



**CY2015**

# **ANNUAL REPORT**

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APPALACHIA HIDTA 2015 ANNUAL REPORT

I. Table of Contents

II. Executive Summary..... 3

III. Introduction..... 7

IV. HIDTA Threat Assessment and Strategy Summary ..... 9

V. Appalachia HIDTA Accomplishments ..... 11

VI. Goal 1 Performance Measures ..... 13

VII. Goal 2 Performance Measures ..... 20

*OTHER THREAT SPECIFIC PERFORMANCE MEASURES* ..... 25

VIII. Conclusions ..... 31

IX. Appendices ..... 33

X. Tables and Charts ..... 39

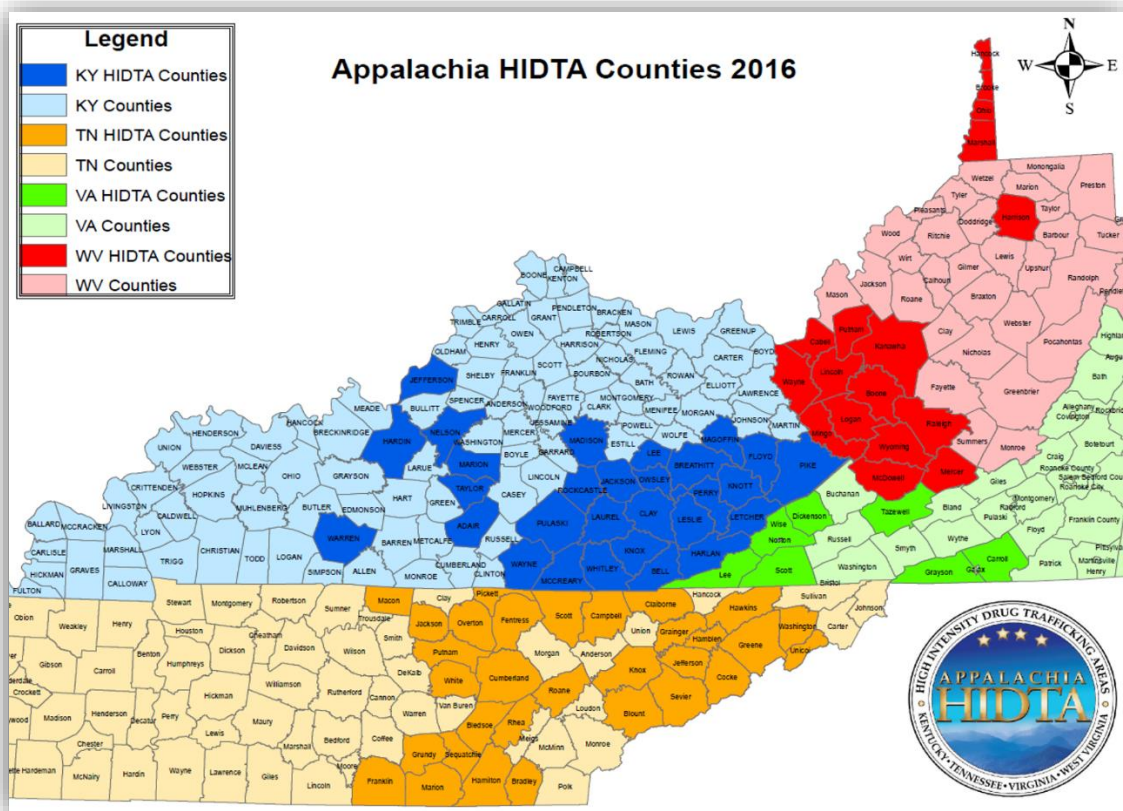
XI. Endnotes (Reference Documents) ..... 39

### III. Executive Summary

Since its inception, the Appalachia HIDTA (AHIDTA) has been measurably reducing the production and trafficking of marijuana. Over time, the production and trafficking of a variety of illegal drugs has become prevalent in the Appalachia region. Case data, information sharing, intelligence, and regional drug threat assessments, including the Appalachia HIDTA Drug Threat Assessment produced annually by the AHIDTA Investigative Support Center (ISC), provide the Appalachia HIDTA significant information instrumental to the development of strategies in response to the region's most serious, and ever-changing, drug threats. These strategies are implemented by the 27 enforcement initiatives, two interdiction initiatives, and two eradication initiatives spread throughout four Appalachian states. Each initiative is a cooperative effort among federal, state and local law enforcement agencies working together to measurably reduce drug trafficking organizations (DTOs) and money laundering organizations (MLOs) that impact not only the Appalachia HIDTA region, but other HIDTA regions across the U.S.

In most recent years, prescription drugs, methamphetamine and heroin have had significant impact on the AHIDTA's immediate area of responsibility. The expansion of cooperative, multi-jurisdictional law enforcement efforts involving HIDTA-funded and non-HIDTA funded initiatives and task forces alike, reflect favorably on the primary force behind AHIDTA's accomplishments and the reduced impact drug production and trafficking in the AHIDTA area have on other areas within the United States. This document, the 2015 Annual Report, reflects the efforts of the Appalachia HIDTA in meeting its goals in the fight against the production and trafficking of illegal drugs in the Appalachia HIDTA area of responsibility (AOR). The bullets below highlight some of the major accomplishments of the Appalachia HIDTA initiatives during 2015:

- The Appalachia HIDTA task forces seized illegal drugs with a wholesale value of more than \$1.1 billion, a significant impact to the organizations operating in the AHIDTA, eliminating these drugs from reaching the illicit drug market.
- An additional \$30.4 million in cash and other assets were seized by the AHIDTA task forces during 2015, representative of the cooperative and coordinated efforts of federal, state and local law enforcement officials operating within Appalachia HIDTA enforcement and support initiatives.
- In conjunction with the HIDTA program's mission to dismantle and disrupt drug trafficking and money laundering organizations, the AHIDTA enforcement initiatives disrupted or dismantled 138 DTOs and MLOs in 2015, of which 105 were operating on the multi-state level. An additional 371 DTOs/MLOs were identified and are currently listed as open investigations.
- Task forces operating within the AHIDTA AOR opened 6,703 cases, made 4,871 arrests, executed 1,415 search warrants, and performed 123 Title IIIs and 170 Pen Registers.
- More than 9,000 combined target and event deconflictions were entered by or on behalf of AHIDTA initiatives during 2015.
- The Appalachia HIDTA provided training to 2,620 students resulting in 3,928 hours of training to initiative members who participated in training.



Map created by the Appalachia HIDTA ISC

Prescription drug diversion and abuse has been a consistent and tenacious obstacle for both the law enforcement community and the citizens of Appalachia. In recent years, however, cost associated with supply and demand for prescription drugs, in particular opiate based drugs, rose to tremendous magnitude. The result: heroin. Demand for a cheaper alternative in the opioid market allowed for the emergence of a compelling threat to the Appalachia HIDTA AOR. While the threat posed by heroin has plagued West Virginia since as early as 2007, all across the AHIDTA area law enforcement are faced with the wreckage heroin trafficking and abuse has on their jurisdiction.

- The annual average of young adults, aged 18-25, who used heroin increased 109%, doubling in the last decade. Use among the non-Hispanic, white ethnicity also rose 114%.<sup>1</sup>
- In the past 12 years, drug overdose death rates have more than doubled in 18 states, including Kentucky and Tennessee, and more than tripled in 12 states to include West Virginia.<sup>2</sup>
- The Kentucky Office of Drug Control Policy lists Floyd and Pike counties as the top 2 Kentucky counties by overdose deaths per 100,000 people. Jefferson County is listed to have the most overdose deaths with heroin detected (105) in an overdose fatality report<sup>3</sup> - all of which are AHIDTA designated counties.
- Kentucky (128), Tennessee (143), and West Virginia (138) rank among the top 5 states having the highest number of painkiller prescriptions in U.S., per 100 people.<sup>4</sup>

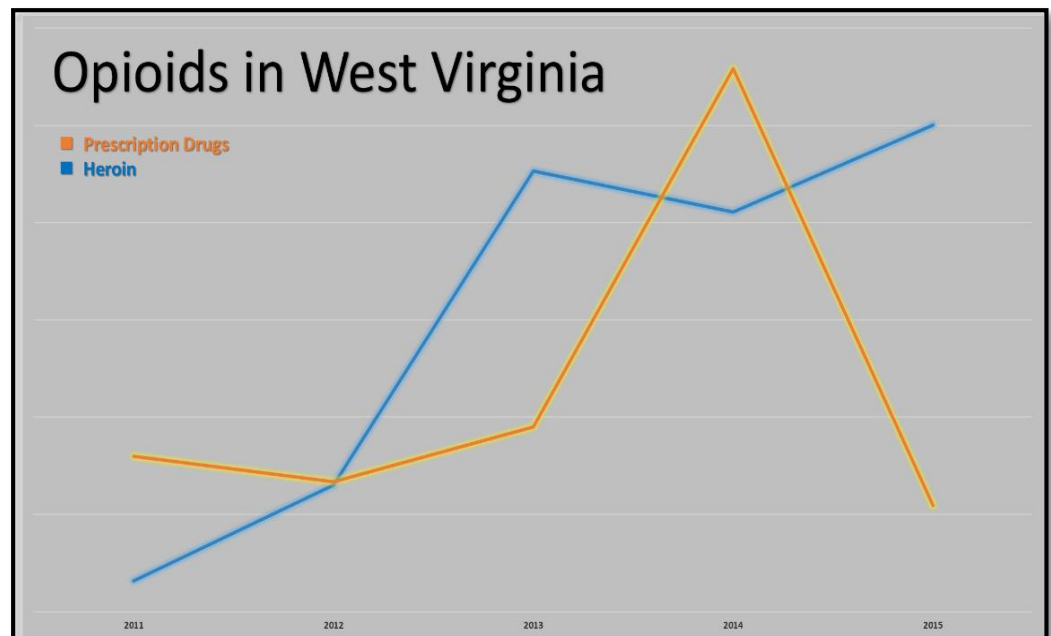
The diversion of abuse of controlled prescription drugs (CPD) has consistently presented itself as one of the largest threats to the people of the Appalachia HIDTA area. Over the years, however, trafficking and abuse of heroin has made its presence known throughout the region, leaving the AHIDTA AOR with an overall “opioid” threat that is devastating the communities.

- Alongside the price increase(s) with regard to “pain pills,” many areas of the AHIDTA AOR are witnessing an influx of heroin. Towns in South Central Kentucky, such as Richmond, are seeing a variety of heroin forms in their community. “We have a variety [of heroin] depending on the [particular] DTO supplying. DTOs supplying heroin to our area are from Chicago [Illinois] and Dayton, Ohio. Some coming from Detroit is sold as heroin but in fact is acetyl fentanyl,” said Robert Mott with the Richmond Police Department and task force commander of the Madison County Drug Task Force.<sup>5</sup>
- According to the Vice President and Director of Marketing and Communications from The Phoenix House (an alcohol and drug treatment program), the rate of fatal overdose in McDowell (WV) is more than eight times the national average and nearly one out of every three babies born in the county’s hospital have been exposed to drugs.<sup>6</sup>

Over the past few years, the number of Appalachian residents traveling out-of-state for prescription drugs has been drastically reduced, yet does remain an issue. Residents of the Appalachia region continue to obtain diverted pharmaceuticals from more local and regional areas such as Georgia and Michigan. Locations inside the AHIDTA itself have also become sources for CPDs. Cities within Tennessee and Kentucky are listed by law enforcement as locations for obtaining prescription drugs for diversion. In response to the prescription drug problem that has plagued the region for several years, members of Appalachia HIDTA task force initiatives removed nearly 80,000 dosage units of diverted prescription drugs during CY 2015, valued at over \$1.3 million.

As a testament to the growing opioid threat presented to law enforcement and the citizens of Appalachia, heroin seizures by the AHIDTA task forces amounted to nearly double in value to that of CPD seizures. The shifts within the market regarding opioids in general, have flowed seamlessly within the Appalachia region. When CPDs are at a premium, heroin is reduced. Conversely, when heroin is at its peak, CPDs are in low demand. Statistics of this trend in

West Virginia clearly demonstrate the overall opioid issue the AHIDTA region faces. The opioid epidemic is a grave threat to the AHIDTA AOR, and consistently remains intact, regardless of form in which it is packaged. The visual aid below illustrates these trends, with regard to West Virginia; which is indicative of the opioid activity and trends in the AHIDTA AOR over the last few years.



Source: Appalachia HIDTA Investigative Initiative Statistics, WV Totals, 2011 - 2015

With regard to clandestine laboratories, law enforcement initiatives within the Appalachia HIDTA dismantled and eliminated 196 methamphetamine laboratories in CY 2015, a 27% decrease from the previous year, and

more than 200 laboratories less than CY 2013. Decreases in clandestine methamphetamine laboratory dismantlement have been significantly impacted by legislative measures taken to prevent the purchase of products containing pseudoephedrine within the Appalachia HIDTA states. Local mid-level selling price of methamphetamine is listed at \$1,336 per ounce, equating to the AHIDTA initiatives preventing \$607,880 of raw methamphetamine from being produced.

Marijuana is [still] the most commonly used illicit drug in the United States with 22.2 million past-month users.<sup>7</sup> The geography which makes up the Appalachia HIDTA consists of area across Kentucky, Tennessee, Virginia, and West Virginia, ripe for the cultivation, production, and trafficking of marijuana. The Appalachia HIDTA's initial designation as part of the HIDTA program was approved due to the marijuana production within the region. The measurable reduction in the production and trafficking of marijuana remains an important goal of the Appalachia HIDTA.

While taking part in the HIDTA program, the Appalachia HIDTA has been extremely successful in reducing the availability of marijuana in its region. Throughout CY 2015, the AHIDTA eradication and investigative initiatives seized bulk marijuana that was valued at more than \$34 million. Additionally, wholesale value of plants seized and destroyed (both indoor and outdoor combined) was valued at more than \$1 billion to the illicit drug market.

Illicit drug trafficking within, to, and outside the Appalachia HIDTA region generates an unconscionable amount of profit and assets to those individuals operating within drug trafficking organizations (DTOs). Potential profit and gained assets ultimately drive the desire and motivation behind DTO membership. During CY 2015, the Appalachia HIDTA removed and prevented DTOs from obtaining, and subsequently utilizing, over \$1.121 billion in illicit drug proceeds and assets. With regard to government money spent, the seizure of over \$1.121 billion in illicit drug profits, to include assets, yielded a rate of return on investment (ROI) of more than \$139.94 for every \$1.00 of government/taxpayer funds provided to the Appalachia HIDTA. The use and expenditure of government funding and taxpayer money is well worth its investment into the initiative efforts within the AHIDTA region.

The Appalachia HIDTA, in conjunction with the National HIDTA program, is specifically designed to provide assistance to federal, state, local, and tribal law enforcement agencies operating within its area(s), and to help protect Appalachia communities from the disadvantageous effects of drug trafficking. The continued work of the Appalachia HIDTA task forces has proven successful in the removal of dangerous drugs from the illicit market, apprehending members of criminal enterprises, and dismantling DTOs and MLOs that prey upon the neighborhoods of Appalachia. Alongside the law enforcement initiatives, the AHIDTA employs a variety of aspects to assist in the surge forward in the accomplishment of its mission. Through the continued guidance and oversight of the Executive Board, analytical support provided by the Investigative Support Center (ISC), prevention programs, and continuous training and management support, the AHIDTA law enforcement collaborative efforts makes the Appalachia HIDTA highly effective, very efficient, and a national success in helping to eliminate the destructive nature of drug trafficking on the Appalachia neighborhoods.

## IV. Introduction

Operating within the Office of National Drug Control Policy (ONDCP), a component of the Executive Office of the President, the High Intensity Drug Trafficking Area (HIDTA) program was established as part of the Anti-Drug Abuse Act of 1988. With its establishment, the purpose of the HIDTA Program is to measurably reduce drug trafficking and production in the United States by facilitating cooperation among federal, state, local, and tribal law enforcement to share information, to help provide reliable intelligence to law enforcement agencies, and to support coordinated law enforcement strategies to maximize use of available resources to reduce the supply of illegal drugs in designated areas and in the United States as a whole. The Director of ONDCP designates regions with critical drug trafficking problems that adversely affect the United States.

There are currently 28 HIDTA's which include roughly 17% of all counties in the U.S., located in 48 states, Puerto Rico, the U.S. Virgin Islands, and the District of Columbia. The Appalachia High Intensity Drug Trafficking Area (HIDTA) is one of the 28 HIDTA's that has received designation by ONDCP. The Appalachia HIDTA was added to the ONDCP designated areas in 1998 to include portions of Kentucky, Tennessee, and West Virginia. In 2012, ONDCP expanded the reach of the AHIDTA with the designation of an adjoining area within Southwest Virginia. Today, the AHIDTA is comprised of 83 counties throughout this four-state area found within the Southeast Region of the United States. Since obtaining its initial designation as a HIDTA in 1998, the Appalachia HIDTA was re-designated as a poly-drug HIDTA in 2003, allowing its initiatives to investigate organizations trafficking in a wide gamut of illegal drugs.

### **National HIDTA Program Mission Statement**

The mission of the HIDTA program is to disrupt the market for illegal drugs in the United States by assisting federal, state, local, and tribal 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 HIDTA program helps to improve the effectiveness and efficiency of drug control efforts. HIDTA funds help law enforcement organizations invest in joint initiatives to combat drug trafficking organizations. The key priorities of the program are to assess regional drug threats, design strategies to focus efforts that combat these threats, develop and fund initiatives to implement those strategies in the overall mission to reduce and/or eliminate the detrimental impact drugs have on the region. More specifically, a local HIDTA provides a coordination umbrella for multi-jurisdictional law enforcement efforts while supporting a strategy focused approach to drug reduction endeavors and focusing on outcomes and overall impact on the region.

### **Appalachia HIDTA Vision Statement**

*"There is no limit to what we can accomplish if we don't worry about who gets the credit."*

The *Appalachia HIDTA 2015 Annual Report* is intended to document and discuss the Appalachia HIDTA's enforcement activities while highlighting successes in achieving the HIDTA programs goals.

This document will express activities for the calendar year covering January 1, 2015 to December 31, 2015. During CY 2015, the Appalachia HIDTA was allocated an overall operational budget of \$8,011,773 by the Office of National Drug Control Policy.

With allotted funds from ONDCP, the Appalachia HIDTA provides the necessary support to investigative task forces and initiatives operating within its designated area. Appalachia HIDTA has cultivated cooperative and effectual working relationships among seven U.S. Attorney's Offices, nine federal agencies, thirteen state agencies, and over (100) local agencies to achieve the common goals of disrupting and dismantling drug trafficking organizations while reducing the demand for drugs. The initiatives of the Appalachia HIDTA are a living example of these relationships. Throughout CY 2015, the Appalachia HIDTA consisted of 34 funded initiatives: 26 law enforcement initiatives, two interdiction initiatives, two marijuana eradication initiatives, a training initiative, a management and coordination initiative, an intelligence initiative, and a prevention initiative.

Law enforcement initiatives in each of the four Appalachia HIDTA states conduct joint operations within their areas to identify and eliminate drug trafficking organizations and arrest individuals participating in the trafficking of illicit drugs and firearms. These efforts are supported by a strong commitment from the federal and state prosecutors to provide timely and sound legal advice to AHIDTA task force members throughout their investigations. The drug threats to the Appalachia region require a multilayered approach and response which targets drug production, trafficking and subsequent distribution. With the addition of non-enforcement efforts, a balanced attack at drug trafficking helps the AHIDTA facilitate the necessary cooperation among federal, state and local agencies.

#### Appalachia HIDTA Mission Statement

*The Appalachia HIDTA mission is to use a multi-disciplinary approach to deal with the ongoing threats to public health and safety, particularly as it regards prescription drug diversion, the emerging threat of heroin, as well as the continued threats of marijuana, cocaine, methamphetamine and synthetic drugs. The Appalachia region is arguably the epicenter of this crisis, and will require unprecedented multi-disciplined cooperation to effectively address the many faceted health and public safety problems that result from this daunting threat. The Appalachia HIDTA will serve as the conduit for this cooperation.*

The Appalachia HIDTA region is comprised of 83 counties within the states of Kentucky, Tennessee, Virginia and West Virginia; all centrally located within convenient distance of a number of other large metropolitan areas. These counties represent the predominant domestic marijuana production and trafficking areas within the Appalachia states. This quad-state area's rural geography, climate, topography, and isolated low-lying mountainous regions play a significant role in domestic and national drug trafficking. Roads are often in need of repair and have little traffic, as well as limited law enforcement patrol presence. Traffickers use these isolated and lightly traveled roads to transport marijuana across the county and state lines undetected. The prevalence of marijuana use, production, and trafficking in the region, coupled with the severe threat of opioids (heroin and



prescription drugs) and methamphetamine have helped establish informal partnerships among law enforcement throughout the four AHIDTA states.

Each state within the Appalachia HIDTA AOR consists of the following designated counties:

- **Kentucky:** Adair, Bell, Breathitt, Clay, Floyd, Hardin, Harlan, Jackson, Jefferson, Knott, Knox, Laurel, Lee, Leslie, Letcher, Madison, Magoffin, Marion, McCreary, Nelson, Owsley, Perry, Pike, Pulaski, Rockcastle, Taylor, Warren, Wayne, Whitley
- **Tennessee:** Bledsoe, Blount, Bradley, Campbell, Claiborne, Cocke, Cumberland, Fentress, Franklin, Grainger, Greene, Grundy, Hamblen, Hamilton, Hawkins, Jackson, Jefferson, Knox, Macon, Marion, Overton, Pickett, Putnam, Rhea, Roane, Scott, Sequatchie, Sevier, Unicoi, Washington
- **Virginia:** Carroll, Dickenson, Grayson, Lee, Scott, Tazewell, Wise
- **West Virginia:** Boone, Brooke, Cabell, Hancock, Harrison, Kanawha, Lincoln, Logan, Marshall, McDowell, Mercer, Mingo, Ohio, Putnam, Raleigh, Wayne, Wyoming

## V. HIDTA Threat Assessment and Strategy Summary

In compliance with HIDTA program requirements set forth by the Office of National Drug Control Policy, each year the Appalachia HIDTA produces its Threat Assessment and Strategy to establish current drug threats and further implement a strategic plan for the upcoming year. The 2015 Appalachia HIDTA Threat Assessment is an accurate assessment of the threats for CY 2015 as reported by law enforcement across the region. This assessment was used to prepare the Strategy and Budget for CY 2016. It is important to have open dialogue with law enforcement officials (LEOs) within the region, not only for intelligence sharing purposes, but also to ensure that LEO effort is maximized in combatting the changing and very challenging drug threats from one year to the next. Producing documents such as the Threat and Strategy, based largely on LEO input and intelligence gathering by the AHIDTA Investigative Support Center (ISC), is the truest way to guarantee the citizens of Appalachia obtain the greatest return for their tax dollars and government funding.

The following bullet points are excerpts from the Threat Assessment and Strategy submitted to ONDCP during CY 2015:

- *The AHIDTA region faces substantial threats from the distribution of heroin, trafficking and abuse of prescription drugs, methamphetamine production and abuse, crack cocaine, synthetic drugs, and drug-related violence. AHIDTA is also a significant source of domestically produced marijuana and is often a destination for foreign produced marijuana. Heroin, cocaine/crack cocaine, pharmaceutical drugs, marijuana and methamphetamine are transported from areas such as Detroit, Columbus, Atlanta, Pittsburg, and Chicago, areas of Indiana, North Carolina, Alabama, and Mexico. Transportation is conducted primarily by vehicle, as well as parcel services companies, and U.S Postal Service to the AHIDTA area.*
- *The areas that encompass the AHIDTA region have seen considerable change over the last few years with respect to drug seizures. In previous years, the AHIDTA witnessed a steady rate of seizures with regard to cocaine, but have experienced a significant decrease through CY 2014, dropping 45% from CY 2013.*

*Crack cocaine, however, seems to be increasing by way of initiative seizures for the AHIDTA area of responsibility (AOR), jumping roughly 107% from CY 2103. Heroin seizures, based on CY 2013 statistics, have reduced slightly, but the threat from opioids, both heroin and prescription drugs alike, remains significant for the AHIDTA.*

- *The diversion and abuse of prescription drugs has notably been one of the largest threats to the Appalachia HIDTA area in recent years. Subsequently, as supply and demand for prescription drugs gradually increased, law enforcement became plagued with the burden of shutting down heroin distribution in the region. Throughout CY 2012 and CY 2013, heroin emerged, full force, as one of the most significant threats to the people of the region, reigning as a cheaper, highly available substitute for individuals who abused prescription drugs. Over the past few years, West Virginia has faced a steady threat from heroin and heroin related drug overdose deaths. In most recent years, heroin established itself as detrimental force, and unwavering challenge, to drug enforcement in the AHIDTA region. Although heroin seizures were slightly reduced during CY 2014, as opposed to CY 2013, prescription drug seizures increased demonstrating the validity of opioid-based threats to the AHIDTA AOR.*
- *Given Appalachian region demographics, it is very typical for DTOs in the region to be predominantly Caucasian in composition. Prescription drugs, methamphetamine, ICE methamphetamine, and marijuana DTOs, are very seldom distributed by an ethnicity other than Caucasian. Data collected also shows that Caucasians to be heavily involved in trafficking cocaine in the Appalachian region. African-American DTOs in the region are substantially involved in trafficking cocaine and/or crack cocaine but are also found to be heavily involved in heroin and prescription drug trafficking. Mexican/Hispanic DTOs operating in the region is limited, and tend to be the primary wholesale sources of drugs for Caucasian and/or African-American DTOs in the region, solely in a retail capacity.*
- *Marijuana cultivated in the AHIDTA region, despite the decrease, is traditionally grown on public lands. Land within the Daniel Boone and Cherokee National Forests have seen significant marijuana production in past years. These vast, remote lands provide easy access and a spare populous that is idea for individuals in cultivation.*
- *The threat posed by the illicit production and abuse of methamphetamine, despite controls on the purchase of products with pseudoephedrine, continues to maintain itself in terms of magnitude and clean-up costs. The threat primarily consists of small unsophisticated labs (less than two ounces in capacity). After a significant hike in labs last year, the Appalachia HIDTA Region experienced a 25% reduction in lab seizures during CY 2014, with numbers that closely mirror seizures reported in CY 2012.*
- *In recent years, both prescription drugs and heroin, alike, have consistently been among the most consumed drugs in the region. Opioid-based drugs significantly contribute to drug-related overdose deaths in the Appalachia HIDTA. The threat continually posed by diverted pharmaceutical drugs, spans across all categories of age, sex, race, social-economic class, and geographic location within the AHIDTA. Heroin deaths have increased 39% (nationally) between 2012 and 2013; and of all drug overdose deaths in 2013, approximately 37% involved prescription opioids.*
- *Promoting and maintaining an atmosphere where results are paramount, above who gets the credit, have developed and increased a willingness to share information; have developed cooperation in joint investigations; and have created long lasting relationships among Appalachia HIDTA federal, state and*

*local members and agencies. The Appalachia HIDTA's ability to sell its vision to its members and participating agencies is further proof that the Appalachia HIDTA is efficient and effective. The disruption and/or dismantlement of 165 DTOs/MLOs, the removal or seizure of over \$1.2 billion in illicit drugs and an ROI of \$166.45 for each dollar spent in CY 2014 are conclusive proof that the Appalachia HIDTA is supporting National HIDTA Program goals.*

- *AHIDTA enforcement initiatives will continue to aggressively confront the persistent threat caused by opioid-based drugs through the targeting and investigation of AHIDTA based DTOs trafficking in these drugs, particularly when obtained from other regions outside the AHIDTA.*
- *AHIDTA eradication task forces will continue to reduce and eliminate the illicit production of marijuana through continued prosecution and exploitation of marijuana cultivators, and the advanced surveillance of terrain conducive to the production of marijuana.*
- *AHIDTA enforcement initiatives will also take measures to effectively assess and combat the rise in ICE methamphetamine to the region utilizing investigative techniques and continued intelligence gathering focused on the methods and trends of distribution of this drug within the AHIDTA area.*

## VI. Appalachia HIDTA Accomplishments

Multi-jurisdictional cooperation among law enforcement within the Appalachia HIDTA region continues to be a shining example of what initiative and investigative successes can be when no one cares who gets the credit. Having equal and full cooperation, to include full intelligence sharing, among all of the AHIDTA member agencies, task forces, and fellow agencies and task forces in other jurisdictions are paramount to the progress toward combatting drug threats to the Appalachia region. The investigations carried out throughout CY 2015 exemplify the true spirit and intention of the Appalachia HIDTA and the measureable results and subsequent positive impact on the communities when federal, state and local law enforcement agencies work together.

The following information is an overall statistical depiction of the work task forces operating within the Appalachia HIDTA have done during the last year:

In 2015, the AHIDTA Enforcement Initiatives removed the following drugs from the illicit market:

- 126.1 kilograms of ICE Methamphetamine
- 13,129 pounds of bulk marijuana
- 1013.9 kilograms of cocaine
- 381.9 kilograms of heroin
- 5.76 kilograms of crack-cocaine
- Nearly 80,000 prescription drugs (D.U.s)
- 37.6 kilograms of synthetic substances

The AHIDTA task forces opened 6,703 cases, made 4,871 arrests, executed 1,415 search warrants, performed 123 Title IIIs, 170 Pen Registers, and completed 9,124 (combined) event and target deconflictions

CY 2015 yielded seizures of:

- \$13,263,257 in U.S. currency
- \$3,829,763 in real property
- 1513 Firearms (valued at \$567,701)
- 263 Vehicles (valued at \$2,406,364)

With regard to methamphetamine labs, seizures, and dumpsites, the Appalachia HIDTA:

- Dismantled 196 methamphetamine labs
- Removed 54 affected children
- Seized more than 3,000 grams of produced methamphetamine
- Eliminated 56 methamphetamine lab dumpsites

The law enforcement initiatives of the Appalachia HIDTA disrupted or dismantled 138 DTOs/MLOs, 105 of which operated on the multi-state level.

Additionally, the Appalachia HIDTA Training Initiative helped to provide training to 2,620 students resulting in 3,928 hours of training provided.

On the prevention front, the state of Tennessee and east Tennessee in particular, is plagued by an epidemic of opioid abuse, which has unfortunately now resulted in the resurgence of heroin as a growing threat. A consequence of this opioid abuse is the alarming number of children being born dependent on opioids, afflicted with Neonatal Abstinence Syndrome (NAS). Children born with NAS suffer extreme physical symptoms of withdrawal and require specialized care in the neonatal wards of hospitals. This treatment often consists of the children being given smaller doses of methadone or similar drugs, over time, to break their addiction to opioids. In 2015, Appalachia HIDTA, in conjunction with the Metropolitan Drug Commission, conducted a multi-media campaign, “Born Drug Free Tennessee”, to educate the public and refer potential affected mothers to assistance programs. This campaign utilized television and radio public service announcements, billboards, and print media to educate and inform the public. Training for opioid providers was also provided.

During CY 2015, the AHIDTA assisted law enforcement in the region in obtaining and being trained to utilize Naloxone, a nasal spray designed to reverse the symptoms and stabilize an opioid overdose victim. To reduce the number of fatalities which can result from opiate overdoses, the Charleston Police Department in Kanawha County, West Virginia, trained its officers in the proper pre-hospital administration of nasal naloxone and the proper use of bag valve masks. In order to implement a safe and responsible nasal naloxone plan, the department established a professional affiliation with the Kanawha-Charleston Health Department which provides medical oversight over its use and administration. The Kanawha-Charleston Health Department makes recommendations regarding the policy, oversight, training, and administration of the nasal naloxone program developed and implemented by the Department. The Kanawha-Charleston Health Department conducts an inspection of the program on a semi-annual basis to ensure proper medical oversight. The Kanawha County Sheriff's Department also has a naloxone program. Currently, the supervisors are trained and carrying naloxone with future plans of training the whole department. Both organizations receive funding for their naloxone program from Appalachia HIDTA. Other law enforcement agencies in West Virginia also carry naloxone, Morgantown Police Department,

WVU Police Department, and the Monongalia County Sheriff's Department to name a few. Additionally, The AHIDTA provided Naloxone to the Knoxville Police Department (TN) to be deployed in patrol vehicles assigned to areas identified as critical.

## VII. Goal 1 Performance Measures

### 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.

In 2004, the HIDTA program established and implemented a software tool, the Performance Management Process (PMP) geared at collecting data required by ONDCP. The PMP allows each of the 28 HIDTA's, including the Appalachia HIDTA, to measure and evaluate its performance. Each designated HIDTA sets its own performance expectations for the upcoming year and works closely with ONDCP to ensure those performance measures are reasonable, attainable, and can be reliably measured. The AHIDTA's Management and Coordination initiative, along with the ISC Manager, utilizes PMP to track and monitor initiative efforts to conduct annual reviews of those initiatives. Utilizing the PMP, the Appalachia HIDTA is able to produce its Annual Report as a means to assess the outcomes of its efforts to achieve the pre-established performance goals and targets as outlined by ONDCP.

The following series of tables and charts are designed to present specific outputs and measures set forth by the goals of the Appalachia HIDTA and the National HIDTA program, as expressed in Goal 1.

HIDTA's across the country routinely target drug trafficking organizations (DTOs) and the initiatives operating within the Appalachia HIDTA region are dedicated to neutralizing them. The AHIDTA, by its very nature, focuses its efforts on identifying and disrupting and/or dismantling DTOs that impact the national (and in some cases international) drug market. These DTOs engage in trafficking, transportation, distribution, and money laundering activities alike. The DTOs operating in the AHIDTA region are involved in the distribution of a multitude of drugs. Organizations within the four-state area the Appalachia HIDTA encompasses frequently are involved in the distribution and diversion of highly addictive and equally devastating prescription drugs; they cultivate and/or distribute marijuana locally and nationally; have a hand in the distribution of potent heroin; spend time manufacturing and/or distributing methamphetamine; and are involved in the trafficking and distribution of cocaine, crack cocaine, crystal methamphetamine, and in most instances, firearms.

In compliance with the National HIDTA Goal 1 regarding the disruption of illegal drugs and dismantling of DTOs and MLOs, tables 1 through 4 illustrate the substantial impact Appalachia HIDTA initiatives inflict upon DTOs operating at the international, national, regional, and local levels.

**CORE TABLE 1: DTOs/MLOs DISRUPTED AND DISMANTLED AS PERCENT OF EXPECTED**

<b><i>Table 1: DTOs and MLOs Disrupted and Dismantled by the Appalachia HIDTA as Percent of Expected</i></b>			
	<b>2013</b>	<b>2014</b>	<b>2015</b>
<i>DTOs/MLOs Expected to be Disrupted or Dismantled</i>	139	103	130
<i>DTOs/MLOs Disrupted or Dismantled</i>	131	166	138
<i>International</i>	10	6	2
<i>Multi-State</i>	101	122	105
<i>Local</i>	20	38	31
<i>DTOs/MLOs Disrupted or Dismantled as Percent of Expected</i>	94%	161%	106%

*As of 3/31/2016*

During the budget and planning process, which occurs at the beginning of each calendar year, the initiatives with the Appalachia HIDTA predict how many DTOs/MLOs they expect to dismantle or disrupt in the upcoming months. Table 1 (above) displays initiative projections, represented as an overall total for the AHIDTA over the last three years and corresponding numbers related to the actual disruptions and/or dismantlements that took place during the calendar year. This core table also breaks down the actual values by scope or reach of the DTO/MLO, such as if it were operating on the international, regional, or local level. Table 1 illustrates that in CY 2015, the Appalachia HIDTA initiatives expected to dismantle and/or disrupt 130 DTOs/MLOs. As expressed in the data above, AHIDTA law enforcement initiatives exceeded that prediction by disrupting and/or dismantling 138 DTOs/MLOs, 106% of their original goal for CY 2015. After not meeting its projection in CY 2013, the law enforcement initiatives have been better adjusted in their calculations of upcoming successes with regard to the number of DTOs/MLOs they will disrupt or dismantle. Actual disruptions or dismantlements for CY 2015 were just shy of the 3-year average (CY 2013 - CY 2015) of 145 (-4.9% of average). The AHIDTA will continue to monitor projections and assess if mid-year CY 2016 corrections are necessary.

Core table 2 also portrays data for the past three calendar years and represents the total number of DTOs/MLOs disrupted and/or dismantled by the Appalachia HIDTA law enforcement initiatives against the total number of DTOs/MLOs that are under investigation/have been identified by these same law enforcement initiatives.

**CORE TABLE 2: DTOs/MLOs DISRUPTED AND DISMANTLED AS PERCENT OF ALL OPEN DTO/MLO CASES**

<b>Table 2: DTOs and MLOs Disrupted and Dismantled by the Appalachia HIDTA as Percent of all DTOs/MLOs Open</b>			
	<b>2013</b>	<b>2014</b>	<b>2015</b>
<i>DTOs/MLOs Identified</i>	408	471	509
<i>DTOs/MLOs Open</i>	408	469	509
<i>International</i>	23	23	27
<i>Multi-State</i>	291	330	362
<i>Local</i>	94	116	120
<i>DTOs/MLOs Disrupted or Dismantled</i>	131	166	138
<i>International</i>	10	6	2
<i>Multi-State</i>	101	122	105
<i>Local</i>	20	38	31
<i>DTOs/MLOs Disrupted or Dismantled as Percent of those Open</i>	32%	35%	27%
<i>International</i>	43%	26%	7%
<i>Multi-State</i>	35%	37%	29%
<i>Local</i>	21%	33%	26%

As of 2/25/2016

As documented in the table above, of the 509 DTO/MLOs under investigation by AHIDTA law enforcement initiatives, 138 were disrupted or dismantled in CY 2015 (27%). While statistically 27% of disruptions or dismantlements as a percentage of all DTO/MLO investigations open is slightly lower than previous years have witnessed, the number of DTO investigations open by the AHIDTA task forces in 2015 is 61% higher than the 3-year average spanning CY 2012 to CY 2014 (315 open).

Core table 2 creates a visual aid in understanding the Appalachia HIDTA’s efforts toward dismantling DTOs/MLOs operating beyond the Appalachia region. AHIDTA law enforcement initiatives identified 389 organizations to be operating in more than one state or outside of the United States. The work of the initiatives throughout the AHIDTA AOR led to the disruption or dismantlement of 107 of these larger, more sophisticated DTO/MLOs. The information contained within tables 1 and 2 illustrate a progression of more multi-state and/or international groups operating in the AHIDTA between CY 2013 and CY 2015. The numbers in table 2 illustrate slightly lower numbers by way of DTOs/MLOs being disrupted or dismantled as compared to CY 2014, yet this decrease in activity can be notably explained when compared to the actual number of open investigations. In CY 2014, Appalachia HIDTA law enforcement initiatives had -8.5% fewer open investigations of DTOs than in CY 2015, with just a 7% discrepancy in disruptions/dismantlements from one year to the next.

The Appalachia HIDTA is committed to impact local drug trafficking as well. In CY 2015, AHIDTA task forces had 120 local DTOs under investigation, and disrupted or dismantled 25% of those targeted. While local trafficking organizations may not seem as important as those groups operating on a larger stage, it is, in fact, one of the most critical components to drug law enforcement. When a local DTO is disrupted or dismantled, a portion of a larger DTO/MLO is removed, and operations for those multi-state/international organizations are significantly impacted. Additionally, by allowing the communities and citizens of Appalachia to see that law enforcement is not ignoring

their local drug-related issues helps solidify that law enforcement is responsive to their concerns, and is taking a proactive approach to combatting communal threats. By allowing the residents of local, rural communities throughout Appalachia to witness effective policing has a direct, positive effect on the mentality of those communities about assistance from law enforcement. It can also advantageously encourage citizens to partner with law enforcement, pass on concerns for their neighborhoods, and be more apt to report any suspicious drug-related behavior simply because they can see action being taken against distributors and traffickers of dangerous illegal substances.

To further exemplify the Appalachia HIDTA law enforcement initiative's activities and depth of commitment to identify and disrupt or dismantle DTOs/MLOs operating within and outside of the AHIDTA region, it is necessary to highlight other operational accomplishments. The AHIDTA task forces routinely exploit communication methods between DTO members. These investigative techniques often require extensive resources, manpower, and long work hours. In CY 2015, the Appalachia HIDTA task forces conducted 123 Title III interceptions; employed 170 pen registers; and executed 1415 search warrants. In comparison to CY 2014, the law enforcement initiatives operating within the AHIDTA surpassed the previous year in every category in their investigative efforts. For CY 2015, AHIDTA task forces increased Title III intercepts by 43%, pen registers by nearly 10%, and search warrants by 28% from data recorded for the previous year. This is an incredible example of the time and work that LEOs participating on these regional task forces put into their jobs. Title III intercepts, in combination with the number of search warrants executed, demand the time and attention of every member of a task force, oftentimes reducing attention from other investigations. To put these efforts into perspective, in order to execute more than 1400 search warrants during the year, task forces with the Appalachia HIDTA completed 27 search warrants a week, a staggering 170% more than the number of searches being executed in CY 2012 and 67% more than the 3-year average between CY 2012 to CY 2014.

Many law enforcement agencies and organizations, particularly at the federal level, stress the importance of investigations with the potential to qualify for certain investigative designations, such as OCDETF. These designations, like CPOT, are reserved for significant narcotics traffickers who are believed to be the leaders of DTOs responsible for the importation of large quantities of narcotics into the United States.<sup>8</sup> Table 3 (shown on next page) combines the scope of the Appalachia HIDTA's investigative activity for CY 2015 and prior year. The information contained in core table 3 is representative of priority targets under investigation that were: designated in the report year for 2015; under investigation in 2015 regardless of when they were designated; and/or disrupted or dismantled in that year. Table 3 also demonstrates the percent those particular disruptions or dismantlements represented of all disruptions/dismantlements reported. Overall, the law enforcement initiatives for the Appalachia HIDTA disrupted/dismantled 86% of RPOT-designated DTOs and 57% of CPOT-designated DTOs.



**CORE TABLE 3: INVESTIGATIVE ACTIVITY DISMANTLED/DISRUPTED**

***Table 3: Scope of Investigative Activity Dismantled and Disrupted by the Appalachia HIDTA in the year 2015 and Prior***

<i>Type</i>	<i>Active Investigation During Reporting Year</i>	<i>Disrupted or Dismantled</i>	<i>Dismantled and Disrupted as a Percent of Investigative Activity</i>
<i>DTO</i>	501	138	28%
<i>MLO</i>	8	0	0%
<i>CPOT</i>	7	4	57%
<i>RPOT</i>	7	6	86%
<i>OCDETF</i>	60	17	28%
<i>PTO</i>	1	0	0%

*As of 3/31/2016*

The three tables presented thus far are very indicative of the hard work and tireless dedication of the officers and agents in the field. Despite the budget afforded to each task force or initiative, the men and women participating on these task forces continue to effectively disrupt and dismantle significant international, multi-state, and local organizations operating in the Appalachia region year after year.

**CORE TABLE 4: QUANTITY AND WHOLESALE VALUE OF DRUGS REMOVED**

***Table 4: Quantity and Wholesale Value of Drugs Removed from the Marketplace by the Appalachia HIDTA in 2015 (Drugs Combined)***

<i>Drugs Seized</i>	<i>Amount Seized (Kilograms)</i>	<i>Wholesale Value</i>	<i>Percent</i>
<i>Marijuana</i>	5,626.1510	\$34,563,469	3.1%
<i>Marijuana Plants - Outdoors</i>	152,285.2000	\$1,049,534,373	95.3%
<i>Marijuana Plants – Indoors</i>	1,128.5380	\$5,718,157	0.5%
<i>Cocaine Powder</i>	100.3740	\$2,884,347	0.3%
<i>Crack Cocaine</i>	5.6990	\$152,365	0.0%
<i>Methamphetamine</i>	7.0170	\$212,987	0.0%
<i>Ice</i>	121.7350	\$3,976,838	0.4%
<i>Heroin</i>	36.4910	\$2,410,668	0.2%
<i>Ecstasy/MDMA (D.U.)</i>		\$11,092	0.0%
<i>Ecstasy/MDMA</i>		\$1,961	0.0%
<i>Club Drugs and Hallucinogens</i>		\$0	0.0%
<i>Prescription Drugs</i>		\$1,383,524	0.1%
<i>All Other Seizures</i>		\$260,347	0.0%
<b><i>Total</i></b>		<b>\$1,101,110,134</b>	<b>100%</b>

*As of 3/31/2016*

Core table 4 displays the quantities of illegal drugs seized and the estimated wholesale value of those drugs seized by the Appalachia HIDTA enforcement initiatives during CY 2015. Seizing illicit drugs from a DTO has the same effect as seizing profits from a legitimate business. The model a business operates on, to provide products and services based on the perceived wants and needs of the public, is the same premise under which a DTO operates. The price in which it costs a consumer to purchase products from a business is directly related to the

business's ability to produce, obtain, and/or deliver those products, factoring in cost of maintaining their business location, labor costs, and still product a profit. This model remains the same for DTOs. Supply and demand significantly affect the value and cost of illicit drugs, operating or having a DTO presence in a location or city in which that particular drug is sought, and the overhead cost of maintaining operations for the DTO mimics that of a legitimate business. When drugs are seized, it disrupts the ability of the DTO to conduct business and make a profit. Cash, from their illicit business, maintains the existence of the DTO, allowing it to survive. The mere seizure of drugs eliminates obtaining potential profits from those drugs. As seen in table 4 (preceding), during CY 2015, the Appalachia HIDTA prevented DTOs from obtaining \$1.1 billion in potential profits. While the threat posed by heroin, prescription drugs, cocaine, and ice methamphetamine is very substantial, more than 95% of seized wholesale drug value is derived from marijuana plants cultivated in Appalachia. This held true in CY 2014 as well, with upwards of 96% of the total wholesale value of drugs seized stemming from marijuana. The data represented in this table expresses the magnitude of the Appalachia marijuana production threat, and further verifies Appalachia's existence as part of the HIDTA program.

Some drugs were not given a wholesale price due to prices for the Appalachia HIDTA region being unavailable for that particular drug. Any differences in the value of drugs among the regions represented by the AHIDTA were considered when possible in determining the wholesale value of drugs seized respectively. Table 4 also ascertains to the true impact drug seizures by the AHIDTA law enforcement initiatives have on DTOs operating in the region.

Table 5 (below) highlights the sound performance of the Appalachia HIDTA in removing illicit drugs and subsequent (potential) profits from DTOs. The Appalachia HIDTA initiatives seized over \$1.1 billion in illicit drugs during CY 2015, significantly impacting overall availability and probable abuse.

**CORE TABLE 5: RETURN ON INVESTMENT**

<b><i>Table 5: Return on Investment (ROI) for HIDTA Activities by the Appalachia HIDTA</i></b>			
	<b>2013</b>	<b>2014</b>	<b>2015</b>
<b><i>Drug ROI Expected</i></b>	\$157.56	\$153.95	\$160.00
<b><i>Actual Drug ROI</i></b>	\$152.56	\$163.76	\$137.43
<b><i>Actual Drug ROI as Percent of Expected</i></b>	97%	106%	86%
<b><i>Cash and Assets ROI Expected</i></b>	\$2.01	\$2.67	\$2.75
<b><i>Actual Cash/Asset ROI</i></b>	\$3.14	\$2.69	\$2.51
<b><i>Actual Cash/Asset ROI as Percent of Expected</i></b>	157%	101%	91%
<b><i>Total ROI Expected</i></b>	\$159.57	\$156.62	\$162.75
<b><i>Actual Total</i></b>	\$155.71	\$166.45	\$139.94
<b><i>Actual Total ROI as Percent of Expected</i></b>	98%	106%	86%
<b><i>Investigative Budget and Seizures</i></b>			
	<b>2013</b>	<b>2014</b>	<b>2015</b>
<b><i>HIDTA Budget</i></b>	\$6,925,723	\$7,441,773	\$8,011,773
<b><i>Wholesale Value of Drugs Removed</i></b>	\$1,056,650,621	\$1,218,691,682	\$1,101,110,134
<b><i>Assets Seized</i></b>	\$21,789,973	\$20,052,581	\$20,129,660
<b><i>Cash Assets Only</i></b>	\$11,654,337	\$16,101,245	\$10,317,448
<b><i>Total Drugs and Assets Seized</i></b>	\$1,078,440,594	\$1,238,744,263	\$1,121,239,794

*As of 3/31/2016*

When developing expected values for Return on Investment (ROI), the Appalachia HIDTA considers values representative of a three-year average based on actual ROI amounts. The overall value of illicit drugs seized by the Appalachia HIDTA task force initiatives yielded a ROI of \$139.94 for every \$1.00 of HIDTA funding invested in Appalachia investigative and intelligence initiatives. The CY 2015 ROI represents a 16% decrease from CY 2014. The end result for CY 2015, in comparison to previous years, does depict a lower return on investment; however, during 2015, the AHIDTA seized 10.9% less marijuana than seizures during CY 2014. Traditionally, the Appalachia HIDTA’s “bread and butter,” so to speak, has been the amount of marijuana removed from the market, yet with the political climate surrounding marijuana laws and the sheer volume of citizens affected by the abuse of opioids, task forces are having to shift time and attention to more pressing threats. When one considers the increase in seizures of other drugs for CY 2015 against previous years, as well as the increased number of Title III intercepts completed by AHIDTA initiatives into the overall picture, a decreased ROI is easily explained. Shifts in enforcement focus and the additional resources and funding needed in order to complete investigations into multi-state DTOs bringing more dangerous drugs into the Appalachia region are mitigating factors to the overall ROI witnessed in CY 2015.

Despite a decrease in ROI from the previous calendar years, taxpayer funds are being well managed and spent, consistently produce significant measurable results, and have a positive impact on the illicit drug market. In all, the Appalachia HIDTA removed over \$1.1 *billion* in illicit drugs and drug profits from the Appalachia HIDTA marketplace.

**CORE TABLE 6: CLANDESTINE METHAMPHETAMINE LABS**

<b><i>Table 6: Clandestine Methamphetamine Labs Dismantled by the Appalachia HIDTA</i></b>				
<b><i>Meth Cost Per Ounce: \$1,336.00</i></b>				
<b><i>Lab Size</i></b>	<b><i>Number Dismantled 2013</i></b>	<b><i>Number Dismantled 2014</i></b>	<b><i>Number Dismantled 2015</i></b>	<b><i>Estimated Value of Labs 2015</i></b>
<b><i>A. Less than 2 Oz</i></b>	384	212	175	<b><i>\$467,600.00</i></b>
<b><i>B. 2 – 8 Oz</i></b>	20	43	21	<b><i>\$140,280.00</i></b>
<b><i>C. 9 – 31 Oz</i></b>	2	3	0	<b><i>\$0.00</i></b>
<b><i>D. 32 – 159 Oz</i></b>	0	0	0	<b><i>\$0.00</i></b>
<b><i>E. 10 – 20 Lbs</i></b>	0	0	0	<b><i>\$0.00</i></b>
<b><i>F. Over 20 Lbs</i></b>	0	0	0	<b><i>\$0.00</i></b>
<b><i>Total</i></b>	<b><i>406</i></b>	<b><i>258</i></b>	<b><i>196</i></b>	<b><i>\$607,880.00</i></b>

*As of 4/1/2016*

The Appalachia HIDTA has witnessed a progressive decline in the number of clandestine methamphetamine labs dismantled in the region over the last three years. Core table 6 (above) displays the number of methamphetamine labs dismantled CY 2013 – CY 2015 by the AHIDTA law enforcement initiatives. While there are some areas within the AHIDTA that have greater number of lab dismantlement than others, it has become more cost efficient for methamphetamine traffickers to obtain internationally produced ICE methamphetamine than to practice local manufacturing. Overall the steady decline in this category is due in great part to the increase in ICE methamphetamine being trafficked to and throughout the AHIDTA from the Southwest border region. ICE methamphetamine in the AHIDTA region is significantly lower in price and abundantly available from other regions of the United States. DTOs trafficking in methamphetamine, ICE

methamphetamine in particular, are able to obtain massive quantities of the illicit drug instead of manufacturing ounces locally for distribution. The desire to distribute these drugs and turn a profit fuels DTOs to put more effort into acquiring methamphetamine ready for distribution versus spending the time and effort to obtain precursor chemicals in order to manufacture the drugs.

The Appalachia HIDTA continues to assist and support legislative efforts to strengthen controls on the sale of products containing pseudoephedrine. State legislative measures to further limit the monthly or yearly purchase amounts and require a prescription succeeded in both Kentucky and Tennessee in 2014. Though these measures in legislative sessions failed in West Virginia, some national pharmacy chains are voluntarily deciding against the sale of products containing pseudoephedrine within the state. The Appalachia HIDTA task force initiatives continue to seek out and dismantle clandestine methamphetamine laboratories and prosecute manufacturers despite seeing a decrease in number of labs. Currently, methamphetamine has an average selling price of \$1,336 per ounce for the Appalachia region. As seen in table 6, the AHIDTA initiatives prevented the production and distribution of more than \$600,000 worth of methamphetamine.

**APPALACHIA HIDTA CLANDESTINE LABORATORY ACTIVITIES**

<b><i>HIDTA Clandestine Activities for Appalachia HIDTA in 2015</i></b>				
	<i>Baseline</i>	<i># Projected</i>	<i># Identified</i>	<i>% Identified</i>
<i>Laboratory Dump Sites Seized</i>	66	55	57	103%
<i>Chemical/Glassware Equipment Seizures</i>	25	40	46	115%
<i>Children Affected</i>	22	35	54	154%

*As of 4/1/2016*

In CY 2015, AHIDTA initiatives securely processed 57 laboratory dump sites, two less than CY 2014. Task force members encountered 27% more chemical/glassware equipment seizures as compared to the previous calendar year. The Appalachia HIDTA initiatives also removed or assisted in the removal of 54 children from clandestine laboratory locations, which represented a 125% increase over last year (24 children). A total of 81 children and/or non-LEAs were affected, injured or killed by a laboratory or exposed to toxic chemicals in the four states that make up the Appalachia HIDTA.<sup>9</sup> The children affected or removed by the AHIDTA task forces are representative of 67% of the children affected by clandestine laboratory activities in the Appalachia HIDTA states. During CY 2015, the number of children and/or non-LEAs injured or killed by a laboratory is significantly lower, with a decrease of 74.7% from those injured or killed in 2014, despite the increases in other categories.

**VIII. Goal 2 Performance Measures**

The following series of tables and charts are designed to present specific outputs and measures set forth by the goals of the Appalachia HIDTA and the National HIDTA program, as expressed in Goal 2. Goal 2 relates to the efficiency and effectiveness of the HIDTA initiatives. The National HIDTA Goals can be found on page 13 of this document.

**CORE TABLE 7: TRAINING FUNDED AND SUPPORTED**

**Table 7: Training Funded and Supported by the Appalachia HIDTA in 2015**

Type of Training	Students Expected for Training	Students Actually Trained	Training Hours Provided	Percent of Expected Actually Trained	Six Month Follow-up Responses		
					Percent of Students Responding	Course Improved Job-Related Knowledge, Skills, and Abilities	Applied Course Material Since Completion of Training
Enforcement	450	112	594	25%	0%	0%	0%
Analytical	10	4	88	40%	0%	0%	0%
Management	10	6	51	60%	0%	0%	0%
Demand Reduction	0	2,498	3,195	N/A	0%	0%	0%
<b>Total</b>	<b>470</b>	<b>2,620</b>	<b>3,928</b>	<b>557%</b>	<b>0%</b>	<b>N/A</b>	<b>N/A</b>

*As of 4/1/2016*

As expressed in National HIDTA Goal 2, the efficiency and effectiveness of a local HIDTA is directly contributed to the type of training its members receive. The training initiative for the Appalachia HIDTA is an essential component to AHIDTA operations and successes. During CY 2015, the AHIDTA provided training to 2,620 students through a total of 3,928 classroom hours. Training efforts exceedingly surpassed those of the previous year, with an increase of 184% more students being trained with the support of the Appalachia HIDTA training initiative. Training provided was designed to enhance the attendee’s knowledge and performance. As seen in previous years, the Appalachia HIDTA provided training to improve trainee’s computer and analytical skills, develop managerial abilities, and further help implement new and creative investigative techniques. Training provided by AHIDTA assigned and participating agency investigators/agents came free of charge, made possible with Appalachia HIDTA support and funding.

The Regional Training initiative of the Appalachia HIDTA consistently, and effectively, identifies new training courses to help fulfill specific training needs not provided or offered by other federal and state law enforcement training programs. Funding provided for training is targeted for select officers, analysts and other essential staff to attend and/or review potential training opportunities. The AHIDTA is persistent in its training goals. During CY 2015, the AHIDTA Training initiative provided training to 184% more students than trained in the previous year, 2014, exceeding their expected value by more than 500%. Core table 7 demonstrates the effectiveness of the Appalachia HIDTA Training initiative in establishing training resources for targeting trainees.

**CORE TABLE 8: DECONFLICTION**

**Table 8: Deconflctions Processed by the Appalachia HIDTA Region**

Year	Number of Agencies Participating in Deconfliction	Event Deconflctions Processed	Case/Subject/Target Elements Processed	Number of DTOs/MLOs Deconflcted	Percent of DTOs/MLOs Deconflcted
2013	106	3,059	4,707	118	100%
2014	106	3,250	2,779	144	100%
2015	118	4,579	4,753	129	100%

*As of 4/7/2016*

*Deconfliction* is a military and engineering term that refers to the process of avoiding mutual interference, or outright hazards, among systems under the control of one's on side.<sup>10</sup> The Appalachia HIDTA initiatives are all participating members in the deconfliction process. Law enforcement agencies who actively participate in drug trafficking and other criminal investigations regard officer safety as priority number one. The deconfliction of events and case/subject/targets among the law enforcement community is one of many key factor in ensuring officer safety. Event deconfliction is the advanced cross-checking of planned events in order to avoid danger to, or the interruption of, another agency's drug investigative activities. This portion of the deconfliction process is completed by geospatially notifying officers of any other officers/agencies within a defined radius that may cause a conflict. Examples of event deconfliction include activities such as search warrants, surveillance, drug buys, knock and talks, meetings with confidential informants, etc. The other side of the deconfliction coin involves case/subject/target deconfliction to avoid possible conflicts among targets of investigation. Target deconfliction includes the deconfliction of a person or persons, addresses, vehicles, phone numbers, etc., that are priority targets within an investigation. Matching data between law enforcement agencies or organizations creates a real-time notification for the officer(s) so that intelligence sharing on a particular target can take place, helping to eliminate the potential for interference in an investigation.

In October of 2013, the Appalachia HIDTA began processing deconfliction entries through *Case Explorer*, a web-based case management, criminal intelligence and deconfliction system maintained by the Washington/Baltimore HIDTA. The Case Explorer software program allows law enforcement across the country to deconflict their operational activities and receive immediate feedback about any potential interference in their geographic proximity. The Appalachia HIDTA fully supports and encourages all law enforcement agencies within the states of Kentucky, Tennessee, Virginia and West Virginia to use Case Explorer and furthermore provides hands-on training to any law enforcement entities which express an interest in participating in this service. The Appalachia HIDTA ISC conducts Case Explorer training to federal, state and local law enforcement agencies in all four AHIDTA states. Table 8 (page 21) demonstrates the level of use by law enforcement among the Appalachia HIDTA investigative initiatives.

Additionally, 976 event deconflictions were processed through Case Explorer by non-HIDTA agencies. Analysts assigned to the Investigative Support Center were able to assist with more than 50 event deconflictions for non-HIDTA agencies, to include those who do not have access to Case Explorer. These non-HIDTA agencies are representative of 36 local agencies, 5 state agencies, 9 federal agencies, and 11 drug task forces operating within the four AHIDTA states. Louisville Metro Police Department, Kentucky State Police, Bureau of ATF, Department of Homeland Security, U.S. Marshall Service, Knoxville Police Department, West Virginia State Police, U.S. National Park Service, the Northern Kentucky Drug Strike Force and the DEA Lexington Resident Office (RO) are just a few of the non-HIDTA agencies participating in the deconfliction process. These additional numbers are not reflected in Table 8 as they are not part of the AHIDTA initiatives.<sup>11</sup>

As a component of Appalachia HIDTA participant policy, initiatives and participating agencies are mandated to utilize Case Explorer as part of all of their enforcement, eradication and intelligence initiatives. More than 9,000 deconflictions (event and target combined) were processed by the AHIDTA task forces in all. Another component to Table 8 includes the number of DTOs/MLOs deconflicted by Appalachia HIDTA initiatives throughout CY 2015 (129).

**CORE TABLE 9: LEADS REFERRED**

<b><i>Table 9: Leads Referred by the Appalachia HIDTA</i></b>			
		<b><i>Actual Leads Referred:</i></b>	
<b><i>Year</i></b>	<b><i>Leads Expected to be Referred</i></b>	<b><i>Actual Leads Referred</i></b>	<b><i>Actual Leads as Percent of Expected</i></b>
<b>2013</b>	2,961	2,558	86%
<b>2014</b>	960	916	95%
<b>2015</b>	1,215	1,251	102%

As of 4/7/2016

**CORE TABLE 10: ANALYTICAL SUPPORT**

<b><i>Table 10: Cases Provided Analytical Support by the Appalachia HIDTA</i></b>			
<b><i>Year</i></b>	<b><i>Cases Expected to Receive Analytical Support</i></b>	<b><i>Cases Provided Analytical Support</i></b>	<b><i>Cases Actually Supported As Percent of Expected</i></b>
<b>2013</b>	277	108	38%
<b>2014</b>	217	35	16%
<b>2015</b>	129	76	58%

As of 4/7/2016

Core tables 9 and 10 are visual representations of the Appalachia HIDTA’s dedication for intelligence sharing and investigative cooperation. Table 9, specifically, illustrates the number of investigative leads the Appalachia HIDTA (and its members) referred to other law enforcement agencies and/or other HIDTA’s during CY 2015. Aside from the leads referred in 2015, the AHIDTA task forces made 324 investigative referrals to other HIDTA’s and 606 investigative referrals to other law enforcement agencies. Referrals handed to other HIDTA’s represent a 22% increase over referrals for CY 2014.

Core table 10 is designed to show the amount of cases that were provided analytical support by the Appalachia HIDTA Investigative Support Center during CY 2015. The AHIDTA ISC is responsible for collecting, evaluating, analyzing and disseminating law enforcement information and intelligence for the AHIDTA enforcement initiatives. Analysts at the ISC are collocated within the Appalachia HIDTA headquarters and consist of analysts from federal, state, and local agencies. In recent years, the ISC has developed a more stringent set of standards for what constitutes “case support.” Applying these standards affect the type and amount of intelligence analyst work which now qualifies as analytical support. The revision of these standards have resulted in lower expected values and subsequent lower cases provided support. During CY 2015, the ISC increased the number of cases supported by 117% over values documented in 2014. The 2015 expected values were based on a 3-year average of actual cases supported. Additional attention will be placed on these values and efforts to increase cases supported are in place for the current calendar year.

The National HIDTA Assistance Center (NHAC) developed a *HIDTA Case Support Survey* intended to collect the views of case agents regarding the case support services provided by the HIDTA’s Intelligence initiatives. The information collected is intended to assist the HIDTA program with fulfilling requirements set forth by ONDCP.

Additionally, the information contained in the survey responses helps assess the performance of an individual HIDTA’s ISC and identifies areas those ISCs can improve upon the services they provide. Core Table 11, seen below, expresses the results of surveys sent to case agents inquiring as to the satisfaction with the various components of support they received and an overall view of thoughts regarding the assistance a case agent received.

**CORE TABLE 11: CASE SUPPORT SURVEY**

***Table 11: Case Agent Satisfaction with Case Support Provided by the Appalachia HIDTA for 2015***

	Percent of Case Agents:			
<i>“The Case Support Service...”</i>	<i>Agreeing with Statement</i>	<i>Neither Agreeing nor Disagreeing</i>	<i>Disagreeing with Statement</i>	<i>Statement Not Applicable</i>
<i>...provided a clear and logical presentation of information.</i>	86%	14%	0%	0%
<i>...provided added value to the investigation.</i>	92%	8%	0%	0%
<i>...met my expectations.</i>	91%	9%	0%	0%
	Overall Rating of Case Support			
	<i>Very Useful</i>	<i>Somewhat Useful</i>	<i>Not Useful</i>	<i>Not Applicable</i>
<b>Overall, this case support service was:</b>	93%	7%	0%	0%
<i>Survey Results</i>	<i>Cases Supported</i>	<i>Surveys Sent Out</i>	<i>Surveys Received</i>	<i>% of Case Support Useful</i>
	76	98	48	100%

*As of 4/11/2016*

Each year, the Appalachia HIDTA collects the views and opinions of case agents regarding the quality of case support services they have received from their HIDTA ISC. The information collected through a *case support survey* helps the HIDTA program document accomplishments and establishes measures set forth in each HIDTA’s reporting requirements. Table 11 (above) elaborates on the assessment of performance of the Appalachia HIDTA’s intelligence initiative. The information obtained from the surveys regarding case support is utilized to help improve the ISCs case support services offered to a particular case agent. The results of the case support survey(s) sent out for ISC services provided during CY 2015 are documented in table 11. These results are important in establishing expectations met by ISC staff and developing protocols to improve satisfaction yearly. It is the goal of the AHIDTA ISC to increase survey responses by establishing better timelines in which the surveys are disseminated to case agents following a service being provided. While overall ratings illustrate ISC support services to be very useful, moving forward these established timelines will allow for surveys being sent in a more judicious manner and should populate a more positive response.



**CORE TABLE 12: STRATEGIC INTELLIGENCE PRODUCT SURVEY**

<b><i>Table 12: Law Enforcement Executives Assessment of Strategic Intelligence Products Produced by the Appalachia HIDTA for 2015</i></b>				
	<b>Percent of Reviewers:</b>			
<b><i>"The Strategic Intelligence Products..."</i></b>	<b><i>Agreeing with Statement</i></b>	<b><i>Neither Agreeing nor Disagreeing</i></b>	<b><i>Disagreeing with Statement</i></b>	<b><i>Statement Not Applicable</i></b>
<b><i>...provided added value by helping to reduce or close known intelligence gaps or revealing previously unknown information.</i></b>	60%	31%	9%	0%
<b><i>...produced changes in investigative or intelligence priorities.</i></b>	12%	54%	33%	1%
<b><i>...enabled more informed decisions concerning investigative or intelligence initiatives and/or resource allocation.</i></b>	57%	31%	12%	0%
<b><i>...identified new information associated with pending matters or offered insights into information that could change the working premise in a program, initiative, or investigation.</i></b>	63%	27%	9%	1%
	<b>Overall Rating of Strategic Intelligence Products</b>			
	<b><i>Very Useful</i></b>	<b><i>Somewhat Useful</i></b>	<b><i>Not Useful</i></b>	<b><i>Not Applicable</i></b>
<b>Overall, these intelligence products were:</b>	51%	46%	3%	0%
<b><i>Survey Results</i></b>	<b><i>Strategic Products</i></b>	<b><i>Surveys Sent Out</i></b>	<b><i>Surveys Received</i></b>	<b><i>% of Products Useful</i></b>
	2	81	36	97%

As of 4/11/2016

Another assessment of intelligence and information sharing initiatives performance comes by way of the *strategic support survey*. Table 12 (above) describes the overall satisfaction of the information presented within the Appalachia HIDTA’s strategic intelligence products (i.e., Annual Report, Threat Assessment, etc.). The survey regarding AHIDTA’s strategic intelligence products is completed by the Appalachia HIDTA executive board members and other law enforcement executives. The purpose of this survey, and the intended use of its responses/results, are the same as that of the information collected via the case support surveys. The Appalachia HIDTA will continue to improve upon the information presented in these strategic products and is actively setting goals in order to improve the overall rating of the intelligence products produced, as well as improve upon the number of responses collected annually.

***OTHER THREAT SPECIFIC PERFORMANCE MEASURES***

Due to the rich soil and favorable climate conditions experienced in the region, the Appalachia HIDTA area provides an ideal setting for marijuana cultivation. Historically, the AHIDTA has been a major source of domestically grown marijuana.<sup>12</sup> As was witnessed in CY 2014, again only second to California, Kentucky ranks among the top 5 for total eradicated plants, and weapon seizures through eradication efforts. Following Kentucky’s ranking, West Virginia and Tennessee ranked in the top 10 for total eradicated plants across the nation.

Cultivators have been known to grow marijuana on public lands in Kentucky and Tennessee, specifically the Daniel Boone National Forest; Cherokee National Forest; the Great Smokey Mountains; and Big South Fork National Park. For decades, National Forest lands have provided marijuana growers with an ideal environment for marijuana cultivation. Forestlands are remote, sparsely populated, very accessible, and the soil and climate conditions are ideal for cannabis cultivation. Traditionally, marijuana growers have perceived the vast rural nature of the National Forests too large for law enforcement officials to detect cultivation activities.

Threat Specific tables 1 and 2 highlight the positive impact the Appalachia HIDTA eradication and investigative initiatives have had in terms of outdoor and indoor plants eradicated. The eradication initiatives with the Appalachia HIDTA are extremely proactive. Members of these initiatives conduct pre-season aerial and ground surveillance in addition to the numerous hours spent surveilling the region during production season to identify and eliminate indoor and outdoor cultivated marijuana alike. Any intelligence and investigative leads garnered from eradication operations with respect to the cultivation and distribution of marijuana, in particular organizations involved in these activities, are shared with other HIDTA's and/or law enforcement agencies as deemed appropriate.

**THREAT SPECIFIC TABLE 1: OUTDOOR MARIJUANA PLANTS ERADICATED, BY YEAR**

<b><i>Appalachia HIDTA Outdoor Marijuana Plants Eradicated</i></b>				
<b><i>Marijuana Cost per Plant (lb.): \$2,000.00</i></b>				
<b><i>Year</i></b>	<b><i>Plants on Federal Land Identified/Targeted</i></b>	<b><i>Plants on Non-Federal Land Identified/Targeted</i></b>	<b><i>Total: Marijuana Plants Eradicated</i></b>	<b><i>Value of Marijuana Plants Eradicated</i></b>
<b>2012</b>	48,836	438,316	487,152	<b>\$974,304,000</b>
<b>2013</b>	148,191	411,114	559,305	<b>\$1,118,610,000</b>
<b>2014</b>	34,275	338,652	372,927	<b>\$745,854,000</b>
<b>2015</b>	122,626	492,952	615,578	<b>\$1,231,156,000</b>

*As of 4/8/2016*

**THREAT SPECIFIC TABLE 2: INDOOR MARIJUANA PLANTS ERADICATED, BY YEAR**

<b><i>Appalachia HIDTA Indoor Marijuana Plants Eradicated</i></b>			
<b><i>Marijuana Cost per Plant (lb.): \$2,400.00</i></b>			
<b><i>Appalachia HIDTA Averages</i></b>	<b><i>Year</i></b>	<b><i>Total: Indoor Marijuana Plants Eradicated</i></b>	<b><i>Value of Indoor Marijuana Plants Eradicated</i></b>
<b>2012-2014 Average: 4,006</b>	2012	4,331	<b>\$10,394,400</b>
	2013	4,075	<b>\$9,780,000</b>
<b>2013-2015 Average: 3,475</b>	2014	3,613	<b>\$8,671,200</b>
	2015	2,736	<b>\$6,566,400</b>

*As of 4/8/2016*

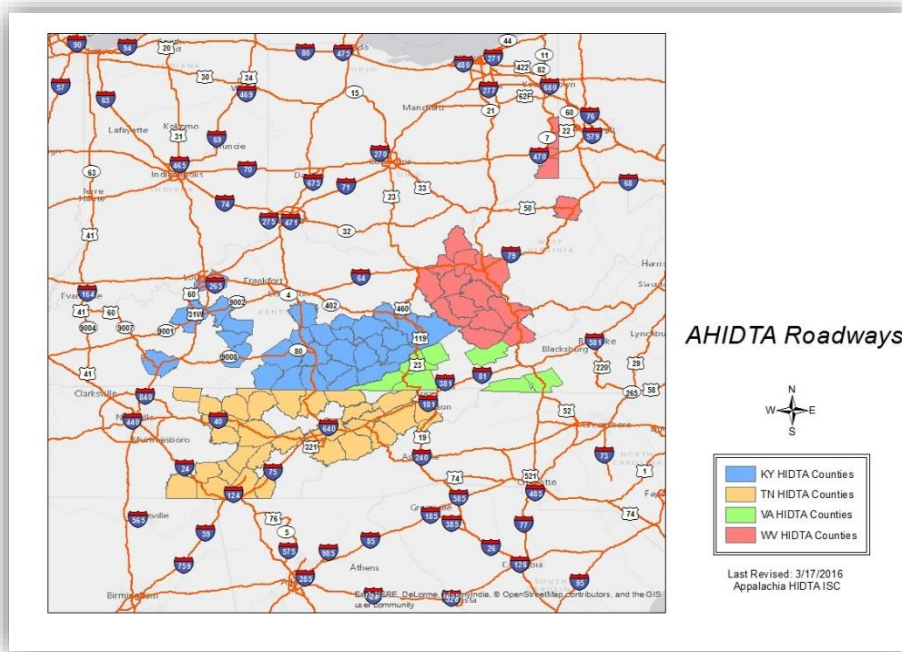
Overall, Appalachia HIDTA eradication outcomes are expressed in the value of seized marijuana plants. Not only did the AHIDTA eradication and investigative initiatives remove \$34.5 million of processed, bulk marijuana

from the illicit drug marketplace, but these initiatives prevented over \$1.2 billion of marijuana from ever reaching the marketplace. Illicit funds of this magnitude would have a significant impact not only on the market itself, but by way of supply and demand, but would have devastating consequences to the communities marijuana traffickers operate within, allowing for equality and influence gaps among its residents. The preceding tables are a great visual representation of the hard work and dedication of the individuals and agencies who participate on an Appalachia HIDTA eradication or investigative initiative to reduce the supply of marijuana available not only in Appalachia, but across the United States.

### Appalachia HIDTA Interdiction Efforts

Interdiction is a military term for the act of delaying, disrupting, or destroying enemy forces or supplies en route to the battle area. The term interdiction is also used in criminology and law enforcement, such as in the U.S. war on drugs.<sup>13</sup> The law enforcement initiatives of the Appalachia HIDTA are not only committed to disrupting the flow of drugs through investigative techniques, but also through interdiction methods. Drug traffickers commonly use private and commercial vehicles, package shipping services, and public transportation to transport illicit drugs into and through the Appalachia HIDTA region. The information below is intended to highlight the interdiction efforts of the HIDTA initiatives who actively participate in this activity.

#### Domestic Highway Enforcement - Interdiction Plus



The web of highways through Kentucky, Tennessee, Virginia, and West Virginia provide access to the Appalachia HIDTA and transit to other parts of the country, especially the Midwest, Mid-Atlantic, and the Southeast. These highways and roadways weave into, throughout, and out of major cities known to be major drug distribution areas in the United States. Interstate systems are utilized by drug transporters for trafficking drugs from the Southwest border via these regional distribution cities. There are eight U.S. interstates that traverse the Appalachia HIDTA as well as a variety of U.S. and State highways. The Appalachia HIDTA Domestic Highway Enforcement Interdiction Plus Task Force (DHE) is based in Knoxville, Tennessee, and is led by the Tennessee Highway

Patrol (THP). The information and lessons gleaned from formal DHE units and operations around the country have assisted the AHIDTA in its interdiction efforts. Interdiction Plus has proven to be an effective operation in attacking the threat posed by drug traffickers travelling into and through the AHIDTA area of operation.<sup>14</sup> During CY 2015, the interdiction efforts by DHE yielded seizures of:

- More than 5,000 grams of ICE
- 2,319 grams of cocaine
- 1,003 grams of heroin
- 1,270.5 prescription d.u.
- Made 208 arrests
- \$231,987 in cash/assets

The amount of heroin seized represents an astonishing 7615% increase over the amount seized in CY 2014. The increase is demonstrative of the opioid crisis facing Appalachia.

### **Appalachia HIDTA Parcel Interdiction Initiative**

The Louisville Metro Police Package Interdiction Unit spear-heads the Appalachia HIDTA Parcel Interdiction initiative (AHPII) and conducts package interdiction operations in Jefferson County, Kentucky. The primary mission and function of the AHPII is not to seize parcels and its contents but to forward parcels for controlled deliveries and thereby helping to facilitate arrests in other jurisdictions. A rather substantial amount of commercial trade in Appalachia is completed via the shipment of goods across, within, and outside of the region. The intelligence information obtained from seized parcels, including sender, origin address, receiver, and destination address are reported to the El Paso Intelligence Center (EPIC) National Seizure System and is also available via a secure AHIDTA website.

The success of the AHPII's efforts in disrupting the flow of illegal drugs and illicit proceeds through the Louisville, Kentucky area can be found in Threat Specific Table 3 (below). In addition to the seizures and statistics represented in the visual table, the AHPII forwarded 122 packages to other jurisdictions across the nation for the intended purpose of a controlled delivery. In many cases, the controlled deliveries allowed law enforcement agencies to initiate investigations on DTOS involved in multi-state drug trafficking operations.

**THREAT SPECIFIC TABLE 3: APPALACHIA HIDTA PARCEL INTERDICTION SEIZURES, 2015**

<b>AHPII Seizures for CY 2015</b>	
	<b>Quantity</b>
<b>Marijuana</b>	<b>10,183 lbs.</b>
<b>Cocaine</b>	<b>156.6 lbs.</b>
<b>ICE Methamphetamine</b>	<b>129.7 lbs.</b>
<b>Heroin</b>	<b>30.1 lbs.</b>
<b>Prescription Drugs</b>	<b>8,415 du</b>
<b>Synthetics</b>	<b>58 lbs.</b>
<b>Cash</b>	<b>\$1,758,596</b>

## **Metropolitan Drug Enforcement Network Team (MDENT)**

Each state within the Appalachia HIDTA region faces its own set of unique challenges with regard to drug trafficking. West Virginia, in particular the Charleston area, is no different. Many residents of major drug distribution cities utilize public transportation by way of bus and/or train for travel to Charleston in attempts to traffic drugs to the area. The Metropolitan Drug Enforcement Network Team (MDENT) is commanded by the Charleston Police Department and conducts routine interdiction efforts on highways/interstates; bus/train stations; parcel/shipping services; hotels; and local airports.

Companies who specialize in cheap, public transportation such as Greyhound and Amtrak, have connecting stations in Charleston from cities like Detroit and Columbus. Parcel and shipping services, to include Fed Ex and the U.S. Postal Service, are a popular method of shipping both drugs and illegal proceeds. Hotels that traditionally offer cheaper overnight rates (Motel 6, Red Roof Inn, etc.) are the frequent resting stop for DTO members to conduct operations. Task force officers assigned to MDENT's interdiction efforts are very astute of their surroundings and lengths DTOs operating in West Virginia go to in order to carry out their illicit business.

CY 2015 seizures by MDENT due to their interdiction efforts included more than 4,000 d.u. of diverted prescription drugs; 53 grams of crack cocaine; more than 1,000 grams of methamphetamine; 2,155 grams of K-2 (spice); 141 fraudulent credit cards; 12 firearms; 60 suboxone strips; and nearly \$200,000 in U.S. currency. In addition to these seizures, upwards of 3,000 grams of edible marijuana products were seized through parcel interdiction methods where items such as brownies, lollipops, and gummi-bears were intercepted being shipped via Fed Ex.

Firearm seizures increased 75% and the amount of crack cocaine being intercepted in 2015 was 300% higher over levels of crack seized in 2014 through interdiction. Suboxone strip seizures represented in the 2015 interdiction statistics for MDENT increased 200% over those experienced in CY 2014. The market for Suboxone, legitimate and illegitimate, continues to thrive in regions with rampant pill and heroin abuse<sup>15</sup> - an issue that has plagued West Virginia for a decade.

### **Appalachia HIDTA Prevention**

#### **Give Me a Reason**

The *Give Me a Reason* drug prevention initiative is a voluntary drug testing program designed as a way for our youth to avoid peer pressure and give them a reason to say “no” to drug use. When confronted with drugs, this initiative will give youth an opportunity to say: “I can’t use drugs, my parents drug test me!”

*Give Me a Reason* provides free saliva-based drug testing kits to parents or caregivers. The non-invasive test is then given within the privacy of your home with results\* in approximately 10 minutes. The kit tests for a variety of drugs including: amphetamines (Adderall, Ecstasy), buprenorphine, benzodiazepines (Xanax, Valium), cocaine, methamphetamine, methadone, opiates (Codeine, Heroin, Morphine, Oxycodone, and Hydrocodone), phencyclidine (PCP), and marijuana (THC).

*Give Me a Reason* launched in October, 2014 and 518 kits were made available in its debut. Since that time, the Appalachia HIDTA, in conjunction with coalition groups and other law enforcement agencies throughout the AHIDTA area, have made more than 6,000 drug testing kits available to parents and youth across the region.

## No More NAS!

Tennessee currently ranks second in the nation, per capita, for the number of prescriptions written. Treatment data indicates that prescription opioids rank as the number one abused drug among individuals receiving state-funded services. Since 1999, there have been over 500 documented unintentional drug overdose deaths in Knox County (TN), with alarming increases over the last three years. Neonatal Abstinence Syndrome (NAS) is a condition with painful symptoms and withdrawal of newborns who are exposed prenatally to opioids. Symptoms of NAS include inconsolable crying, difficulty feeding, gastrointestinal problems (including loose stools that can cause breakdown of skin), and seizures/convulsions. Medical professionals feel these children are at higher risk for attention deficit disorders, difficulty with focus on tasks, and are more likely to become addicted themselves. The Tennessee Department of Health began a NAS (Neonatal Abstinence Syndrome) registry in 2013. 921 drug-exposed infants were reported during that year; 11.6% were in Knox County and another 28.1% were from the East Tennessee Region. While the long-term implications of infants born with NAS are unknown, they are 100 percent preventable.

In 2015, the Appalachia HIDTA, in conjunction with the Metropolitan Drug Commission (Tennessee) and the Knoxville Police Department, partnered to produce a multimedia campaign, “Born Drug Free Tennessee,” in an attempt to educate the public on the effects of NAS. *No More NAS!* prevention initiative provides cooperation and collaboration between law enforcement and public health to;

- Provide training for obstetrical and gynecological providers on the science of addiction;
- Help implement prevention techniques with patients;
- Educate the public on treatment options available in the community;
- Help provide counseling to women who are of childbearing age on the importance of preventing pregnancy if it is medically necessary for the individual to be placed on controlled substances;
- Implementation of a substance abuse screening tool, the 5 Ps;
- Educate medical providers and the general public through public service announcements (PSAs) and other printed educational materials.

Under the *No More NAS!* initiative, for CY 2015, the Metropolitan Drug Commission reports:

- 219 babies reported to the TN NAS registry from Knox County and East Tennessee.
- 29 medical providers trained on addiction science and substance abuse screening processes.
- 7 obstetrical and gynecology practices who are implementing the 5 Ps.
- 63,519 web hits on the Born Drug Free Tennessee website (borndrugfreetn.com)

In dealing with NAS, Huntington, West Virginia, has a unique resource in Lily’s Place. There are a limited number of beds in hospitals for caring for critically ill babies since the average drug exposed baby requires four to six weeks of care. Most neonatal intensive care units are designed for intensive, not therapeutic, care. There just simply is not enough beds for both critically ill babies and babies with NAS. Facilities like Lily’s Place offer group residential accommodations for NAS babies and offer help and support to families.

## On The Move!

*On the Move!* was debuted on December 5, 2013 in Rockcastle County, Kentucky. *On the Move!* is a drug education and prevention initiative targeting students in the 7th and 10th grades. AHIDTA partners with Operation Unite and the Kentucky Army National Guard to provide the five-component program free to middle and high schools across the Appalachia region. The program consists of an interactive mobile classroom, simulated impaired driving experience, fatal vision tri-cycle course, fatal reactions, and fatal reflections. To date,

the *On the Move!* mobile classroom has been provided to 10,141 students at 112 schools in 28 counties within Kentucky, Virginia, and West Virginia.

*“This particular program may be one of the best I have ever seen as far as getting students involved, thinking, and providing important educational information in a format and manner that the students responded to positively. The program combines both the educational component while also gathering data from the student population that can be put to immediate use within the school and community.”* **Russell Halsey, Principal, Johnson County Middle School**

### Gun Culture in the Appalachia HIDTA AOR

In modern America, its citizens do not face the numerous dangers that threatened early settlers and frontiersmen. Today, privately owned firearms are used for sport shooting, recreational hunting, and home protection.<sup>16</sup> In the Appalachia region, gun use and ownership is extensive making firearms a valuable commodity. Not only are guns common within the DTOs operating within the AHIDTA, but the selling or trading of personal firearms and/or stolen firearms for drugs are another component to both drug and firearms trafficking in Appalachia. Historically, gun control is seen as less strict in the Appalachia region, creating an environment for criminal syndicates to buy guns here and transport and use in their home areas where gun law may be more restrictive. It has been common-place over the years for firearms traced back to Appalachia to have been recovered in locations across the country. The seizing and destroying of firearms from drug violators is a vital function for Appalachia HIDTA area law enforcement agencies. The threat specific table below demonstrates the number of firearms seized by Appalachia HIDTA initiatives over the past four years and the estimated value to residents if the firearms could be resold. Firearms, however, have no intrinsic value to law enforcement as negotiable financial instruments since they cannot be resold once they are seized and must be destroyed. CY 2015 culminated in a 45% increase in firearms seized over the previous year and also represents a 38% higher seizure amount than the most recent four-year average.

**THREAT SPECIFIC TABLE 4: FIREARMS SEIZED**

Firearms Seized by the Appalachia HIDTA		
YEAR	# OF FIREARMS	ESTIMATED VALUE
2012	823	\$187,851
2013	1,020	\$469,439
2014	1,045	\$390,240
2015	1,513	\$567,701
AVERAGE 2012-2015	1,100	\$403,807

## IX. Conclusions

The 2015 Appalachia HIDTA Annual Report clearly and conclusively displays the success of the Appalachia HIDTA. The tables and other visual aids unmistakably demonstrate that the Appalachia HIDTA is meeting its goals, fulfilling its mission, and surpassing National HIDTA goals in some cases.

The National HIDTA program clearly defines that a priority for all HIDTA's is to disrupt the market for illegal drugs and to disrupt and/or dismantle drug trafficking and money laundering organizations. In CY 2015, the Appalachia HIDTA disrupted/dismantled 138 DTOs/MLOs. Roughly 78% of disrupted/dismantled DTOs/MLOs (107) operated across state or country lines, while 22% of all disruptions/dismantlements were local DTOs/MLOs whose operational area was located primarily within the Appalachia HIDTA region. Local DTOs are equally important to focus attention on, and must not be lost in initiative focus or desire to develop RPOT, CPOT or OCDETF investigations. In the end, all drug trafficking is local, with significant impacts on the quality of life citizens of the AHIDTA AOR are afforded. The disruption of a local DTOs has immediate and far reaching effects upon the profits and cash flow to larger DTOs.

The overall success of the Appalachia HIDTA initiatives is expressed in the volume of wholesale drugs and assets removed from the illicit drug market, which exceeded \$1.2 billion in value. The AHIDTA had a total ROI of \$139.94 for every \$1.00 spent from its overall 2015 HIDTA budget. The Appalachia HIDTA is unambiguously meeting its requirements under National HIDTA Goal 1. Drug availability is being reduced and DTOs/MLOs are being disrupted, dismantled, and destroyed.

National HIDTA Goal 2 requires each HIDTA to improve the efficiency and effectiveness of its initiatives. The Appalachia HIDTA continues, each year, to make significant strides toward meeting National HIDTA Goal 2. The Appalachia HIDTA Training initiative continues to increase the quality of training provided while increasing the number of students trained and training hours provided. Across the four states included in the AHIDTA region, the Appalachia HIDTA ISC continues to educate and train law enforcement agencies on the utilization of deconfliction, annually increasing the number of event and case/subject deconflictions processed through Case Explorer. The number of leads referred to other law enforcement agencies and other HIDTA's exceeded 100% of those expected for CY 2015. Additionally, the feedback provided through the case support and strategic intelligence product surveys is instrumental in the AHIDTA's advancement toward meeting National HIDTA Goal 2.

The information, statistics, and total outcomes presented in this report are tangible, irrefutable proof that the Appalachia HIDTA is operating in an efficient and effective manner and is a trailblazer in the National HIDTA program. The Appalachia HIDTA's ability to sell its vision to its participating members is further proof of its successes year to year. Operating within an atmosphere where year-end results are more important than who gets the credit increases the willingness to share information, helps develop cooperative multi-jurisdictional investigations and ultimately creates lasting relationships among federal, state and local law enforcement participating in the Appalachia HIDTA program. This is the ultimate and true purpose of the National HIDTA program and the Appalachia HIDTA continued to use its past successes and experiences gained to have a successful CY 2015. Successes which ultimately led to the Appalachia HIDTA being named the *HIDTA of the Year* by the National HIDTA program and ONDCP for 2015 - an honor received due to the work and dedication of the AHIDTA initiatives and its members.

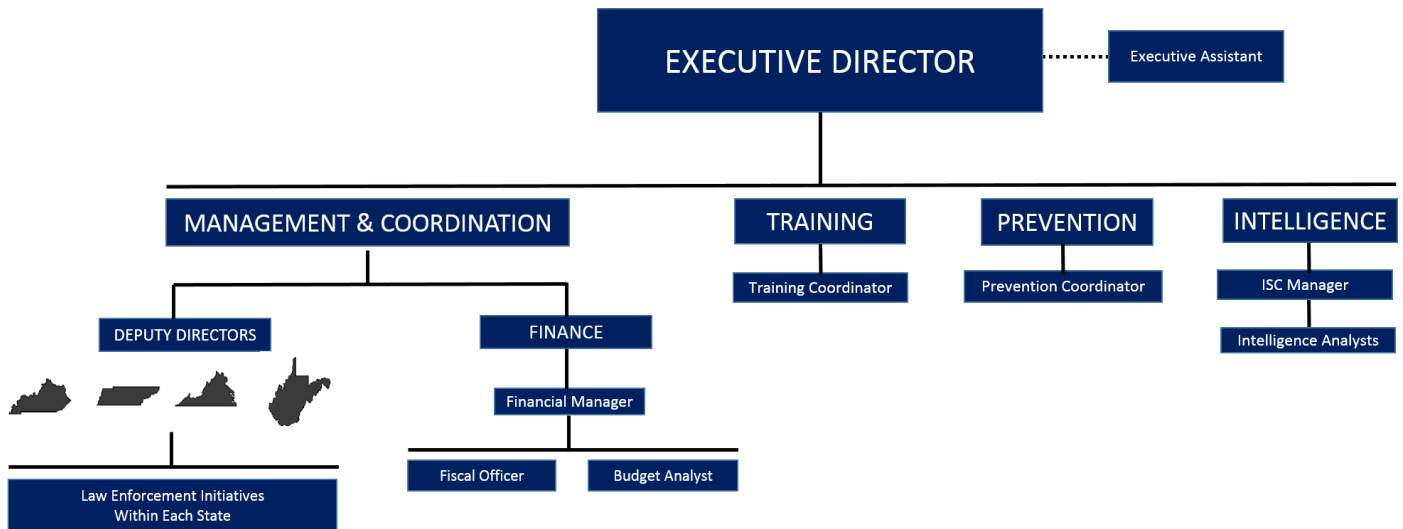
The drug threats faced in Appalachia require a complex, multi-faceted approach that targets drug production, trafficking, distribution and demand. The Appalachia HIDTA is exceptionally suited to provide the response necessary. Cooperation among federal, state and local law enforcement agencies, the AHIDTA's investigative efforts, assistance from intelligence and support initiatives, and the desire to target drug trafficking organizations and reduce the impact on the Appalachia communities are paramount to the continued success of the Appalachia



HIDTA. Year in and year out, the Appalachia HIDTA strives to have a positive influence on the standard of living and quality of life within its communities by effectively reducing the availability of illegal drugs in the region.

## X. Appendices

### Appendix A: Table of Organization for the Appalachia HIDTA



### Appendix B: Appalachia HIDTA Executive Board

**Chris Cohron**, Chairman  
Commonwealth Attorney  
Eighth Judicial Circuit of Kentucky

**William J. Ihlenfeld, II**, Vice-Chairman  
U.S. Attorney  
Northern District of West Virginia

**Joseph Barki, III**  
County Prosecutor  
Brooke County (WV)

**Timothy C. Bledsoe**  
Captain  
West Virginia State Police

**Rodney Brewer**  
Commissioner  
Kentucky State Police

**Carol Casto**  
Acting U.S. Attorney  
Southern District of West Virginia

**Karl C. Colder**  
Special Agent in Charge  
DEA - Washington Division Office

**John R. Cooper**  
Special Agent in Charge  
Bureau of ATF - Louisville

**Jerry Davis**  
Captain  
Virginia State Police

**John Fishwick, Jr.**  
U.S Attorney  
Western District of Virginia

**Thomas Gorman**  
Assistant Special Agent in Charge  
DEA - Louisville Field Division

**Stephen Hamm**  
Chief  
Big Stone Gap Police Department (VA)

**Nancy S. Harr**  
Acting U.S. Attorney  
Eastern District of Tennessee

**Kerry B. Harvey**  
U.S. Attorney  
Eastern District of Kentucky

**Bryan Howay**  
Lieutenant Colonel  
Kentucky Army National Guard

**T.J. Jordan**  
Assistant Director  
Tennessee Bureau of Investigation

**John Kuhn**  
U.S. Attorney  
Western District of Kentucky

**Howard Marshall**  
Special Agent in Charge  
FBI - Louisville Division

**David Rausch**  
Chief  
Knoxville Police Department (TN)

**David Rivera**  
U.S. Attorney  
Middle District of Tennessee

**Daniel Salter**  
Special Agent in Charge

DEA - Atlanta Field Division

**Raymond "Keith" Scott**

Lieutenant Colonel

Tennessee National Guard - Counterdrug

**Danny Webb**

Sheriff

Letcher County (KY)

**Brent Webster**

Chief

Charleston Police Department (WV)

**Appendix C: Participating Agencies**

**FEDERAL**

Bureau of Alcohol, Tobacco, and Firearms

Drug Enforcement Administration

Federal Bureau of Investigation

FSA: DOJ Asset Forfeiture

Immigration and Customs Enforcement

Internal Revenue Service

U.S. Homeland Security

United States Attorney's Office, Eastern District of Kentucky

United States Attorney's Office, Western District of Kentucky

United States Attorney's Office, Eastern District of Tennessee

United States Attorney's Office, Middle District of Tennessee

United States Attorney's Office, Western District of Virginia

United States Attorney's Office, Northern District of West Virginia

United States Attorney's Office, Southern District of West Virginia

United States Marshals Service

United States Postal Inspection Service

**STATE**

Kentucky Attorney General's Office

Kentucky Cabinet for Health Services

Kentucky Civil Air Patrol

Kentucky National Guard

Kentucky State Police

Tennessee Air National Guard

Tennessee Bureau of Investigations

Tennessee Highway Patrol

Tennessee National Guard - Counterdrug

Virginia State Police

West Virginia National Guard

West Virginia State Police

**LOCAL**

Kentucky

Bardstown Police Department

Bell County Sheriff's Office

Berea Police Department

Bowling Green Police Department

Campbellsville Police Department

Elizabethtown Police Department

Hardin County Sheriff's Office

Hazard Police Department

Jefferson County Sheriff's Office  
Laurel County Fiscal Court  
Laurel County Sheriff's Office  
Lebanon Police Department  
Leitchfield Police Department  
London Police Department  
Louisville Metro Police Department  
Madison County Sheriff's Office  
Nelson County Sheriff's Office  
Pikeville Police Department  
Pineville Police Department  
Radcliff Police Department  
Richmond Police Department  
Somerset Police Department  
Vine Grove Police Department  
Warren County Fiscal Court  
Warren County Sheriff's Office  
Western Kentucky University Police Department

### Tennessee

12<sup>th</sup> Judicial District Drug Task Force  
Anderson County Sheriff's Office  
Blount County Sheriff's Office  
Chattanooga Police Department  
Clinton Police Department  
Cocke County Sheriff's Office  
Cookeville Police Department  
Crossville Police Department  
Elizabethton Police Department  
Franklin County Sheriff's Office  
Hamblen County Sheriff's Office  
Hamilton County Sheriff's Office  
Harriman Police Department  
Jefferson County Sheriff's Office  
Johnson City Police Department  
Kingsport Police Department  
Loudon County Sheriff's Office  
Metro Airport Police Department  
Monterey Police Department  
Oak Ridge Police Department  
Pickett County Sheriff's Office  
Putnam County Sheriff's Office  
Roane County Sheriff's Office  
Washington County Sheriff's Office  
Whitfield County Sheriff's Office (Georgia)

### Virginia

Big Stone Gap Police Department  
Bluefield Police Department  
Cedar Bluff Police Department  
City of Norton Police Department  
Dickenson County Sheriff's Office  
Richlands Police Department  
Scott County Sheriff's Office  
Tazewell County Sheriff's Office  
Tazewell Police Department  
Wise County Sheriff's Office

### West Virginia

Barboursville Police Department  
Beckley Police Department

Bluefield Police Department  
Boone County Sheriff's Office  
Bridgeport Police Department  
Brooke County Prosecutor's Office  
Brooke County Sheriff's Office  
Cabell County Sheriff's Office  
Charleston Police Department  
Clarksburg Police Department  
Dunbar Police Department  
Hancock County Prosecutor's Office  
Hancock County Sheriff's Office  
Huntington Police Department  
Hurricane Police Department  
Kanawha County Sheriff's Office  
Logan County Prosecutor's Office  
Logan County Sheriff's Office  
Madison Police Department  
Marshall County Prosecutor's Office  
Marshall County Sheriff's Office  
McDowell County Sheriff's Office  
Mercer County Sheriff's Office  
Moundsville Police Department  
Nitro Police Department  
Ohio County Sheriff's Office  
Putnam County Sheriff's Office  
Raleigh County Sheriff's Office  
South Charleston Police Department  
St. Albans Police Department  
Wayne County Sheriff's Office  
Weirton Police Department  
Wheeling Police Department  
Williamson Police Department  
Wyoming County Sheriff's Office

#### **Appendix D: Appalachia HIDTA Counties**

##### Kentucky (29)

Adair, Bell, Breathitt, Clay, Floyd, Hardin, Harlan, Jackson, Jefferson, Knot, Knox, Laurel, Lee, Leslie, Letcher, Madison, Magoffin, Marion, McCreary, Nelson, Owsley, Perry, Pike, Pulaski, Rockcastle, Taylor, Warren, Wayne, Whitley

##### Tennessee (30)

Bledsoe, Blount, Bradley, Campbell, Claiborne, Cocke, Cumberland, Fentress, Franklin, Grainger, Greene, Grundy, Hamblen, Hamilton, Hawkins, Jackson, Jefferson, Knox, Macon, Marion, Overton, Pickett, Putnam, Rhea, Roane, Scott, Sequatchie, Sevier, Unicoi, Washington

##### Virginia (7)

Carroll, Dickenson, Grayson, Lee, Scott, Tazewell, Wise

##### West Virginia (17)

Boone, Brooke, Cabell, Hancock, Harrison, Kanawha, Lincoln, Logan, Marshall, McDowell, Mercer, Mingo, Ohio, Putnam, Raleigh, Wayne, Wyoming

## **Appendix E: Appalachia HIDTA Initiatives**

### **KENTUCKY**

Appalachia HIDTA Diversion Enforcement Task Force  
Appalachia HIDTA Parcel Interdiction Initiative  
Appalachia Narcotics Investigations Task Force  
Bowling Green-Warren County Drug Task Force  
Columbia Area Drug Task Force  
DEA London Task Force  
Greater Hardin County Narcotics Task Force  
Kentucky Eradication Task Force  
Louisville Metro Narcotics Task Force  
Madison County Narcotics Task Force  
Southeastern Kentucky OCDETF/Public Corruption Task Force

### **TENNESSEE**

DEA Upper East Tennessee Task Force  
DEA South Tennessee Task Force  
Domestic Highway Enforcement Interdiction Plus  
Rocky Top DEA Task Force  
Rocky Top FBI Task Force  
TBI Middle Tennessee Task Force

### **VIRGINIA**

Southwest Virginia Drug Task Force  
Tazewell County Drug Task Force  
Twin County Drug Task Force

### **WEST VIRGINIA**

Beckley-Raleigh County Drug & Violent Crime Unit  
Greater Harrison County Drug Task Force  
Hancock, Brooke, Weirton Drug & Violent Crime Task Force  
Huntington Violent Crimes & Drug Task Force  
Marshall County Drug Task Force  
Metropolitan Drug Enforcement Network Team  
Ohio Valley Drug Task Force  
Southern Regional Drug & Violent Crime Task Force  
US 119 Drug & Violent Crime Task Force  
West Virginia DEA HIDTA Task  
West Virginia Eradication Task Force

### **PREVENTION**

Give Me a Reason  
No More NAS  
On the Move

### **OTHER/SUPPORT**

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

## XI. Tables and Charts

Appalachia HIDTA Counties Map.....	4
Opioids in West Virginia.....	5
Core Table 1: DTOs/MLOs Disrupted & Dismantled, Percent of Expected.....	14
Core Table 2: DTOs/MLOs Disrupted & Dismantled, Percent of All Open.....	15
Core Table 3: Scope of Investigative Activity.....	17
Core Table 4: Quantity & Wholesale Value of Drugs.....	17
Core Table 5: Return on Investment (ROI).....	18
Core Table 6: Clandestine Methamphetamine Labs.....	19
Appalachia HIDTA Clandestine Lab Activities.....	20
Core Table 7: Training Funded/Supported.....	21
Core Table 8: Deconfliction.....	21
Core Table 9: Leads Referred.....	23
Core Table 10: Analytical Support.....	23
Core Table 11: Case Support.....	24
Core Table 12: Strategic Intelligence Products.....	25
Threat Specific Table 1: Outdoor Marijuana Plants Eradicated.....	26
Threat Specific Table 2: Indoor Marijuana Plants Eradicated.....	26
Appalachia HIDTA Roadways.....	29
Threat Specific Table 3: Appalachia HIDTA Parcel Interdiction Seizures.....	30
Threat Specific Table 4: Firearms Seized.....	32

## XII. Endnotes (Reference Documents)

Appalachia HIDTA Threat Assessment & Strategy, 2016  
Appalachia HIDTA Annual Report, 2014  
Appalachia HIDTA Quarterly and Year-End Statistical Reports

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