Kentucky and West Virginia. In Kentucky, 77% of marijuana plants eradicated statewide was eradicated in Appalachia HIDTA counties; in West Virginia, 74% of the statewide total was eradicated in Appalachia HIDTA counties.

The marijuana grown in the Appalachia HIDTA region is vastly different from the marijuana that was abused in the United States in years past. In the 1970's, the THC content, or strength of the marijuana, fell in the 1-6% range. Tests have shown that the THC content of marijuana eradicated in the Appalachia HIDTA region during CY2004 (2005 results have been submitted and are pending) averaged 15.4%, with a high of 18.7%. The marijuana grown in the Appalachia HIDTA region is very addictive and extremely dangerous.

Threat Specific Table 1 – Value of Outdoor Marijuana Plants Eradicated by Year

Appalachia HIDTA Outdoor Marijuana Plants Eradicated					
		Mj Cost Plant (lb)	\$2,400		
Year	# Plants on Federal Land Identified/Targeted	# Plants on Non Federal Land Identified/Targeted	Total # Marijuana Plants Eradicated	Value of Marijuana Plants Eradicated	
2004	22,416	363,881	386,297	\$927,112,800	
2005	121,809	319,334	441,143	\$1,058,743,200	
2006				\$0	
2007				\$0	

A significant amount of marijuana is grown on public lands in Kentucky and Tennessee. Specifically, marijuana growers use the Daniel Boone and Cherokee National Forests, the Great Smokey Mountain and Big South Fork National Parks, as well as lands owned and controlled by the Tennessee Valley Authority. National Forest lands provide marijuana growers with an ideal environment for marijuana cultivation. The forestlands are remote, sparsely populated, very accessible, and fall within what is known as the "marijuana belt," so-named due to the ideal soil and climate conditions for cannabis cultivation. Along with growing conditions, National Forest timber practices have opened holes in the canopy, allowing sunlight to reach the forest floor, thus creating new areas for potential marijuana growth. Marijuana growers perceive the vast rural

areas of the National Forests as too spacious for law enforcement officials to detect all activities. Additionally, growers often plant their crops on public lands in an effort to lessen personal and /or financial loss due to asset forfeiture procedures, should they be apprehended.

Threat Specific Table 2 – Value of Indoor Marijuana Plants Eradicated by Year

Appalachia HIDTA Indoor Marijuana Plants Eradicated			
	Mj Cost Per Plant	\$2,400	
Year	# Indoor Plants Identified/Targeted	Total # Indoor Plants Eradicated	Value of Indoor Marijuana Plants Eradicated
2004	6,185	6,185	\$14,844,000
2005	1,959	1,959	\$4,701,600

Threat Specific Tables 1 and 2 spotlight the outstanding results of Appalachia HIDTA Eradication Initiative efforts in terms of outdoor and indoor plants eradicated. The Appalachia HIDTA Eradication Initiative is not reactive but extremely proactive. Members of this initiative conduct pre-season and seasonal, multi-agency aerial and ground surveillance to identify and eliminate both outdoor and indoor-cultivated marijuana. Member agencies provide trained personnel and equipment to search for and destroy marijuana plots to help eliminate marijuana cultivation. Intelligence and investigative leads gleaned from eradication operations regarding cultivation/distribution organizations are shared with other HIDTAs and law enforcement agencies as appropriate.

Appalachia HIDTA marijuana eradication initiatives received national recognition for making direct and significant contributions to national marijuana eradication efforts for 2005. The Office of National Drug Control Policy (ONDCP) recognized the Kentucky Marijuana Eradication Task Force (KMETF) as a model program and presented it the Director’s Distinguished Service Award. The award was presented to the KMETF in honor of its accomplishments within the National Marijuana Eradication Initiative. Additionally, the ONDCP honored a veteran West Virginia Army National Guard helicopter pilot of the West Virginia Eradication Initiative. The ONDCP presented the Director’s Distinguished Service Award to the Chief Warrant officer for over two decades of service and dedication to West Virginia marijuana eradication efforts. As the above tables show, the hard work and dedication of the individuals and agencies of the Appalachia HIDTA effectively reduced the supply of marijuana available for sale in the United States.

Threat Specific Table 3 – Wholesale Value of Marijuana Seized, by Location 2005

Appalachia HIDTA Wholesale Value of Marijuana Seized					
Location	Baseline Value of Marijuana Seized	# Plants Seized	Amount Processed Marijuana Seized	# Eradication Arrests	Wholesale Value of Marijuana Seized
Outdoor Federal	\$2,400	121,809	167	34	\$292,742,400
Outdoor Non-Federal	\$2,400	319,334	1,488	210	\$769,972,800
Indoor	\$2,400	1,959	8,101	22	\$24,072,000

Value of plants seized = \$1,063,444,800
 Value of processed marijuana seized = \$23,414,400

Table 3 breaks down the overall Appalachia HIDTA Eradication outcomes and compares the value of seized processed marijuana to that of eradicated raw or unprocessed marijuana. This table depicts the positive and devastating impact the Appalachia HIDTA Eradication Initiative has on the marijuana marketplace. Simply, the Appalachia HIDTA not only removed over \$23 million of marijuana from the street, or marketplace, but prevented over \$1.063 billion of marijuana from even getting to the marketplace. The influx of \$1.063 billion into any market - legal, grey, or black - would generate powerful shifts in the dynamics of that market, specifically supply and demand, money supply, and earnings. To say the Appalachia HIDTA disrupted marijuana availability is a gross understatement. In CY2005, the hard work and dedication of the individuals and agencies of the Appalachia HIDTA, by any measure and without a doubt, effectively reduced the supply of marijuana available for sale in the United States.

VII. Conclusions

CY2005 marked the second year that the Appalachia HIDTA reported initiative operational targets and subsequent outcomes using the Performance Management Process (PMP). The PMP is depicted through the performance measurement tables throughout this Annual Report. These graphic presentations of the Appalachia HIDTA’s targets and outcomes show that the Appalachia HIDTA is meeting and, in some instances, surpassing National HIDTA goals and fulfilling the mission of the Appalachia HIDTA.

The first goal of all HIDTAs is to disrupt the market for illegal drugs and dismantle or disrupt drug trafficking organizations (DTOs) and/or money laundering organizations. In CY2005, the performance of the Appalachia HIDTA had a dramatic effect on the market for domestic marijuana and operation of DTOs, particularly those engaged in marijuana cultivation and distribution. In CY2005, the Appalachia HIDTA disrupted and/or dismantled 134 DTOs. Over half of the DTOs disrupted/dismantled (78) were local DTOs whose operational area was primarily within the Appalachia HIDTA region. The importance of targeting local DTOs and their role in the illegal drug market cannot be ignored and forgotten among the pressure and desire to develop RPOT, CPOT, and OCDETF investigations. Ultimately, all drug trafficking is local. This statement rings more true in the rural areas and small communities of the Appalachia HIDTA. The destruction of local DTOs has an immediate impact on a community’s quality of life, emboldens citizenry, and, perhaps most importantly, denies or cuts off profits and cash flow to larger DTOs.

Cash flow and profits is to a DTO or any business, as food and water is to a living organism. Deny a DTO's access to and use of its cash assets and profits and the DTO will die. This strategy has re-emerged as the primary way to attack the illegal drug market and its DTOs. As effective as seizing assets and hard currency is in destroying DTOs, an even more effective tactic is denying DTOs the ability to make profits in the first place. The Appalachia HIDTA is a leader in denying DTOs, particularly marijuana cultivators and distributors, the ability to do business. In CY2005, the Appalachia HIDTA eradicated over \$1.063 billion in marijuana plants. This outcome of the Appalachia HIDTA's efforts is absolutely astonishing. Put into context, \$1.06 billion, under current budget conditions and without any inflation, would fund the Appalachia HIDTA for the next 174 years.

The eradication successes of the Appalachia HIDTA have a two-fold and devastating effect on the domestic marijuana market in the United States. First, it has thwarted local marijuana cultivators from becoming powerful and influential DTOs, capable of operating on a multi-state, national, or international scale. Secondly, as a result of thwarting local marijuana cultivators, the availability of a highly addictive and extremely dangerous strain of domestic marijuana is virtually eliminated and close to non-existent. Recent tests revealed the THC content of marijuana eradicated in the Appalachia HIDTA in CY2004 averaged over 15%, with a high of 18.7%. If the marijuana eradicated by the Appalachia HIDTA in CY2005 had reached the street, and ultimately the youth of America, its presence would have further exacerbated the abuse of marijuana and treatment of marijuana users on a national scale.

Research and analysis of marijuana seizure information indicates that marijuana grown in the Appalachia HIDTA region is virtually not making it to the streets of America. Attempts to determine the presence of Appalachia HIDTA region marijuana in domestic marijuana seizures have produced negative results. Although inconclusive, this may indicate that Appalachia HIDTA eradication programs, through hard work, dedication, and team work, are more successful than traditional eradication programs. An integral part of the Appalachia HIDTA eradication program, the Kentucky Marijuana Eradication Task Force, received the ONDCP Director's Distinguished Service Award and recognized as a model program for its efforts during CY2005. It has been estimated that, on average, only 25-45% of all outdoor domestic marijuana plants are located and eradicated by eradication operations. The lack of Appalachia HIDTA processed marijuana seizure information, in conjunction with the astonishing amount of marijuana eradicated, indicates that the Appalachia HIDTA may be eradicating upwards of 80-90% of all marijuana grown in the region.

Taking into account the above arguments, it can be stated that the Appalachia HIDTA is unequivocally meeting its responsibilities under National HIDTA Goal 1 and fulfilling its primary mission of measurably reducing the production and trafficking of marijuana. Drug availability is being reduced and DTOs are being disrupted, dismantled, and destroyed.

National HIDTA Goal 2 directs HIDTAs to improve the efficiency and effectiveness of their initiatives. In CY2005 the Appalachia HIDTA continued to develop and move forward, as illustrated in the tables and body of this report, in meeting this goal.

To put these strides in perspective, a review of recent Appalachia HIDTA history is merited. In 2002, a NHPO Field Review team visited the Appalachia HIDTA. The team briefed the Executive Board on perceived strengths and weaknesses through a series of observations, findings, instructions and recommendations. The Executive Board accepted the spirit of the input

and began the process of building on strengths and correcting deficiencies. In CY2003, the Appalachia HIDTA restructured its Executive Board, created three State Coordinating Committees, established an initiative review process and changed its initiatives, from being agency based to task force focused. An immediate result was an increase in local agency participation and sense of ownership. Local participation jumped from zero in CY2002 to 59 full-time participants in CY2003. The restructure increased accountability and formalized a chain of command for routing initiative procedures through management levels beginning at the State Coordinating Committee, Executive Committees, the Executive Board and on to ONDCP, all coordinated by Appalachia HIDTA management.

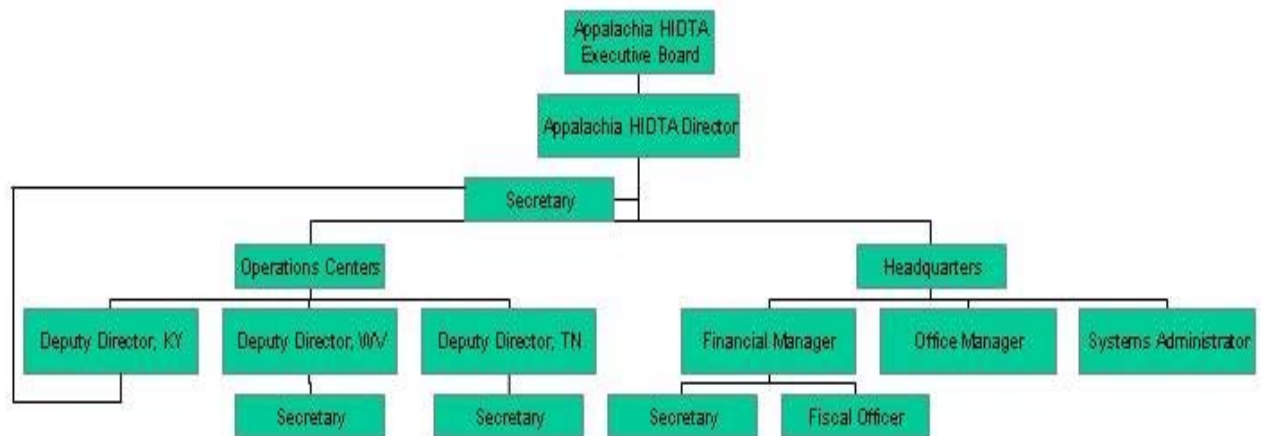
The improvements implemented in 2003 were honed and expanded during 2004. CY2004 was a true test under fire of decisions made and policies established by the Appalachia HIDTA during its restructuring. In CY2004 Appalachia HIDTA initiatives proved they were operating efficiently and effectively. Appalachia HIDTA initiatives provided the taxpayers sound and significant returns removing or seizing over \$964 million in illicit drugs and assets and posting an ROI of \$227 for each dollar spent. The Appalachia HIDTA sustained its CY2004 performance in CY2005, removing or seizing over \$1.088 billion dollars in illicit drugs and assets and posting an ROI of almost \$214 dollars. These results are tangible proof that the Appalachia HIDTA concept and strategy are working and successful. Intangible proof that the Appalachia HIDTA is efficient and effective is its ability to sell its vision to its members and member agencies. Fostering an atmosphere where results are more important than who gets the credit, has increased the willingness to share information, develop and cooperate in joint investigations and create lasting relationships among the Appalachia HIDTA's participating Federal, State and Local members and agencies. This is the true purpose of the HIDTA program and the Appalachia HIDTA used and built upon its success in CY2004 to experience the success it enjoyed in CY2005.

The drug threats in Appalachia require a multifaceted response that targets drug production, trafficking, distribution and demand. The Appalachia HIDTA is uniquely suited to provide the multifaceted approach necessary. Central to this mission is the expansion of cooperative, multi-jurisdictional law enforcement efforts involving HIDTA funded and non-HIDTA funded resources. By balancing efforts to attack drug trafficking at every layer, and coordinating non-enforcement efforts in targeted communities, the Appalachia HIDTA will continue to facilitate the necessary cooperation among Federal, State and Local agencies into collaborative initiatives that target drug cultivation, distribution, and demand.

VIII. Appendices

Appendix A - Table of Organization for the HIDTA

Appalachia HIDTA Organization Chart



Appendix B - Table listing composition of Executive Board showing Federal, State and Local affiliation

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Appendix C - List of participating agencies

1. Federal and State Participating Agencies

KENTUCKY

- Bureau of Alcohol, Tobacco, and Firearms
- Drug Enforcement Administration
- Federal Bureau of Investigation
- IRS-Criminal Investigation
- Kentucky Attorney General
- Kentucky Commonwealth's Attorneys' Office
- Kentucky Department of Military Affairs (Kentucky Army National Guard)
- Kentucky State Police
- Kentucky Vehicle Enforcement
- Office of Inspector General
- United States Attorney's Office for the Eastern District
- United States Attorney's Office for the Western District
- United States Forest Service
- United States Marshals Service
- Western Kentucky University Police

TENNESSEE

- Bureau of Alcohol, Tobacco, and Firearms
- Drug Enforcement Administration
- Federal Bureau of Investigation
- IRS-Criminal Investigation
- Tennessee Alcoholic Beverage Commission
- Tennessee Bureau of Investigation
- Tennessee Department of Military Affairs (Tennessee Air National Guard)
- Tennessee District Attorneys General Conference
- Tennessee Highway Patrol
- United States Attorney's Office for the Eastern District
- United States Attorney's Office for the Middle District
- United States Immigration & Customs Enforcement
- United States Forest Service

WEST VIRGINIA

- Bureau of Alcohol, Tobacco, and Firearms
- Drug Enforcement Administration
- Federal Bureau of Investigation
- IRS-Criminal Investigation
- United States Attorney's Office for the Northern District
- United States Attorney's Office for the Southern District
- West Virginia Department of Military Affairs (West Virginia National Guard)
- West Virginia Prevention Resource Center
- West Virginia Prosecuting Attorney's Institute
- West Virginia State Police

2. Local Participating Agencies

KENTUCKY

- Adair County Sheriff's Office
- Beattyville Police Department
- Bowling Green Police Department
- Campbellsville Police Department
- Corbin Police Department
- Cumberland River Regional Prevention Center
- Harlan County Sheriff's Office
- Hazard Police Department
- Jackson County Sheriff's Office
- KY River Community Care Inc.
- Laurel County Sheriff's Office
- Leslie County Sheriff's Office
- London Police Department
- McCreary County Sheriff's Office
- Monticello Police Department
- Operation UNITE
- Pulaski County Sheriff's Office
- Perry County Sheriff's Office
- Pikeville Police Department
- Rockcastle County Sheriff's Office
- Somerset Police Department
- Warren County Sheriff's Office
- Wayne County Sheriff's Office

TENNESSEE

- Anderson County Sheriff's Office
- Blount County Sheriff's Office
- Clay County Sheriff's Office
- Chattanooga Police Department
- Clinton Police Department
- Crossville Police Department
- East Ridge Police Department
- Elizabethton Police Department
- Fentress County Sheriff's Office
- Hamilton County Sheriff's Office
- Jackson County Sheriff's Office
- Johnson City Police Department
- Knox County Sheriff's Office
- Knoxville City Police Department
- Lenoir City Police Department
- Livingston Police Department
- Loudon County Sheriff's Office
- Macon County Sheriff's Office
- Metro Knoxville Airport Authority
- Oak Ridge Police Department
- Overton County Sheriff's Office

- Putnam County Sheriff's Office
- Thirteenth Judicial Task Force
- Unicoi County Sheriff's Office
- Washington County Sheriff's Office
- White County Sheriff's Office

WEST VIRGINIA

- Barboursville Police Department
- Bluefield Police Department
- Boone County Sheriff's Office
- Cabell County Prosecutor's Office
- Cabell County Sheriff's Office
- Charleston Police Department
- Dunbar Police Department
- Huntington Police Department
- Kanawha County Sheriff's Office
- Logan County Sheriff's Office
- Logan Police Department
- McDowell County Sheriff's Office
- Mercer County Prosecutor's Office
- Mercer County Sheriff's Office
- Milton Police Department
- Nitro Police Department
- Princeton Police Department
- Putnam County Sheriff's Office
- South Charleston Police Department
- St. Albans Police Department
- Williamson Police Department
- Wyoming County Sheriff's Office

Appendix D – List of Counties Participating in the Appalachia HIDTA

- Kentucky – Adair, Bell, Breathitt, Clay, Clinton, Cumberland, Floyd, Harlan, Jackson, Knott, Knox, Laurel, Lee Leslie, McCreary, Magoffin, Marion, Monroe, Owsley, Perry, Pike, Pulaski, Rockcastle, Taylor, Warren, Wayne, and Whitley counties.
- Tennessee – Bledsoe, Campbell, Claiborne, Clay, Cocke, Cumberland, Fentress, Franklin, Grainger, Greene, Grundy, Hamblen, Hancock, Hawkins, Jackson, Jefferson, Knox, Macon, Marion, Overton, Pickett, Putnam, Rhea, Scott, Sequatchie, Sevier, Unicoi, Van Buren, and White counties.
- West Virginia – Boone, Braxton, Cabell, Gilmer, Kanawha, Lewis, Lincoln, Logan, Mason, McDowell, Mingo, and Wayne counties.

Appendix E - HIDTA Initiatives

KENTUCKY

Bowling Green-Warren County Drug Task Force
Columbia Area Drug Task Force
DEA London Task Force
Hazard Investigative Task Force
Kentucky Drug Demand Reduction
Kentucky Eradication Task Force
Kentucky Prosecution Team
Lake Cumberland Area Drug Task Force
National Forest Marijuana Investigative Initiative
Southeastern Kentucky OCDETF/Public Corruption Task Force

TENNESSEE

DEA Upper East Tennessee Task Force
DEA South TN Task Force
Rocky Top Task Force
TBI Middle TN Task Force
TN Drug Demand Reduction
TN Prosecution Team

WEST VIRGINIA

Huntington Violent Crimes/Drug Task Force
Southern Regional Drug and Violent Crime Task Force
US 119 Drug and Violent Crime Task Force
West Virginia Drug Demand Reduction
West Virginia Prosecution Team
West Virginia Metropolitan Drug Enforcement Network Team
West Virginia Eradication Task Force

OTHER

Appalachia HIDTA Investigation Support Center
Appalachia HIDTA Regional Training
Management and Coordination

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X. Reference Documents & Endnotes

Appalachia HIDTA Threat Assessment for Budget Year 2005
Appalachia HIDTA Strategy for Budget Year 2005
Appalachia HIDTA Annual Report for 2004
Appalachia HIDTA Initiative Quarterly and Year End Statistical Reports

¹ Of the nearly 20 million current illicit drug users, 14.6 million (about 75 percent) are using marijuana. U.S. Department of Health and Human Services, Substance Abuse and Mental Health Services Administration, 2003 National Survey on Drug Use and Health (2004).

² Substance Abuse and Mental Health Services Administration. (2005). *Overview of Findings from the 2004 National Survey on Drug Use and Health* (Office of Applied Studies, NSDUH Series H-27, DHHS Publication No. SMA 05-4061). Rockville, MD, Page 3.

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⁴ Drug Enforcement Administration, www.dea.gov.

⁵ U.S. Department of Health and Human Services, Substance Abuse and Mental Health Services Administration, Office of Applied Studies, *Treatment Episode Data Set, National Admissions to Substance Abuse Treatment Services, 1992-2001*: table 5.1a, table 5.1b, 156-157.

⁶ National Institute on Drug Abuse, "NIDA Info Facts: Marijuana": 3.

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⁸ White House Office of National Drug Control Policy, "White House Drug Czar Launches Campaign to Stop Drugged Driving," press release, citing the *New England Journal of Medicine*.

⁹ "Counties Say Meth Is Top Drug Threat," by Donna Leinwand, USA Today, July 5, 2005.

¹⁰ "Meth' Moonshiners' on Rise," by Gary Taylor, Washington Times, July 10, 2005.

¹¹ Ibid.

¹² The Middlesboro (KY) Daily News, August 16, 2005.

¹³ This document was prepared in CY 2004 using prior year (2004) data for the 2005 budget submission.

¹⁴ This document was prepared in CY 2004 using prior year (2004) data for the 2005 budget submission.