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Appalachia

High Intensity Drug Trafficking Area

Drug Market Analysis 2009



NATIONAL DRUG INTELLIGENCE CENTER
U.S. DEPARTMENT OF JUSTICE





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This assessment is an outgrowth of a partnership between the NDIC and HIDTA Program for preparation of annual assessments depicting drug trafficking trends and developments in HIDTA Program areas. The report has been coordinated with the HIDTA, is limited in scope to HIDTA jurisdictional boundaries, and draws upon a wide variety of sources within those boundaries.



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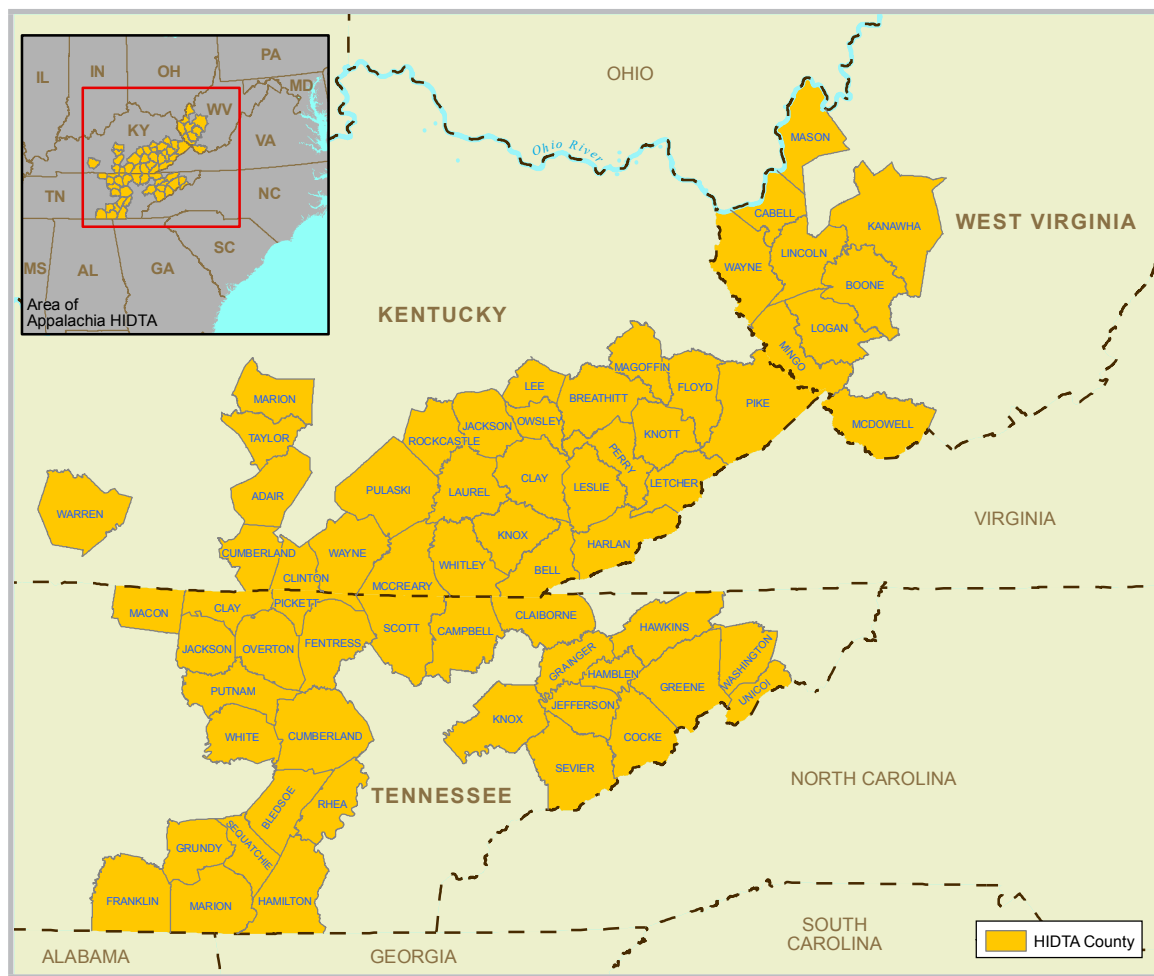
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Preface

This assessment provides a strategic overview of the illicit drug situation in the Appalachia High Intensity Drug Trafficking Area (HIDTA), highlighting significant trends and law enforcement concerns related to the trafficking and abuse of illicit drugs. The report was prepared through detailed analysis of recent law enforcement reporting, information obtained through interviews with law enforcement and public health officials, and available statistical data. The report is designed to provide policymakers, resource planners, and law enforcement officials with a focused discussion of key drug issues and developments facing the Appalachia HIDTA.

Figure 1. Appalachia High Intensity Drug Trafficking Area



Strategic Drug Threat Developments

- The diversion, distribution, and abuse of controlled prescription drugs (CPDs)¹ such as OxyContin (oxycodone), Vicodin (hydrocodone), and Valium (diazepam), are significant threats in the Appalachia HIDTA region.² Traffickers and abusers illicitly obtain CPDs through traditional diversion methods (primarily doctor-shopping, theft, forged prescriptions, and unscrupulous physicians and pharmacists working alone or in association). Prescription drug traffickers and abusers increasingly circumvent law enforcement efforts to prevent CPD diversion in the region by obtaining the drugs in Florida, Pennsylvania, and Tennessee.
- Substantially more cannabis was eradicated in the Appalachia HIDTA region in 2008 than in 2007. Outdoor cannabis growing conditions in 2008 improved slightly over the poor growing conditions caused by late frosts and severe drought conditions in 2007. Moreover, cannabis growers appear to have adapted to the severe drought conditions by establishing grow sites closer to natural water sources.

- Methamphetamine laboratory seizure data suggest rising methamphetamine production in the region. The number of reported methamphetamine laboratory seizures in the region decreased overall from 2004 through 2007; however, 2008 data indicate that methamphetamine production is increasing. This increase is largely the result of individuals and criminal groups circumventing state and federal pseudoephedrine sales restrictions by making numerous small-quantity pseudoephedrine product purchases from multiple retail outlets, and of producers making small quantities of methamphetamine using the one-pot cook method.
- In response to the decreased availability of heroin in the area, many abusers have reverted to abusing prescription narcotics such as OxyContin. In 2007, officials with the Federal Bureau of Investigation (FBI) Huntington Violent Crime Task Force reported that the availability and abuse of Mexican black tar heroin in Huntington, West Virginia, were rising. Effective law enforcement investigations in 2008 resulted in the arrests of local heroin distributors and subsequent decreases in the availability and abuse of Mexican black tar heroin.

1. Not all prescription drugs are controlled prescription drugs (CPDs) under the Controlled Substances Act (CSA). However, many prescription drugs are listed in Schedules I through V of the CSA because of their high potential for abuse or addiction. Schedule I through V prescription drugs are primarily narcotic pain relievers and central nervous system depressants and stimulants. A complete list of CPDs, by schedule, is available on the Drug Enforcement Administration (DEA) Office of Diversion Control web site at <http://www.deadiversion.usdoj.gov/schedules/schedules.htm>.

2. Schedule II drugs include several prescription drugs such as Duragesic (fentanyl), methadone, morphine, OxyContin (oxycodone), and Percocet (oxycodone in combination with acetaminophen). Schedule III drugs include several prescription drugs such as Vicodin (hydrocodone in combination with acetaminophen). Schedule IV drugs include several prescription drugs such as Ambien (zolpidem), Ativan (lorazepam), Darvon (propoxyphene), Valium (diazepam), and Xanax (alprazolam).

HIDTA Overview

The Appalachia HIDTA region consists of 65 counties in Kentucky, Tennessee, and West Virginia.³ In 2008 the Office of National Drug Control

3. The Appalachia High Intensity Drug Trafficking Area (HIDTA) is composed of the following 65 counties: **(Kentucky)** Adair, Bell, Breathitt, Clay, Clinton, Cumberland, Floyd, Harlan, Jackson, Knott, Knox, Laurel, Lee, Leslie, Letcher, Magoffin, Marion, McCreary, Owsley, Perry, Pike, Pulaski, Rockcastle, Taylor, Warren, Wayne, and Whitley; **(Tennessee)** Bledsoe, Campbell, Claiborne, Clay, Cocke, Cumberland, Fentress, Franklin, Grainger, Greene, Grundy, Hamblen, Hamilton, Hawkins, Jackson, Jefferson, Knox, Macon, Marion, Overton, Pickett, Putnam, Rhea, Scott, Sequatchie, Sevier, Unicoi, Washington, and White; **(West Virginia)** Boone, Cabell, Kanawha, Lincoln, Logan, Mason, McDowell, Mingo, and Wayne.

Policy (ONDCP) designated three additional counties as part of the Appalachia HIDTA region and removed six counties.⁴ According to Appalachia HIDTA officials, this geographic change in coverage area was made to facilitate the HIDTA's efforts to combat the threats posed by polydrug trafficking and abuse, which became part of its expanded mission in 2008.⁵ (See Figure 1 on page 1.)

High levels of outdoor cannabis cultivation typically occur in the Appalachia HIDTA region, usually aided by a favorable growing climate and the presence of well-organized DTOs and criminal groups. However, late frosts and severe drought conditions throughout the southeastern United States in 2007 caused a sharp decrease in the amount of cannabis cultivated and eradicated in the Appalachia HIDTA region that year.⁶ In 2008, growing conditions improved slightly, and the amount of cannabis eradicated increased substantially in the region. Cannabis growers also adapted to the erratic weather conditions encountered in 2007 by establishing grow sites closer to natural water sources. Domestic Cannabis Eradication/Suppression Program (DCE/SP) data for 2007⁷ (the latest year for which such data are available) indicate that 93 percent (6,135,560 of 6,599,381) of outdoor cannabis plants eradicated in the United States were eradicated in only

seven states—California, Hawaii, Kentucky, Oregon, Tennessee, Washington, and West Virginia (commonly referred to as the Marijuana Seven, or M7, states); the Appalachia HIDTA region includes portions of three of those states—Kentucky, Tennessee, and West Virginia.

A relatively high poverty rate throughout much of the Appalachia HIDTA region contributes to an acceptance of cannabis cultivation as a source of income by many local residents.⁸ In some Appalachia HIDTA counties, a large portion of the population lives in poverty. Some residents in impoverished communities regard marijuana production as a necessary means of supplementing low incomes. For instance, the poverty rate in Knox County, Kentucky, was 31.1 percent in 2007 (the latest year for which such data are available), much higher than the estimated national poverty rate of 13.0 percent for that year. Moreover, eradication data show that Knox County had one of the highest levels of outdoor cannabis eradication in the state from 2006 through 2008. (See Table A1 in Appendix A.) In many of these communities, cannabis cultivation is a multigenerational trade; young family members are introduced to the trade by older members who have produced marijuana for many years.

The Appalachia HIDTA region has a highly accessible transportation system, including major roadways that link it to many domestic drug markets, such as Atlanta, Georgia; Columbus, Ohio; Detroit, Michigan; and Pittsburgh, Pennsylvania, and to drug markets in Florida, North Carolina, and Texas. Drug traffickers exploit the region's geographic location between these areas to transport illicit drugs into, through, and from the HIDTA region.

4. The newly designated Appalachia HIDTA counties in 2008 were Letcher County, Kentucky, and Hamilton and Washington Counties, Tennessee. The undesignated Appalachia HIDTA counties in 2008 were Monroe County, Kentucky; Hancock and Van Buren Counties, Tennessee; and Braxton, Gilmer, and Lewis Counties, West Virginia.
5. The Appalachia HIDTA was established in 1998 and was originally composed of the predominant cannabis cultivation and marijuana trafficking areas in the tristate area of Kentucky, Tennessee, and West Virginia.
6. Appalachia HIDTA officials report that fluctuations in the number of cannabis plants eradicated each year are frequently the result of reductions or increases in available eradication resources and do not necessarily indicate a change in the amount of cannabis cultivated in the region.
7. Domestic Cannabis Eradication/Suppression Program (DCE/SP) data are available only at the state level; thus, the number of cannabis plants eradicated and seized reflects the entire states of Kentucky, Tennessee, and West Virginia, not just the Appalachia HIDTA region.

8. The Appalachia HIDTA reports that along with the high rates of poverty in the region, it also contends with high rates of unemployment, adult illiteracy, fragmented families, teenage pregnancy, public corruption, and an established tradition of "moonshining." These conditions have resulted in an acceptance of illegal drug activities by some individuals in the region.

Table 1. Appalachia HIDTA Initiative Seizures, by Drug, in Kilograms, 2008

	Powder Cocaine	Crack Cocaine	Ice Methamphetamine	Powder Methamphetamine	Commercial-Grade Marijuana	High-Potency Marijuana*	Heroin	Oxycodone (Dosage Units)	Hydrocodone (Dosage Units)
Kentucky	2.584	1.522	1.964	0.646	718.535	769.439	0.079	20,830	2,525
Tennessee	68.822	0.949	1.040	7.077	935.488	850.813	0.327	2,679	124
West Virginia	4.509	3.262	0	.007	424.051	145.118	0.476	4,890	1,525
Total	75.915	5.733	3.004	7.730	2,078.074	1,765.370	0.882	28,417	4,174

Source: Appalachia High Intensity Drug Trafficking Area.

*The amount of high-potency marijuana seized in the Appalachia HIDTA region is calculated on the conversion of one cannabis plant, typically grown indoors, yielding approximately 1 pound (0.454 kg) of high-potency marijuana.

Drug Threat Overview

The most significant drug threats to the Appalachia HIDTA region are the distribution and abuse of CPDs and cocaine as well as the cultivation of cannabis and the subsequent distribution and abuse of marijuana. According to data from the National Drug Intelligence Center (NDIC) National Drug Threat Survey (NDTS) 2009,⁹ 49 of the 92 law enforcement agency respondents in the Appalachia HIDTA region report that CPDs are the greatest drug threat to their jurisdictions, and 21 of the 92 report cocaine, particularly crack cocaine, as the greatest drug threat to their jurisdictions. Moreover, 80 of the 92 report that marijuana is available at high levels in their jurisdictions, and 88 of the 92 respondents report that cannabis is cultivated outdoors in their jurisdictions.

The diversion, distribution, and abuse of CPDs pose a significant and growing threat to the Appalachia HIDTA region, as evidenced by the wide availability, high abuse levels, and considerable number of property crimes associated

with CPDs. According to NDTS 2009 data, 83 of the 92 law enforcement agency respondents in the Appalachia HIDTA region report that CPDs are available at moderate to high levels in their jurisdictions. CPDs are frequently abused in the region, particularly among Caucasian adolescents and adults. The most widely available and commonly abused CPDs are methadone, OxyContin, Valium, Vicodin, and Xanax (alprazolam). CPD abusers are drawn to the drugs, in part, by the ease with which they can be obtained over the Internet, through doctor-shopping, or from retail-level distributors. Law enforcement officials report that because of the effectiveness of prescription drug monitoring programs (PDMPs)¹⁰ in the region, some CPD traffickers and abusers are traveling from the Appalachia HIDTA region to areas such as South Florida, where they illicitly obtain CPDs and bring them back to the region to use or sell for profit.

9. National Drug Threat Survey (NDTS) data for 2009 cited in this report are as of February 12, 2009. NDTS data cited are raw, unweighted responses from federal, state, and local law enforcement agencies solicited through either the National Drug Intelligence Center (NDIC) or the Office of National Drug Control Policy (ONDCP) High Intensity Drug Trafficking Area (HIDTA) program. Data cited may include responses from agencies that are part of the NDTS 2009 national sample and/or agencies that are part of HIDTA solicitation lists.

10. Prescription Drug Monitoring Programs (PDMPs) are systems in which CPD data are collected in a database, centralized by each state, and administered by an authorized state agency to facilitate the early detection of trends in diversion and abuse. As of October 2008, 38 states, including Kentucky, Tennessee, and West Virginia, had enacted legislation permitting PDMPs or had operational PDMPs. Each state controls the language of its PDMP with regard to how the prescription information gathered as part of the program will be shared, not only in the state but also with other states.

Cocaine, particularly crack, poses a serious threat to the Appalachia HIDTA region because of the drug's wide availability, the high levels of violence associated with cocaine (particularly crack) distribution, and the high number of cocaine-related treatment admissions to publicly funded facilities. According to NDTs 2009 data, 64 of the 92 law enforcement agency respondents in the Appalachia HIDTA region report that powder cocaine is available at moderate to high levels in their jurisdictions, and 60 of these respondents report that crack cocaine is available at moderate to high levels. Officials with the Drug Enforcement Administration (DEA) Charleston Resident Office in West Virginia report that the availability and abuse of cocaine remained stable at high levels in 2008. Cocaine seizure totals are further evidence of the wide availability of the drug in the region; reporting from Appalachia HIDTA Initiatives¹¹ indicates that nearly 76 kilograms of powder cocaine and almost 6 kilograms of crack cocaine were seized in 2008. (See Table 1 on page 4.)

Cannabis cultivation and subsequent marijuana distribution and abuse pose a considerable threat to the Appalachia HIDTA region, as evidenced by the large amount of cannabis cultivated in the region, the level of violence associated with cannabis cultivation, and the number of marijuana-related treatment admissions to publicly funded facilities in the region. Marijuana is widely available throughout the HIDTA region and is abused by members of all racial/ethnic and social groups. Caucasian DTOs, criminal groups, and independent growers are the primary producers and distributors of locally produced marijuana. Most of the marijuana produced by smaller Caucasian criminal groups and independent growers in the region is abused within the region, and most of the

marijuana produced by large Caucasian DTOs is transported to markets outside the area, including drug markets in Florida, Georgia, Illinois, Indiana, Maryland, Michigan, New York, North Carolina, Ohio, Pennsylvania, South Carolina, Virginia, and Washington, D.C. Law enforcement officials in Tennessee report that Mexican DTOs and criminal groups also cultivate cannabis at outdoor grow sites in the state; however, the distribution areas for marijuana produced by Mexican DTOs and criminal groups in the region are an intelligence gap. Additionally, large quantities of Mexican marijuana are available in the region. Mexican marijuana frequently supplements supplies of locally produced marijuana, particularly during periods of decreased local cultivation.

Methamphetamine poses an increasing drug threat to the region. Locally produced powder and high-purity ice methamphetamine and Mexican powder and ice methamphetamine are available to varying degrees throughout the Appalachia HIDTA region. For instance, the DEA London Resident Office reports that the availability of Mexican ice methamphetamine has surpassed the availability of locally produced and Mexican powder methamphetamine in Kentucky counties in the Appalachia HIDTA region. Tennessee Methamphetamine Task Force officials report that locally produced powder methamphetamine, which they refer to as ice methamphetamine because of the high purity of the drug, is the type most available in Tennessee HIDTA counties,¹² and the DEA Charleston Resident Office reports that locally produced methamphetamine is the type most available in West Virginia HIDTA counties. Methamphetamine laboratory seizure data suggest rising methamphetamine production in the region. The number of reported methamphetamine laboratory seizures in the region decreased

11. The Appalachia HIDTA has designated 18 law enforcement initiatives or program areas (eight in Kentucky, five in Tennessee, and five in West Virginia), including marijuana eradication task forces in Kentucky and West Virginia, a national forest marijuana investigative task force in Kentucky, and a public corruption initiative in Kentucky.

12. Tennessee Methamphetamine Task Force officials report that for prosecutorial purposes ice methamphetamine is defined as methamphetamine that is more than 80 percent pure. Based on this definition, most of the locally produced methamphetamine available in their area is ice methamphetamine.

overall from 2004 through 2007; however, 2008 seizure data indicate that methamphetamine production is increasing. Caucasian DTOs, criminal groups, and independent dealers are the principal powder methamphetamine producers in the region; they are also responsible for the very limited conversion of ice methamphetamine that takes place in the region.

Heroin and other dangerous drugs (ODDs) pose low drug threats to the Appalachia HIDTA region. Heroin is available and abused at low levels in the Appalachia HIDTA region; Mexican black tar and brown powder heroin and South American (SA) heroin are available in small quantities throughout most of the region. In 2007, officials with the FBI Huntington Violent Crime Task Force reported rising availability and abuse of Mexican black tar heroin in Huntington, West Virginia. Effective law enforcement investigations in 2008 resulted in the arrests of local heroin distributors and subsequent decreases in the availability and abuse of Mexican black tar heroin in the area. In response to this decreased heroin availability, many abusers reverted to abusing prescription narcotics such as OxyContin. ODDs such as MDMA (3,4-methylenedioxymethamphetamine, also known as ecstasy), GHB (gamma-hydroxybutyrate), and LSD (lysergic acid diethylamide) are available in the region on a limited and sporadic basis.

Drug Trafficking Organizations

Mexican DTOs and criminal groups¹³ are the principal wholesale drug distributors in the Appalachia HIDTA region; African American, Caucasian, and Mexican DTOs and criminal groups as well as street gangs and outlaw motorcycle gangs (OMGs) distribute a variety of drugs at the

13. Mexican drug trafficking organizations (DTOs) and criminal groups in the Appalachia HIDTA region are frequently composed of illegal immigrants from Mexico, Americans of Mexican descent, or a combination of both.

Drug Trafficking Organizations, Criminal Groups, and Gangs

Drug trafficking organizations are complex organizations with highly defined command-and-control structures that produce, transport, and/or distribute large quantities of one or more illicit drugs.

Criminal groups operating in the United States are numerous and range from small to moderately sized, loosely knit groups that distribute one or more drugs at the retail level and midlevel.

Gangs are defined by the National Alliance of Gang Investigators' Associations as groups or associations of three or more persons with a common identifying sign, symbol, or name, the members of which individually or collectively engage in criminal activity that creates an atmosphere of fear and intimidation.

retail level and midlevel throughout the region. In 2008, law enforcement officials affiliated with Appalachia HIDTA Initiatives had 230 DTOs under investigation; 48 of these organizations were dismantled, and 33 others were disrupted. Many of the 230 investigated DTOs are polydrug organizations that transport and distribute drugs such as cocaine (100 organizations), marijuana (82), CPDs (80), powder and ice methamphetamine (32), heroin (7), and MDMA (1).¹⁴ Most of the organizations targeted through the HIDTA Initiatives were African American, Caucasian, or Mexican/Hispanic; in addition, two were Asian, and one was Middle Eastern.

Mexican DTOs and criminal groups routinely supply wholesale quantities of powder cocaine, Mexican marijuana, and Mexican ice methamphetamine to distributors in the region. They also distribute these drugs at the retail level, along

14. The total exceeds 230 because an organization may traffic in more than one drug.

with Mexican brown powder and black tar heroin and powder methamphetamine. Mexican DTOs and criminal groups operating in the region typically obtain their supplies of illicit drugs from Atlanta-based Mexican DTOs. In addition, they cultivate cannabis in Tennessee HIDTA counties, according to the Tennessee Alcoholic Beverage Commission. Tennessee law enforcement officials report that the increase in the number of Mexican DTO-operated cannabis cultivation sites discovered in the state is most likely the result of greater awareness by law enforcement officers in detecting and investigating large outdoor grow sites commonly associated with Mexican traffickers, rather than an actual increase in the number of Mexican DTOs that cultivate cannabis in the state. Mexican DTOs and criminal groups sometimes cultivate cannabis on behalf of Caucasian DTOs. Appalachia HIDTA officials report that Mexican DTOs and criminal groups use cultural and social connections among the growing Hispanic population in the region to expand their distribution networks.¹⁵

Caucasian DTOs, criminal groups, and independent dealers are the principal cannabis cultivators and methamphetamine producers in the HIDTA region; they are also the principal retail-level and midlevel drug distributors in many rural areas. Caucasian DTOs distribute locally produced marijuana, Mexican marijuana, powder methamphetamine, ice methamphetamine, powder cocaine, CPDs and, to a lesser extent, heroin. Caucasian DTOs generally produce the marijuana and methamphetamine they distribute; they obtain their supplies of most other illicit drugs from Mexican DTOs and criminal groups operating in the region. Caucasian traffickers also are increasingly traveling to Atlanta; Asheville, North

Carolina; and Phoenix, Arizona, to purchase large amounts of ice methamphetamine that they distribute in the HIDTA region.

African American DTOs and criminal groups are the principal midlevel and retail-level distributors in many urban areas of the Appalachia HIDTA region. They typically distribute powder and crack cocaine, marijuana, CPDs, and heroin, among other drugs. In 2008, Appalachia HIDTA officials reported that local African American DTOs were distributing high-purity ice methamphetamine in Kentucky; they had obtained the drug from an African American DTO in Georgia. In addition, African American DTOs and criminal groups based outside the Appalachia HIDTA region frequently transport illicit drugs into the region for further distribution. For instance, African American criminal groups based in Columbus and Detroit frequently travel to the region to distribute powder and crack cocaine.

Local and nationally affiliated street gangs and, to a lesser extent, OMGs distribute illicit drugs in the Appalachia HIDTA region. The level of drug distribution by street gangs in the region is generally low; however, law enforcement officials in Hamilton County, Tennessee, and in Charleston, Cedar Grove, Huntington, and Welch City, West Virginia, report that the level of drug distribution by street gangs in their jurisdictions is high. Street gang activity is prevalent among African American and Hispanic youths in the region. Local street gangs commonly adopt multiple facets of gang culture from national-level street gangs, often by observing them over the Internet rather than through contact with these gangs. Moreover, local gangs usually do not exhibit the organizational structure, written code, or defined member roles associated with national-level street gangs. African American street gangs such as Black Gangster Disciples (BGD) and 304 Crew typically distribute significant quantities of powder and crack cocaine, marijuana, and lesser quantities of CPDs and MDMA. Hispanic street gangs such as

15. According to U.S. Census Bureau data from 2000 (the latest year for which such data are available), Caucasians account for 93 percent of the Appalachia HIDTA population, followed by African Americans (5%), Hispanics and Asians (2%), and other races (less than 1%). Further, the Hispanic population in the Appalachia HIDTA region increased 69 percent from 34,114 in 2000 to an estimated 57,578 in 2007.

Sureños, Vatos Locos, Mara Salvatrucha (MS 13), and Latin Kings are active in the Tennessee counties of the Appalachia HIDTA region; these gang members typically distribute significant quantities of powder cocaine, Mexican marijuana, Mexican black tar heroin and, to a lesser degree, Mexican ice methamphetamine. OMGs such as Outlaws, Southern Sons, and Black Pistons distribute illicit drugs in the Appalachia HIDTA region to a limited extent. OMG members typically distribute small quantities of cocaine, heroin, marijuana, methamphetamine, MDMA, and CPDs.

Production

Illicit drug production in the Appalachia HIDTA region consists of cannabis cultivation, small-scale powder methamphetamine production, conversion of powder cocaine to crack cocaine, and very limited conversion of powder methamphetamine to high-purity ice methamphetamine. Cannabis cultivation and small-scale powder methamphetamine production take place throughout the region. Crack cocaine conversion takes place principally in urban areas of the region. Ice methamphetamine conversion, which is very limited, typically occurs in rural areas of the region.

Most of the marijuana available in the Appalachia HIDTA region is produced locally at outdoor grow sites in the M7 states of Kentucky, Tennessee, and West Virginia; a small amount is produced at indoor grow sites. According to DCE/SP data, of the 7,033,921 indoor and outdoor cannabis plants eradicated in the United States in 2007 (the latest year for which such data are available), 7 percent were eradicated in Kentucky (492,625), 3 percent in Tennessee (178,322), and 1 percent in West Virginia (44,732).

Outdoor cannabis cultivation is prevalent throughout the Appalachia HIDTA region. Most outdoor grow sites in the region are operated by Caucasian DTOs, criminal groups, and independent growers; some sites in Tennessee are operated

Elaborate Outdoor Cannabis Grow Site Seized in the Cherokee National Forest

In June 2008, federal, state, and local law enforcement agencies eradicated approximately 357,500 cannabis plants from a large cannabis grow operation located in the Cherokee National Forest near Interstate 40 in eastern Cocke County, Tennessee. The elaborate operation included multiple grow sites scattered across several acres of land approximately 5 miles from the North Carolina-Tennessee state line. Law enforcement officials speculate that the site had been operated by a well-organized Mexican DTO, based on the operational setup and materials located at the site, which included food, personal hygiene items, makeshift tents, and a propane stove. The cannabis growers most likely had lived at the site and tended to the plants for several years prior to detection. The growers had used an elaborate irrigation system of hoses, sprinklers, and other fittings that supplied water from holes dug for catching and retaining water, in addition to a man-made dam built with logs, concrete, and plastic.

Aerial View of a Large Cannabis Grow Operation Located in the Cherokee National Forest, 2008



Sources: Appalachia High Intensity Drug Trafficking Area; Tennessee Alcoholic Beverage Commission.

Table 2. Cannabis Plants Eradicated at Outdoor and Indoor Grow Sites in Appalachia HIDTA Counties 2006–2008

	Outdoor			Indoor		
	2006	2007	2008	2006	2007	2008
Kentucky	437,617	296,949	247,118	134	337	1,215
Tennessee	272,732	102,246	436,859	111	122	0
West Virginia	39,565	31,872	72,780	874	440	448
Total	749,914	431,067	756,757	1,119	899	1,663

Sources: Appalachia High Intensity Drug Trafficking Area; Kentucky State Police; Tennessee Bureau of Investigation; West Virginia Army National Guard.

by Mexican DTOs and criminal groups. Traffickers locate some outdoor cannabis grow sites on public lands and in parks to prevent the seizure of private property if discovered; such lands include the Daniel Boone and Cherokee National Forests and the Great Smoky Mountains and Big South Fork National Parks, as well as lands owned and controlled by the Tennessee Valley Authority.¹⁶ Tennessee law enforcement officials report that cannabis cultivators have intensified efforts to protect their crops from discovery, thievery, and eradication through the increased use of violence and booby traps. (See Figure 2.) Late frosts and

severe drought conditions throughout the southeastern United States in 2007 caused a sharp decrease in the amount of cannabis cultivated and eradicated in the Appalachia HIDTA region during that year. Cannabis growers adapted to the erratic weather conditions by establishing grow sites closer to natural water sources. As a result, substantially more cannabis was eradicated in the Appalachia HIDTA region in 2008 than in 2007. Data from the Appalachia HIDTA, Kentucky State Police, and Tennessee Bureau of Investigation indicate that approximately 756,757 cultivated cannabis plants were eradicated from outdoor grow sites in the Appalachia HIDTA region in 2008, a 76 percent increase from the number eradicated in 2007.¹⁷ (See Table 2.)

Figure 2. Punji Stick Boards Seized From Cannabis Cultivation Operations Near Fentress County, Tennessee, 2008



16. National forests suffer from the collateral effects of cannabis cultivation, including property damage to natural resources, archeological sites, and wildlife. Cannabis cultivators have destroyed numerous trees, plants, and fauna as well as park gates and fences by clearing grow sites and driving vehicles to and from those sites.

Indoor cannabis cultivation takes place throughout most of the Appalachia HIDTA region. Law enforcement officials report that some DTOs and criminal groups have shifted from outdoor cannabis cultivation to indoor cultivation in an attempt to avoid erratic weather conditions and vigorous outdoor eradication efforts by law enforcement. The number of indoor plants eradicated

17. In 2007, DEA and the U.S. Department of Agriculture (USDA) Forest Service initiated Operation Up In Smoke, an effort designed to investigate, arrest, and federally prosecute cannabis growers in Kentucky. Law enforcement authorities have arrested many cannabis growers, eradicated several thousand cannabis plants, and seized cannabis seeds, processed plants, and various firearms as a result of this initiative. During 2008 this multiagency law enforcement initiative successfully disrupted cannabis grow operations in many Appalachia HIDTA counties, including Bell, Breathitt, Clay, Harlan, Jackson, Knox, Laurel, Leslie, Owsley, Pike, Wayne, and Whitley.

from grow operations in the region increased 85 percent from 2007 through 2008. (See Table 2 on page 9.) In addition, 1,882 cannabis plants were eradicated from indoor grow sites located in Tennessee HIDTA counties, according to the Appalachia HIDTA. Some cannabis cultivators are also locating their operations indoors in an attempt to attain a higher profit margin, since higher-potency marijuana produced from indoor grow sites typically yields higher prices. For example, domestic indoor-grown marijuana sold for \$3,250 per pound at the wholesale level in the region in 2008, while domestic outdoor-grown marijuana sold for \$2,000 per pound at the wholesale level, according to Appalachia HIDTA officials. Moreover, indoor cannabis cultivators are able to cultivate year-round with four to six harvests per year, compared with the two harvests per year that typically occur with outdoor cultivation.

Caucasian DTOs, criminal groups, and independent dealers operate small-scale powder methamphetamine laboratories in the Appalachia HIDTA region. Law enforcement officials report low to moderate levels of methamphetamine production throughout most of the region. Methamphetamine laboratory seizure data suggest rising methamphetamine production in the region. The number of reported methamphetamine laboratory seizures in the region decreased overall from 2004 through 2007; however, 2008 data indicate that methamphetamine production is increasing. According to National Seizure System (NSS) data, the number of reported methamphetamine laboratories seized in Appalachia HIDTA counties

Table 3. Methamphetamine Laboratories Seized in Appalachia HIDTA Counties, 2004–2008

	2004	2005	2006	2007	2008
Kentucky	96	69	34	25	62
Tennessee	370	217	276	139	154
West Virginia	75	76	54	29	32
Total	541	362	364	193	248

Source: National Seizure System, data run on March 2, 2009.

increased from 193 laboratories in 2007 to 248 laboratories in 2008. (See Table 3.) The increase in methamphetamine production has been accomplished largely by individuals and criminal groups that circumvent pseudoephedrine sales restrictions by making numerous small-quantity purchases of products containing pseudoephedrine (a process known as “smurfing”¹⁸) and by using the one-pot cook method, sometimes called the “shake and bake” method. (See text box.) Tennessee Methamphetamine Task Force officials report that the one-pot production method is becoming the primary methamphetamine production method in eastern Tennessee. Most methamphetamine laboratories seized in the region used pseudoephedrine with

One-Pot, or “Shake and Bake,” Methamphetamine Production

A one-pot cook is actually a variation of the anhydrous ammonia method of production; however, in the one-pot method, cooks use a combination of commonly available chemicals to synthesize the anhydrous ammonia essential for methamphetamine production. In doing so, they are able to produce the drug in approximately 30 minutes at nearly any location by mixing ingredients in easily found containers, such as a 2-liter plastic soda bottle, as opposed to using other methods that require hours to heat ingredients on a stove, a process that could result in toxic fumes, primarily from the anhydrous ammonia. Producers often use the one-pot cook while traveling in vehicles and dispose of waste components along roadsides. Discarded plastic bottles may carry residual chemicals that can be toxic, explosive, or flammable.

18. Ephedrine and pseudoephedrine smurfing is a method used by some methamphetamine traffickers to acquire large quantities of precursor chemicals. Methamphetamine producers purchase the chemicals in quantities at or below legal thresholds from multiple retail locations. Methamphetamine producers often enlist the assistance of several friends or associates to increase the speed of the smurfing operation and the quantity of chemicals acquired.

the iodine/red phosphorus or anhydrous ammonia method of production.

Retail-level crack cocaine distributors, typically African American criminal groups and members of street gangs, convert powder cocaine to crack near intended markets, most of which are located in urban areas of the region. They generally convert and distribute crack on an as-needed basis, typically in ounce quantities.

Caucasian methamphetamine abusers convert powder methamphetamine to high-purity ice methamphetamine on a very limited basis in rural areas of the region. Most ice methamphetamine available in the region is supplied by Mexican DTOs and criminal groups as well as Caucasian traffickers who obtain the drug from sources in Arizona, Georgia, and North Carolina. Ice methamphetamine is the product that results when powder methamphetamine is recrystallized in a solvent such as water, methanol, ethanol, isopropanol, or acetone to remove impurities; the drug is typically converted for personal use and limited local distribution. Ice methamphetamine conversion generally takes place in residences, such as mobile homes, and at remote outdoor sites located on abandoned land in rural areas.

Transportation

DTOs use various means of conveyance to transport illicit drugs into and through the Appalachia HIDTA region, principally from sources of supply in Atlanta; Columbus; Detroit; and Pittsburgh, as well as sources in Florida, North Carolina, and Texas. DTOs most commonly use private and commercial vehicles to transport illicit drugs into and through the region along primary roadways; they sometimes transport drug proceeds back to source areas using the same conveyances and routes. Domestic Highway Enforcement (DHE) interdiction teams monitor the interstates in Kentucky, Tennessee, and West Virginia. (See Figure 3 on page 12.) Traffickers

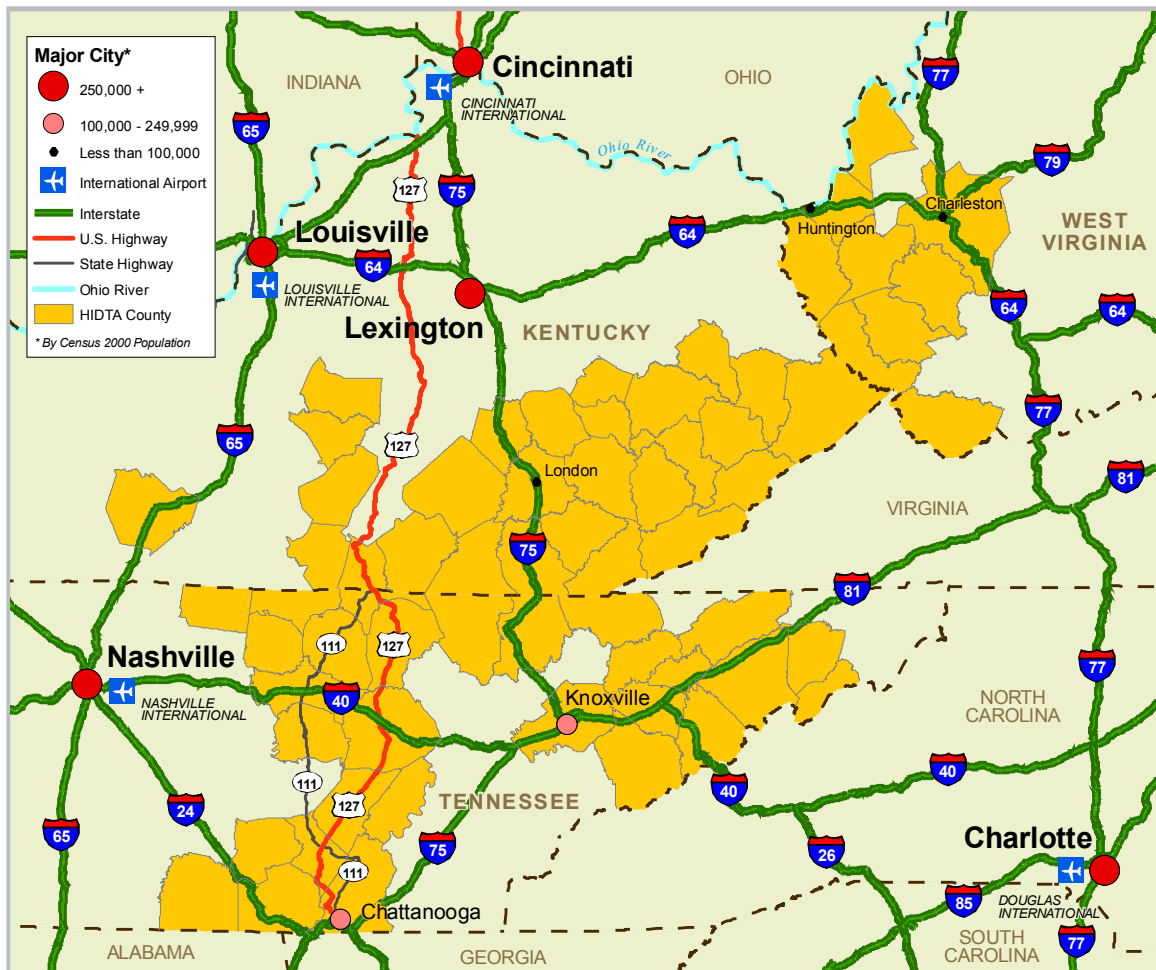
also use secondary and back roads in an attempt to evade law enforcement interdiction. In 2008, DHE interdiction teams in Tennessee counties of the Appalachia HIDTA seized 445 kilograms of marijuana, 90 kilograms of crack cocaine, 73 kilograms of powder cocaine, 107 grams of methamphetamine, 905 dosage units of CPDs, 36 dosage units of MDMA, and more than \$631,348 in U.S. currency from traffickers using interstates and adjacent secondary roads within the Tennessee counties of the HIDTA region. Some traffickers transport, or hire couriers to transport, drugs on commercial aircraft. For instance, Appalachia HIDTA officials report that CPD distributors purchase inexpensive round-trip airfare tickets and travel from Charleston or Huntington to Miami, Florida, where they illicitly obtain CPDs that they then bring back to the HIDTA region to distribute at the retail level. Traffickers and abusers also use package delivery services and U.S. mail to transport illicit drugs such as marijuana, methamphetamine, and CPDs into the region.

Distribution

Mexican DTOs control the distribution of powder cocaine, Mexican powder and ice methamphetamine, Mexican marijuana, and Mexican black tar and brown powder heroin in the Appalachia HIDTA region; they supply most midlevel and retail-level distributors in the region. Mexican DTOs use stash locations in the region to store illicit drugs, particularly powder cocaine and Mexican marijuana, prior to distribution.

A number of traffickers, including Caucasian and African American DTOs, criminal groups, and local independent dealers, distribute illicit drugs at the midlevel and retail level in the region; their methods of operation change little from year to year. Caucasian DTOs and criminal groups are the principal midlevel and retail-level drug distributors in many rural areas of the region; they typically distribute locally produced

Figure 3. Appalachia HIDTA Transportation Infrastructure



marijuana, Mexican marijuana, powder methamphetamine, ice methamphetamine, powder cocaine, heroin, and CPDs. African American DTOs and criminal groups are the principal midlevel and retail-level distributors in many urban areas of the Appalachia HIDTA region; they typically distribute powder and crack cocaine, marijuana, Mexican and SA heroin, methamphetamine, MDMA, and CPDs. Retail-level drug distribution generally takes place at open-air drug markets, private homes and businesses, and housing projects throughout the region as well as in prearranged meeting areas such as parking lots; however, most retail distribution in Kentucky takes place in private homes and businesses.

Traffickers and abusers illicitly obtain CPDs through traditional diversion methods (primarily doctor-shopping, theft, and forged prescriptions as well as through unscrupulous physicians and pharmacists who work alone or in association). CPDs are also diverted through Internet sales by rogue Internet pharmacies.¹⁹ However, the number of sites offering such drugs has decreased, most likely because of increased law enforcement pressure through improved cooperation among federal and state law enforcement agencies, Internet service providers (ISPs), package delivery services, and financial services companies typically used

19. Rogue Internet pharmacies are unlicensed, fraudulent, and disreputable businesses that sell prescription drugs illegally.

The Ryan Haight Online Pharmacy Consumer Protection Act of 2008

The Ryan Haight Online Pharmacy Consumer Protection Act of 2008 was enacted in October 2008. This federal law amends the Controlled Substances Act and prohibits the delivery, distribution, and dispensing of CPDs over the Internet without a prescription written by a doctor who has conducted at least one in-person examination of the patient. Provisions of the law increase the criminal penalties for illegal Internet prescribing of Schedules III, IV, and V controlled substances. The law will most likely deter some Internet pharmacy operators from engaging in “script mill” practices, which provide alleged medical consultations (for a fee) and prescriptions that are sent to local pharmacies or directly to customers, who can take them to a pharmacy to be filled.

by rogue Internet pharmacy operators. Federal legislation designed to reduce the number of rogue Internet pharmacies that sell CPDs was enacted in 2008. (See text box.) Drug traffickers are increasingly attempting to circumvent law enforcement efforts to prevent CPD diversion in the region by obtaining these drugs in Florida, particularly Broward County, Fort Lauderdale, and Miami, as well as in Pennsylvania and Tennessee.

Drug traffickers facilitate drug sales in the Appalachia HIDTA region using electronic communications, usually cellular telephones and the Internet. Drug traffickers use cellular telephones with preloaded minutes and no contracts, such as TracFone, because they believe that such telephones are more difficult for law enforcement officials to intercept. In addition, African American street gang members use the Internet to communicate, facilitate gang activities, spread gang culture, and coordinate drug sales.

Drug-Related Crime

Drug-related violent and property crimes often occur within the HIDTA region as distributors, particularly street gang members, protect their distribution operations and abusers seek funds to sustain their addictions. Drug distributors commit violent crimes, including assault and homicide, to maintain control of local drug markets. For instance, officials with the Knox County Sheriff’s Office in Tennessee report that territorial violence continues to increase among street gangs in their jurisdiction and that the majority of homicides in the county occur in areas with high levels of street gang activity and drug distribution. Metropolitan Drug Enforcement Network officials in Charleston report continued high levels of violence among street gangs operating in their area, primarily those that distribute crack cocaine. Drug-related violence in southeastern Kentucky typically occurs between dealers and customers. Cocaine, methamphetamine, and prescription drug abusers and distributors often commit crimes such as retail fraud, burglary, robbery, and theft to obtain drugs, or money to purchase drugs. Moreover, according to NDTs 2009 data, 40 of the 92 law enforcement agency respondents in the Appalachia HIDTA region identify CPDs as the drugs that most contribute to violent crime in their jurisdictions, and 53 out of 92 report CPDs as the drugs that most contribute to property crime.

Abuse

Cocaine is the primary illicit substance identified in treatment admissions to publicly funded facilities in Kentucky, Tennessee, and West Virginia. According to data from the Substance Abuse and Mental Health Services Administration (SAMHSA) Treatment Episode Data Set (TEDS), the number of cocaine-related treatment admissions in Kentucky, Tennessee, and West Virginia in 2006 exceeded the number of treatment admissions for marijuana; the combined total of other opiates, tranquilizers, and sedatives; heroin;

and amphetamines (including methamphetamine). (See Table A2 in Appendix A).²⁰

CPDs are widely available and frequently abused throughout the Appalachia HIDTA region. The most commonly abused CPDs are methadone, OxyContin, Valium, Vicodin, and Xanax. Tennessee Department of Health officials report that a high incidence of users abusing prescription drugs, and prescription drugs in combination with illicit drugs, has contributed to an increasing number of drug-related deaths in the state.

Illicit Finance

Drug traffickers in the Appalachia HIDTA region launder illicit drug proceeds through a variety of methods. The movement of these proceeds from wholesale and, occasionally, midlevel drug distribution in the region typically involves the transportation of bulk currency from the region to drug source areas such as Atlanta, Columbus, or Detroit. According to NDTs 2009 data, 36 of the 92 law enforcement agency respondents in the Appalachia HIDTA region report that wholesale traffickers use bulk cash smuggling to move illicit drug proceeds at moderate to high levels. In addition, 35 of the 92 respondents report that wholesale traffickers use cash-intensive front businesses to launder illicit drug proceeds at low to moderate levels. Traffickers also launder illicit drug proceeds through real estate investments and money services businesses and by purchasing luxury items; some exploit casinos in the region to launder illicit funds. Law enforcement officials report that some family-based criminal groups in the HIDTA region hide drug proceeds in bulk, spending the bulk cash to purchase items such as vehicles or jewelry rather than using banks or government institutions, which they generally distrust.

20. Treatment Episode Data Set (TEDS) data are available only at the state level; thus, admission numbers are not limited to the Appalachia HIDTA region but reflect the entire states of Kentucky, Tennessee, and West Virginia. TEDS data for 2007 were not available for West Virginia as of February 20, 2009.

Outlook

The diversion and abuse of CPDs will remain significant threats in the Appalachia HIDTA region. Traffickers and abusers will continue to circumvent efforts to prevent CPD diversion in the region by increasingly traveling to Florida, Pennsylvania, and Tennessee to obtain CPDs for personal use and retail-level distribution.

Outdoor cannabis cultivation in the Appalachia HIDTA region will continue at high levels, generally in remote outdoor areas where Caucasian criminal groups and independent dealers have established long-standing, entrenched growing operations. Growers will continue to locate sites near water sources and will most likely develop a greater number of small plots, rather than large plots, to avoid law enforcement detection. Some growers who had refrained from engaging in cannabis cultivation as a result of successful eradication efforts may return to sites that they had previously tended, possibly believing that the sites will not be reexamined once eradication teams move to other locations. Cultivation sites will pose increasing hazards to law enforcement officers and passersby as a result of intensified efforts on the part of grow site operators to protect their crops from discovery, thievery, and eradication efforts.

Local methamphetamine production will most likely increase moderately in the near term. The resurgence of small-scale methamphetamine production and the emergence of pseudoephedrine smurfing operations in the region create conditions conducive to an increase in local methamphetamine production. The use of the one-pot, or shake and bake, method of methamphetamine production will continue to increase in the region.

Appendix A. Tables

Table A1. Cannabis Plants Eradicated at Outdoor and Indoor Grow Sites (2006–2008) and Percentage of All People in Poverty (2007), Appalachia HIDTA Counties

State	Percentage of All People in Poverty (2007)	Plants Eradicated						
		2006		2007		2008		
		Outdoor	Indoor	Outdoor	Indoor	Outdoor	Indoor	
Kentucky	17.2							
HIDTA County	Adair	21.4	2,379	0	1,701	93	2,092	0
	Bell	28.8	39,877	0	37,913	15	19,397	0
	Breathitt	30.0	29,847	3	26,017	0	11,614	0
	Clay	41.9	30,580	0	25,298	5	13,460	0
	Clinton	24.1	11,620	0	1,942	0	1,460	0
	Cumberland	24.0	4,151	0	3,971	0	366	0
	Floyd	32.9	6,019	0	11,598	91	7,194	32
	Harlan	29.3	12,737	0	9,020	0	54,678	0
	Jackson	34.1	2,182	24	3,339	4	7,043	0
	Knott	31.7	23,026	8	17,146	0	10,169	0
	Knox	31.1	48,672	62	6,245	0	24,462	0
	Laurel	22.0	1,210	1	2,249	3	2,123	54
	Lee	34.9	9,497	0	12,729	0	1,111	0
	Leslie	31.0	37,639	0	25,588	0	4,385	0
	Letcher	27.0	35,836	0	19,335	0	12,451	0
	Magoffin	31.6	5,865	12	4,684	0	1,566	0
	Marion	17.8	6,902	0	5,000	43	2,704	0
	McCreary	35.5	1,791	0	424	0	6	17
	Owsley	44.4	13,119	0	15,012	0	12,464	0
	Perry	31.4	30,341	0	20,892	0	11,998	0
	Pike	20.8	10,549	0	18,230	46	10,809	0
	Pulaski	21.7	2,020	14	4,088	0	1,114	0
	Rockcastle	26.8	4,547	10	3,930	20	3,038	52
Taylor	17.1	1,936	0	2,764	0	4,434	0	
Warren	18.0	310	0	35	16	173	42	
Wayne	27.0	22,568	0	7,243	1	14,494	1,018	
Whitley	27.7	42,397	0	10,556	0	12,313	0	
Kentucky HIDTA Counties Total		437,617	134	296,949	337	247,118	1,215	

(Table continued on next page.)

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Table A1. Cannabis Plants Eradicated at Outdoor and Indoor Grow Sites (2006–2008) and Percentage of All People in Poverty (2007), Appalachia HIDTA Counties

State	Percentage of All People in Poverty (2007)	Plants Eradicated						
		2006		2007		2008		
		Outdoor	Indoor	Outdoor	Indoor	Outdoor	Indoor	
Tennessee	15.8							
HIDTA County	Bledsoe	21.3	2,960	0	390	10	7,281	0
	Campbell	23.9	19,622	0	660	0	3,348	0
	Claiborne	22.3	6,915	0	863	0	505	0
	Clay	23.3	2,411	0	426	0	1,941	0
	Cocke	26.6	12,772	0	14,764	0	359,685	0
	Cumberland	17.0	88,919	0	47,269	0	34,402	0
	Fentress	25.0	43,828	0	10,187	0	7,560	0
	Franklin	11.8	1,706	111	0	112	987	0
	Grainger	19.4	1,002	0	1,054	0	225	0
	Greene	19.7	0	0	12,000	0	336	0
	Grundy	27.0	26,757	0	1,857	0	619	0
	Hamblen	16.9	0	0	90	0	20	0
	Hamilton	13.5	201	0	0	0	0	0
	Hawkins	16.4	0	0	0	0	0	0
	Jackson	21.8	4,041	0	615	0	1,386	0
	Jefferson	17.4	350	0	180	0	450	0
	Knox	12.8	21	0	33	0	0	0
	Macon	18.6	0	0	0	0	4,072	0
	Marion	14.0	362	0	938	0	1,200	0
	Overton	20.0	2,888	0	1,201	0	3,477	0
	Pickett	18.2	18,006	0	1,413	0	54	0
	Putnam	21.6	16,632	0	578	0	376	0
	Rhea	18.0	768	0	355	0	6,154	0
	Scott	21.1	2,313	0	3,631	0	851	0
	Sequatchie	18.8	10,846	0	7	0	1,721	0
	Sevier	12.7	6,975	0	2,211	0	209	0
	Unicoi	16.3	0	0	0	0	0	0
Washington	17.3	0	0	150	0	0	0	
White	18.7	2,437	0	1,374	0	0	0	
Tennessee HIDTA Counties Total		272,732	111	102,246	122	436,859	0	

(Table continued on next page.)

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Table A1. Cannabis Plants Eradicated at Outdoor and Indoor Grow Sites (2006–2008) and Percentage of All People in Poverty (2007), Appalachia HIDTA Counties

State	Percentage of All People in Poverty (2007)	Plants Eradicated						
		2006		2007		2008		
		Outdoor	Indoor	Outdoor	Indoor	Outdoor	Indoor	
West Virginia	17.1							
HIDTA County	Boone	18.2	3,294	5	3,180	0	5,379	0
	Cabell	19.3	491	0	859	0	703	11
	Kanawha	14.0	5,175	860	1,919	349	4,794	72
	Lincoln	25.2	686	0	2,468	0	1,724	0
	Logan	22.2	9,706	3	4,156	5	9,056	14
	Mason	17.9	1,838	6	4,594	86	10,690	347
	McDowell	34.7	1,260	0	2,737	0	7,988	4
	Mingo	24.9	4,300	0	7,054	0	15,714	0
	Wayne	20.3	12,815	0	4,905	0	16,732	0
West Virginia HIDTA Counties Total		39,565	874	31,872	440	72,780	448	
Total for Appalachia HIDTA Region		749,914	1,119	431,067	899	756,757	1,663	

Source: U.S. Department of Agriculture; Appalachia High Intensity Drug Trafficking Area; Kentucky State Police; Tennessee Bureau of Investigation; West Virginia Army National Guard.

Table A2. Drug-Related Treatment Admissions to Publicly Funded Facilities in Kentucky, Tennessee, and West Virginia, by Drug, 2003–2007

	2003	2004	2005	2006*	2007
Marijuana					
Kentucky	4,614	3,175	4,247	4,403	4,235
Tennessee	1,461	1,183	1,403	1,304	1,414
West Virginia	663	687	700	783	NA
Total	6,738	5,045	6,350	6,490	5,649
Cocaine (by all routes of administration)					
Kentucky	3,114	1,815	3,885	4,353	3,800
Tennessee	2,733	2,586	2,745	2,653	2,235
West Virginia	297	370	445	539	NA
Total	6,144	4,771	7,075	7,545	6,035
Other Opiates, Tranquilizers, and Sedatives					
Kentucky	2,251	1,776	2,714	3,625	4,240
Tennessee	1,512	1,397	1,729	1,663	2,025
West Virginia	544	635	977	1,020	NA
Total	4,307	3,808	5,420	6,308	6,265
Amphetamines (including methamphetamine)					
Kentucky	696	532	1,307	1,249	1,045
Tennessee	368	558	541	414	287
West Virginia	56	71	139	134	NA
Total	1,120	1,161	1,987	1,797	1,332
Heroin					
Kentucky	290	197	458	515	513
Tennessee	NR	NR	NR	NR	NR
West Virginia	105	141	197	152	NA
Total	395	338	655	667	513

Source: Treatment Episode Data Set, run date February 20, 2009.

*The latest year for which data are available for West Virginia is 2006.

NA—Not available.

NR—Not reported.

Sources

Local and State

Kentucky

Bell County Sheriff's Department
 Benham Police Department
 Booneville City Police
 Bowling Green Police Department
 Bradfordsville Police Department
 Burkesville Police Department
 Clinton County Sheriff's Department
 Elkhorn City Police Department
 Evarts City Police Department
 Floyd County Sheriff's Office
 Harlan County Sheriff's Department
 Harlan Police Department
 Jackson County Sheriff's Department
 Jackson Police Department
 Kentucky Bureau of Investigation
 Drug Investigations Branch
 Kentucky State Police
 Knott County Sheriff's Office
 Leslie County Sheriff's Office
 Letcher County Sheriff's Department
 London City Police Department
 Lynch Police Department
 Marion County Sheriff's Department
 Middlesboro Police Department
 Mount Vernon Police Department
 Office of the Chief Medical Examiner–Louisville
 Perry County Sheriff's Department
 Pike County Sheriff's Department
 Pikeville Police Department
 Pineville Police Department
 Prestonsburg Police Department
 Rockcastle Sheriff's Office
 Salyersville Police Department
 Smiths Grove Police Department
 Somerset Police Department
 UNITE Drug Task Force
 Whitley County Sheriff Department

Tennessee

8th Judicial District Drug Task Force
 9th Judicial District Drug Task Force
 Alcoholic Beverage Commission
 Governor's Task Force for Marijuana Eradication
 Bean Station Police Department
 Celina Police Department
 Chattanooga Police Department
 Clay County Sheriff's Office
 Clinton Police Department
 Criminal Investigation Division
 Cookeville Police Department
 Cowan Police Department
 Decherd Police Department
 Erwin Tennessee Police Department
 Estill Springs Police Department
 Franklin County Sheriff's Department
 Gatlinburg Police Department
 4th Judicial District Drug Task Force
 Grainger County Sheriff's Office
 Graysville Police Department
 Greene County Sheriff's Department
 Grundy County Sheriff's Office
 Hamblen County Sheriff's Department
 Hamilton County Sheriff's Office
 Hawkins County Sheriff's Office
 Jackson County Sheriff's Department
 Jefferson City Police Department
 Jellico Police Department
 Johnson City Police Department
 Jonesborough Department of Public Safety
 Knox County Sheriff's Office
 Knoxville Police Department
 La Follette City Police Department
 Macon County Sheriff's Department
 Marion County Sheriff's Department
 Morristown Police Department
 Newport Police Department
 Office of the State Medical Examiner–Nashville
 Pickett County Sheriff Office
 Powells Crossroads Police Department
 Putnam County Sheriff's Department
 Sequatchie County Sheriff's Department
 Sevier County Sheriff's Office
 Sevierville Police Department
 Sewanee Police Department

South Pittsburg Police Department
Surgoinville Police Department
Tazewell Police Department
Tennessee Bureau of Investigation
Tennessee Department of Health
 Bureau of Health Licensure and Regulation
Tennessee Department of Health and Human Resources
Tennessee Highway Patrol
Tennessee Methamphetamine Task Force
Tennessee National Guard
Tracy City Police Department
White County Sheriff's Department
Winfield Police Department

West Virginia

Belle Police Department
Boone County Sheriff's Office
Braxton County Sheriff's Office
Cabell County Sheriff's Department
Cedar Grove Police Department
Chapmanville Police Department
Charleston Police Department
 Metro Drug Unit
Danville Police Department
Gilmer County Sheriff's Office
Huntington Police Department
Kanawha County Sheriff's Office
Lincoln County Sheriff's Office
Logan County Sheriff's Department
Mason County Sheriff's Department
McDowell County Sheriff's Office
South Charleston Police Department
St. Albans Police Department
Wayne County Sheriff's Department
Welch City Police Department
West Virginia Army National Guard
West Virginia Department of Health and Human Resources
West Virginia State Police
Williamson Police Department

Federal

Executive Office of the President
 Office of National Drug Control Policy
 High Intensity Drug Trafficking Areas
 Appalachia
 Bowling Green/Warren County Drug Task Force
 Hazard Investigative Drug Task Force
 Huntington Violent Crime/Drug Task Force
 Lake Cumberland Area Drug Task Force
 Metropolitan Drug Enforcement Network Team
 National Forest Marijuana Investigative Initiative
 Tennessee Bureau of Investigation
 Middle Tennessee Drug Task Force
 Tennessee HIDTA Domestic Highway Enforcement
U.S. Department of Agriculture
 U.S. Forest Service
U.S. Department of Commerce
 U.S. Census Bureau
U.S. Department of Health and Human Services
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U.S. Department of Justice
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 Atlanta Division
 Knoxville Resident Office, Tennessee
 Detroit Division
 Columbus District Office
 London Resident Office, Kentucky
 Domestic Cannabis Eradication/Suppression Program
 El Paso Intelligence Center
 National Seizure System
 Washington, D.C., Division
 Charleston Resident Office, West Virginia
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 Louisville Division
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 Memphis Division
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 Pittsburgh Division

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