

BY THE U.S. GENERAL ACCOUNTING OFFICE

**Report To The Chairman,  
Subcommittee On Public Lands And National  
Parks, Committee On Interior And Insular Affairs,  
House Of Representatives**

**Additional Actions Taken To Control Marijuana  
Cultivation And Other Crimes On Federal Lands**

In a 1982 report, GAO discussed marijuana cultivation and other illegal and unauthorized activities on federal lands. At the request of the Chairman, House Subcommittee on Public Lands and National Parks, GAO updated its previous work.

GAO found that marijuana growers have threatened and harassed federal employees and land users and/or caused resource damage, primarily in California and Oregon. GAO also found that increased cooperative law enforcement efforts have resulted in the destruction of more marijuana. Further, GAO was informed that additional actions have been taken to control other crimes on federal lands.

GAO believes that the agencies' law enforcement efforts to control marijuana cultivation and to foster mutual aid and cooperation with other law enforcement entities are responsive to its previous recommendations that the Secretaries of Agriculture and the Interior (1) give increased emphasis to using their law enforcement powers and, where necessary, revise existing regulations and (2) increase their level of law enforcement activities.



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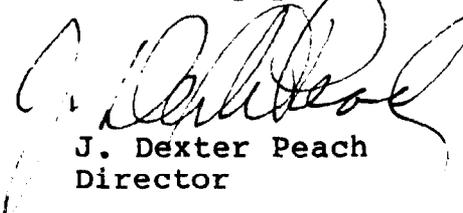
The Honorable John F. Seiberling  
Chairman, Subcommittee on Public  
Lands and National Parks  
Committee on Interior and Insular Affairs  
House of Representatives

Dear Mr. Chairman:

This report responds to your March 10, 1983, letter asking us to bring your subcommittee up to date on the progress federal agencies have made to implement recommendations in our March 1982 report, Illegal and Unauthorized Activities on Public Lands--A Problem With Serious Implications (CED-82-48). Subsequent to the request, we agreed with your office to focus our work on the marijuana cultivation problem. We also agreed to determine what actions had been taken at the agencies' headquarters to deal with other illegal and unauthorized activities.

As arranged with your office, unless you publicly announce its contents earlier, we plan no further distribution of this report until 10 days from its date. At that time we will send copies to the Director, Office of Management and Budget; the Secretaries of Agriculture and the Interior; the Chief, Forest Service; the Directors, Bureau of Land Management and National Park Service; and other interested parties. We will also make copies available to others upon request.

Sincerely yours,



J. Dexter Peach  
Director



D I G E S T

GAO reported<sup>1</sup> in March 1982 that illegal and unauthorized activities--crimes against persons and property, marijuana cultivation, timber thefts, and trespassing--were limiting the ability of the public to use and enjoy natural resources and recreational facilities on federal lands in California and Oregon administered by the Departments of Agriculture and the Interior. The Chairman, Subcommittee on Public Lands and National Parks, House Committee on Interior and Insular Affairs, requested GAO to update its previous work.

The Chairman was especially concerned about the danger marijuana growers posed to federal employees and land users. For this reason, GAO focused its review on (1) the extent of marijuana cultivation on federal lands, (2) how marijuana cultivation affected the management and use of federal lands, and (3) what actions federal land managers were taking to eradicate marijuana.

GAO found that federal lands are an attractive place to grow marijuana, and marijuana cultivation threatens public and employee safety and hinders land management activities on some federal lands. Recognizing the problem, Interior's Bureau of Land Management (BLM) and National Park Service and Agriculture's Forest Service have intensified their efforts to control marijuana cultivation.

GAO believes the agencies' intensified efforts to control marijuana cultivation are responsive to its previous recommendations that the Secretaries of Agriculture and the Interior (1) give increased emphasis to using their law enforcement power and, where necessary, revise existing regulations and (2) increase their level of law enforcement activities.

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<sup>1</sup>Illegal and Unauthorized Activities on Public Lands--A Problem With Serious Implications  
(Mar. 10, 1982, CED-82-48).

GROWING MARIJUANA ON FEDERAL  
LANDS ATTRACTIVE

Marijuana growers are attracted to federal lands because much of the land is located in remote, unpopulated areas, and in some cases the soil, water supply, and climate are conducive to marijuana cultivation. Detecting marijuana growing in remote locations on public lands is difficult because of the sophisticated growing techniques being used to hamper detection efforts. Destroying marijuana plants is also labor intensive.

The Forest Service estimated that marijuana growers cultivated over 8,200 marijuana plots<sup>2</sup> on its lands in calendar year 1983. About 4,800 of the total estimated marijuana plots cultivated on Forest Service lands were located in the Pacific Southwest and Northwest regions, which include California and Oregon.

BLM and the Park Service have not estimated the number of marijuana plots on their lands. BLM believes, however, that marijuana cultivation continues to be an increasingly serious law enforcement problem on its lands in several states. (See p. 18.)

MARIJUANA GROWING ADVERSELY  
AFFECTS LAND USE AT SOME LOCATIONS

To update its previous work, GAO visited 22 Forest Service, BLM, and Park Service sites in six states to get an indication of the extent of the marijuana problem on federal lands. GAO found that at 14 of the 22 sites marijuana cultivation was adversely affecting management and use of federal lands during the period May 1981 through October 1983. The following chart shows the types of incidents and the number of sites at which they occurred in the six states visited. At the remaining eight sites GAO visited, marijuana cultivation was not causing serious land management problems. (See pp. 21-34.)

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<sup>2</sup>A marijuana plot is a small area of ground that contains from one or two to several hundred plants.

Number of Sites Experiencing Adverse Effects  
Caused by Marijuana Cultivation

<u>States visited</u>	<u>Restricted/ closed areas</u>	<u>Violent Incidents</u>	<u>Employees harassed</u>	<u>Users harassed</u>	<u>Booby-trapped areas</u>	<u>Resource damage</u>
California	4	6	7	7	5	7
Oregon	1	3	3	3	2	3
Arkansas	-	1	-	1	1	-
Missouri	-	1	-	-	1	1
Idaho	-	-	1	1	-	1
Hawaii	1	1	1	1	1	1

Restricted/closed areas

In a closed area anyone found there without written permission from federal officials is subject to arrest. Restricted areas are those where land managers will not let their employees work or where they discouraged recreationists from going because of potential danger from marijuana growers.

Violent incidents

These incidents include cases where federal employees or land users were shot at or assaulted by marijuana growers.

Harassment

Incidents include federal employees having their lives threatened, having intimidation shots fired near them, receiving threatening late-night phone calls, or having rocks thrown at their homes. Also, land users such as hunters, fishermen, backpackers, river rafters, and contractors or permittees have been ordered off national forest or public lands by marijuana growers.

Booby-trapped areas

In booby-trapped areas, devices are generally set up to scare an intruder or let growers know someone is in or near their marijuana plot, but some devices are more dangerous. Booby traps

found on federal lands include punji sticks,<sup>3</sup> shotgun shells attached to rattraps, bear traps, fishhooks hung across trails at eye level, and needles run through the stems of plants. More dangerous booby traps using a hand grenade, dynamite, and a homemade antipersonnel mine have also been found.

#### Resource damage

These incidents involve marijuana growers suspected of causing wildland fires, cutting timber and shrubs for growing sites, using unauthorized poisons and pesticides, shooting and poaching wildlife, and littering the lands with structures and growing equipment.

#### EFFORTS TO CONTROL MARIJUANA CULTIVATION HAVE INCREASED SINCE 1981

The Forest Service, BLM, and the Park Service have developed marijuana control policies, and the Forest Service and BLM have increased the level of cooperative law enforcement funds supporting state and local law enforcement agencies' marijuana control programs on national forests and federal lands since 1981.

Marijuana control policies developed by the Forest Service and BLM provide for supporting roles for these agencies in cooperating with other federal, state, and local law enforcement agencies. The Park Service's policy states that its employees take action to detect, report, and apprehend those persons responsible for growing marijuana on Park Service lands.

With respect to cooperative law enforcement funds in fiscal year 1983, the Forest Service earmarked \$1.07 million in cooperative law enforcement funds for marijuana eradication, a significant increase over the fiscal year 1982 allocation of \$206,000. About \$1.2 million was budgeted for fiscal year 1984. Also in fiscal year 1983, the first year BLM specifically allocated funds for marijuana control, BLM's cooperative law enforcement funds for marijuana eradication totalled about \$180,000. (See p. 36.)

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<sup>3</sup>Punji sticks are sharp objects concealed along the ground to pierce the feet of intruders.

In 1983, law enforcement agencies destroyed about 1,300 of the over 8,200 estimated marijuana plots cultivated on Forest Service lands. In contrast, in 1981, only about 450 of the estimated 6,000 marijuana plots cultivated on Forest Service lands were destroyed. Also, law enforcement agencies in 1983 raided 330 marijuana plots on BLM lands, 324 of which were in California and Oregon. On Park Service lands, 27 marijuana plots were raided. This was the first year BLM and the Park Service collected these data. (See p. 35.)

The marijuana control programs supported by the Forest Service, BLM, and the Park Service in the states GAO visited varied depending upon the extent of their perceived marijuana cultivation problem. For example:

- In California in 1983, the Forest Service and BLM joined with other federal, state, and local agencies in a task force whose goal is to eradicate marijuana being cultivated on all lands within the state. BLM and the Forest Service considered the program successful and are participating again in 1984. (See p. 37.)
- In Oregon, the Forest Service and BLM both provided state and local law enforcement agencies with cooperative law enforcement funds and participated in multiagency efforts to combat marijuana cultivation. (See p. 44.)
- In Arkansas in 1982, Ozarks-St. Francis National Forest officials, in coordination with other agencies, participated actively in a marijuana control program after one of their employees was assaulted by suspected marijuana growers. (See p. 43.)
- In Idaho and Missouri, marijuana cultivation was not causing serious land management problems at the Forest Service and BLM sites GAO visited. (See p. 45.)
- At the Hawaii Volcanoes National Park in 1980, suspected marijuana growers assaulted a Park Service employee and harassed visitors. To ensure the safety of employees and visitors, the Park Service initiated an aggressive marijuana control program. (See pp. 21 and 46.)

ACTIONS BY THE DEPARTMENTS OF AGRICULTURE  
AND THE INTERIOR TO CONTROL OTHER  
ILLEGAL AND UNAUTHORIZED ACTIVITIES

The Chairman also asked GAO to obtain information on actions taken by the three agencies' headquarters in response to its recommendations to control other illegal and unauthorized activities on federal lands.

According to agency officials, the Forest Service, Park Service, and BLM have taken further actions to control crimes against persons and property, trespassing, timber thefts, and other illegal and unauthorized activities and to develop law enforcement information systems. For example, the Forest Service and BLM have instituted new policies to control the theft of firewood from federal lands by requiring users to pay fees for firewood removal. (See p. 49.)

AGENCIES' COMMENTS

Interior stated that GAO's report accurately reflected Interior's increased efforts to control marijuana cultivation and other illegal and unauthorized activities on land it managed. Interior also stated that marijuana growers on BLM lands remain a serious threat to federal employees and the public and said that more needs to be done to deal with the problem.

The Forest Service provided technical comments, and GAO made changes in the report where appropriate. (See pp. 48 and 55.)

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ABBREVIATIONS

BLM	Bureau of Land Management
GAO	General Accounting Office



## CHAPTER 1

### INTRODUCTION

Our March 10, 1982, report entitled Illegal and Unauthorized Activities on Public Lands--A Problem With Serious Implications (CED-82-48) pointed out four illegal and unauthorized activities on federal lands managed by the Department of Agriculture's Forest Service and the Department of the Interior's National Park Service and Bureau of Land Management (BLM) that limit the ability of others to use and enjoy resources and recreation facilities. The four activities were: (1) crimes against persons and property, (2) marijuana cultivation, (3) timber thefts, and (4) trespass.

The Chairman, Subcommittee on Public Lands and National Parks, House Committee on Interior and Insular Affairs, requested us to follow up on actions taken by the three federal agencies to resolve these law enforcement problems. (See app. I.) Subsequent to the request, we agreed with the Subcommittee office to focus our fieldwork on the marijuana cultivation problem and to determine at the agencies' headquarters in Washington, D.C., what actions had been taken to control the other illegal and unauthorized activities cited in our 1982 report.

### FEDERAL LAND OWNERSHIP

Federally owned lands include national parks, forests, and wildlife refuges; defense installations; rangelands, grasslands, and recreation areas; and land around dams and irrigation reservoirs. The Forest Service, BLM, and Park Service manage about 611 million acres, or about 84 percent of all the land managed by the federal government. The following table shows the major land-managing agencies and the amount of federally owned land, by agency.

<u>Department/agency</u>	<u>Federally owned</u> <u>acres managed</u>		<u>Percent of total</u>	
	<u>Agency</u>	<u>Dept.</u>	<u>Agency</u>	<u>Dept.</u>
----- (000 omitted) -----				
Interior:				
Bureau of Land Management	341,059		46.7	
Fish and Wildlife Service	84,907		11.6	
National Park Service	77,286		10.6	
Bureau of Reclamation	4,214		.6	
Other Interior agencies	<u>3,033</u>	510,499	<u>.4</u>	69.9
Agriculture:				
Forest Service	192,075		26.3	
Other Agriculture agencies	<u>397</u>	192,472	<u>.1</u>	26.4
Defense:				
Corps of Engineers	8,544		1.2	
Other Defense agencies	<u>14,334</u>	22,878	<u>2.0</u>	3.2
Other federal departments and agencies				
		<u>3,972</u>		<u>.5</u>
Total		<u>729,821</u>		<u>100.0</u>

Source: BLM, Public Land Statistics 1983.

#### MISSION OF THE FOREST SERVICE

The Forest Service has the federal responsibility for national leadership in forestry. Its objectives include developing and making available scientific and technological capabilities to advance resource management and further renewable natural resource conservation. In addition to providing wood and paper products, national forest lands provide outdoor recreation, wildlife habitat, livestock forage, and water supplies.

The Forest Service is required to manage the land under the principle of multiple use and sustained yield. This principle calls for harmonious, coordinated management of all resource values on large areas of land and the best combination of diverse land uses, both developmental and protective. It must provide sufficient latitude to conform to changing needs and conditions and also consider the long-term needs of future generations for renewable and nonrenewable resources. It must ensure that the productivity of the land and the quality of the environment are not permanently impaired.

To carry out its mission, the Forest Service manages the national forest system, does forest research, and cooperates with

state and private forestry programs. Forest Service research programs seek better ways to use forests by carrying out research for improving methods of harvesting timber; preventing, detecting, and mapping lightning fires; improving processing methods for forest products; and improving the environment. The agency's cooperative state and private forestry programs provide financial and technical assistance (including forest pest management and fire prevention) to state forestry agencies. Cooperators at the state and local levels provide the delivery system for most state and private forestry programs.

As of July 1, 1983, the national forest system included 155 national forests, 19 national grasslands, and 18 land utilization projects in 44 states and Puerto Rico. Also, some 25.2 million acres are set aside as wilderness and about 1 million acres as primitive areas.

#### MISSION OF THE BUREAU OF LAND MANAGEMENT

BLM provides for the protection, orderly development, and use of the public lands and resources also under the principle of multiple use and sustained yield. The resources managed by BLM include timber, minerals, oil, gas, geothermal energy, wildlife habitat, rangeland vegetation, and open space.

BLM executes land management activities through a decentralized organization. BLM headquarters in Washington, D.C., provides broad management policy and direction, with land management plans and decisions made and carried out at the field level. The 12 BLM state offices provide administrative support, guidance, direction, and technical assistance to the 56 lower level field offices, located mostly in the Western states. BLM also maintains a service center in Denver, Colorado, that assists in policy development, provides technical support to the field, and carries out major special projects as assigned.

#### MISSION OF THE NATIONAL PARK SERVICE

The National Park Service's objectives are to administer properties under its jurisdiction for the enjoyment and education of the American people; to protect the natural environment of the areas; and to assist states, local governments, and citizen groups in the development of park areas, the protection of the natural environment, and the preservation of historic properties.

The Park Service develops and implements park management plans and staffs the areas under its administration. It relates the natural values and historical significance of these areas to the public through talks, tours, films, exhibits, publications, and other interpretative media. It operates campgrounds and other visitor facilities and provides lodging, food, and transportation services in many areas, usually through concessionaires.

There are 334 units in the National Park System, including national parks and monuments of noteworthy natural and scientific value; scenic parkways, riverways, seashores, lakeshores, recreation areas, and reservoirs; and historic sites associated with important movements, events, and personalities of the American past. The Park Service also has a service center in Denver, Colorado, that provides planning, architectural, engineering, and other professional services. It also has a center for production of interpretive exhibits, audiovisual materials, and publications in Harpers Ferry, West Virginia.

#### LAW ENFORCEMENT ROLES OF THE AGENCIES

The Drug Enforcement Administration is the lead federal agency for enforcing drug laws. The Forest Service's, BLM's, and the Park Service's abilities to exercise law enforcement powers are defined by the jurisdictional status under which the federal government holds a particular land area. Federal lands, even within the control of a single agency, may be held in any one of three jurisdictional categories: exclusive, concurrent, or proprietary. In exclusive jurisdiction areas, legal authority rests with the United States, thus generally precluding the exercise of legal authority by state and local agencies. In concurrent jurisdiction areas, the exercise of appropriate authority is allowed by state, local, and federal agencies. In proprietary jurisdiction areas, the federal government has acquired title to land within a state but has not received any measure of the state's authority over the land. Each category varies in terms of the prescriptive and enforcement powers possessed by the federal and state governments.

#### The Forest Service

The Secretary of Agriculture is authorized under 16 U.S.C. 551 to make rules and regulations to preserve the national forests and to regulate their occupancy and use. He has delegated this authority to the Chief Forester. It is the responsibility of regional foresters and forest supervisors to analyze the overall law enforcement impact and workload and provide the necessary staffing to enforce Forest Service regulations. Where a heavy and complex investigative workload exists, staffing includes a special agent who is authorized to investigate violations of Agriculture's rules and regulations. As of February 1984, the Forest Service had 102 positions for special agents nationwide.

The Secretary is authorized under 16 U.S.C. 551a to cooperate with any state or local agency in enforcing state and local laws on national forest system lands. One Forest Service objective is to make maximum use of cooperative law enforcement agreements used to reimburse state and local law enforcement agencies for activities they carry out on federal lands. In fiscal year 1983, the Forest Service reimbursed state and local law enforcement agencies \$5.3 million under cooperative law enforcement agreements.

## The Bureau of Land Management

Section 303 of the Federal Land Policy and Management Act of 1976 authorizes the Secretary of the Interior to enforce laws and to issue regulations necessary to protect the public lands and the property thereon and to authorize federal personnel or appropriate local officials to carry out Interior's law enforcement responsibilities on those lands. Since its lands are primarily held under proprietary jurisdiction, BLM, like the Forest Service, relies heavily on state and local law enforcement agencies to enforce state and local laws.

Law enforcement activities are decentralized within BLM's state offices. As of March 1984, BLM had 27 special agents who were responsible for investigating natural resource crimes and for managing contracts and cooperative agreements with local law enforcement officials. BLM uses cooperative law enforcement agreements to provide funding to state and local agencies for their services. In fiscal year 1983, BLM provided \$676,000 to state and local law enforcement agencies.

## The National Park Service

The Park Service law enforcement powers are provided for in 16 U.S.C. 1a-6, which gives the Secretary of the Interior specific statutory authority to designate Park Service employees to maintain law and order and protect persons and property within the 334-unit National Park System. The Park Service lands are maintained under exclusive, concurrent, or proprietary jurisdictions.

The Park Service has two law enforcement organizations, the park rangers and the park police. Park rangers, who are usually employed at rural park units, are assigned responsibilities ranging from routine patrols to detective investigations, depending upon a park's jurisdiction and visitor activity. Park police, who are employed mostly in urban park units, are assigned duties similar to those of city police.

## The Drug Enforcement Administration

The Drug Enforcement Administration is the lead federal agency in enforcing narcotics and controlled substances laws and regulations under the authority of section 503 of the Controlled Substances Act (21 U.S.C. 873(a)(5)). Its primary responsibilities include investigation of major narcotic violators who operate at interstate and international levels and enforcement of regulations governing the legal manufacture, distribution, and dispensing of controlled substances.

It is also responsible for managing a national narcotics intelligence system; coordinating with federal, state, and local law enforcement authorities; cooperating with counterpart agencies abroad; and supporting drug traffic prevention and control through training, scientific research, and information exchange.

The Drug Enforcement Administration coordinates the national, multiagency, cooperative, domestic eradication/suppression program for marijuana. In this role, it promotes information sharing and contributes training, equipment, investigative and aircraft resources, and funding to support the efforts of state and local law enforcement agencies. In response to increases in illegal marijuana cultivation, the program has expanded from 2 states in 1979 to 47 states in 1984.

#### OBJECTIVES, SCOPE, AND METHODOLOGY

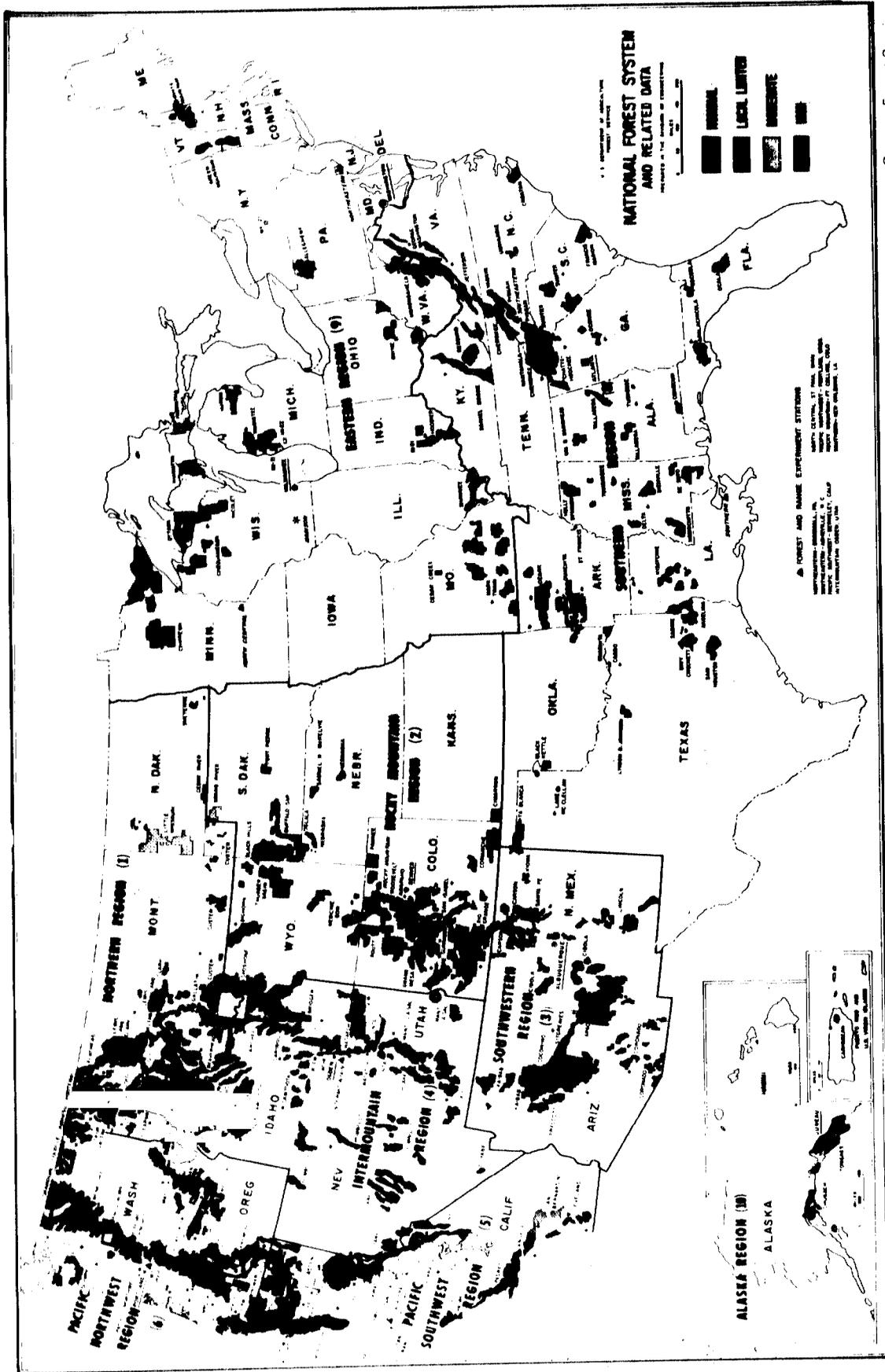
The Subcommittee Chairman's request letter of March 10, 1983, stated that the recent phenomenon of marijuana cultivation and other illegal activities on federal lands were negatively affecting use of these lands (see app. I). He further stated that these activities were intolerable and constitute a growing threat to the safety of the public that desires to use the public lands and to the federal employees responsible for managing those lands. Because of these concerns, the Chairman requested that we review the actions taken by the Forest Service, BLM, and the Park Service to resolve these problems.

Because our initial work at nine sites revealed that marijuana cultivation was a major law enforcement problem, the Subcommittee's office agreed that we should focus our fieldwork on the marijuana cultivation problem. Therefore, the objectives of our fieldwork were to determine

- the extent of marijuana cultivation on federal lands,
- how marijuana cultivation is affecting the management and use of federal lands, and
- what actions federal land managers are taking to eradicate marijuana.

The scope of our fieldwork included visiting the headquarters of the Forest Service, BLM, the Park Service, and the Drug Enforcement Administration in Washington, D.C. Between June 1983 and November 1983, we visited 22 Forest Service, BLM, and Park Service sites and 22 local and state law enforcement agencies in California, Oregon, Hawaii, Idaho, Missouri, and Arkansas. The sites were not selected by scientific or statistical methods because the conditions necessary for marijuana cultivation do not exist proportionately throughout the United States. Therefore, states were selected for review from those with high levels of marijuana cultivation activity reported there by the Forest Service. The maps on the next three pages present an overall perspective on marijuana cultivation on Forest Service lands. Appendix II lists the specific sites visited in the six states.

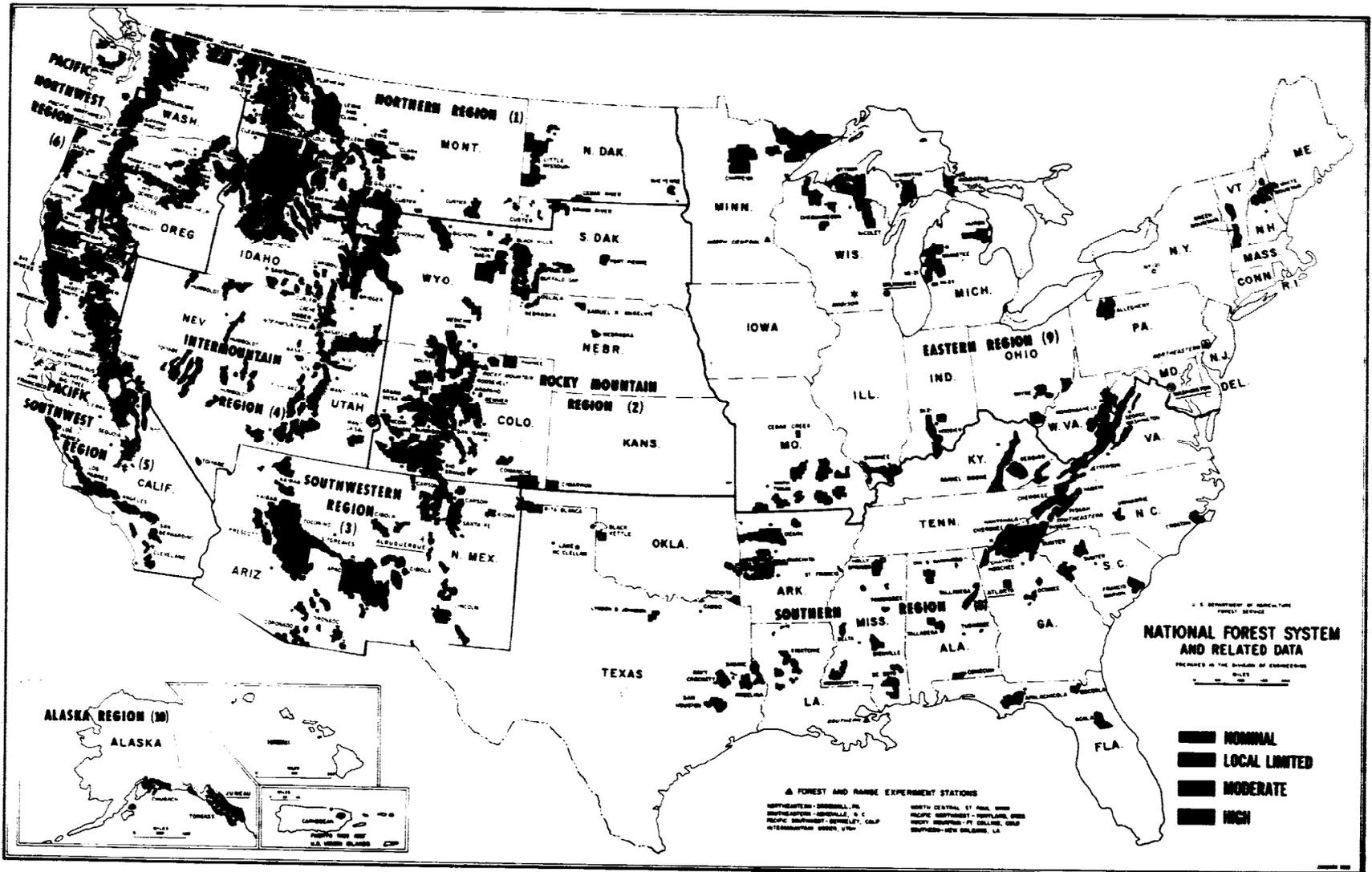
# REPORTED RELATIVE MARIJUANA OCCURRENCE 1981



Source: Forest Service

Marijuana cultivation on Forest Service lands in 1981.

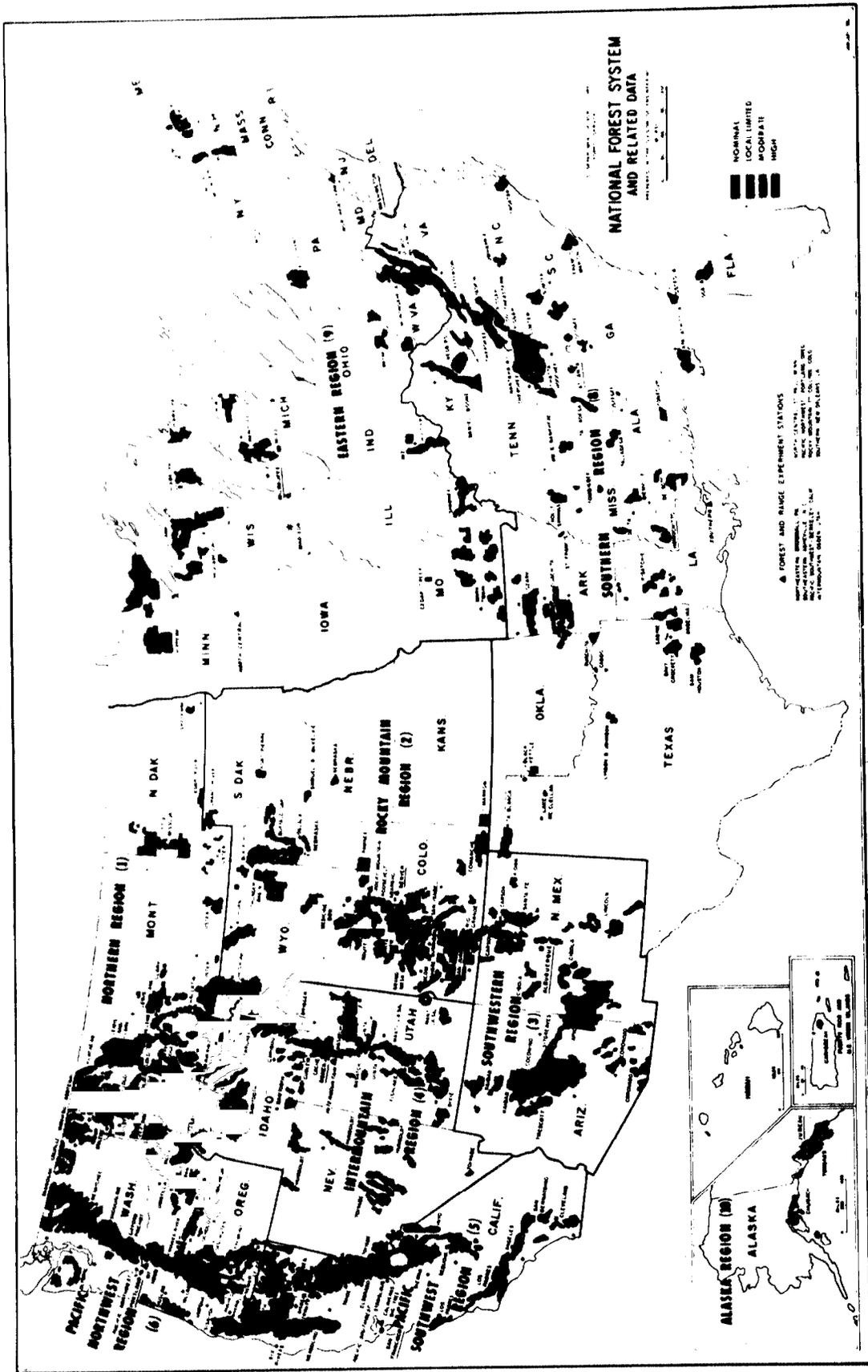
# REPORTED RELATIVE MARIJUANA CULTIVATION OCCURRENCE 1982



Marijuana cultivation on Forest Service lands in 1982.

Source: Forest Service.

# REPORTED RELATIVE CANNABIS CULTIVATION OCCURRENCE 1983



Source: Forest Service.

Marijuana cultivation on Forest Service lands in 1983.

At the Department of the Interior, we interviewed the chief, law enforcement and security management division, and the chief of the law enforcement branch. At the Department of Agriculture, we interviewed the Forest Service's leader, law enforcement group, and a member of his staff. At the Park Service sites, we talked with representatives of the regional directors, park superintendents, and law enforcement officials at regional and park levels. At the Forest Service, we talked with representatives of the regional foresters, forest supervisors or their representatives, district rangers, and law enforcement officials at the regional and forest levels. At BLM, we talked with BLM state or assistant state directors, district and resource managers, and law enforcement personnel.

In completing our work in the six states, we interviewed (1) Forest Service officials in five regions and 10 national forests, (2) BLM officials in three state offices and six district and resource area offices, (3) Park Service officials in three regional offices and at seven parks, recreation areas, and national rivers, and (4) law enforcement officials in 19 county sheriffs' departments and three state agencies. At each site, we reviewed and obtained pertinent files, reports, maps, pictures, and other documentation necessary to accomplish our objectives. We accompanied Forest Service employees in California to observe marijuana plots and to observe the cutting, airlifting, and destruction of marijuana plants by a state eradication team on a raid on lands in Humboldt County. In one case, we interviewed a rancher who leases Forest Service lands to graze cattle. We also observed marijuana gardens by air and foot with Park Service personnel at the Hawaii Volcanoes National Park.

Precise data on the extent of marijuana cultivation on federal lands did not exist. However, all three agencies did have data available on the amount of marijuana eradicated from their lands. The Forest Service has collected this information since 1981, while BLM and the Park Service began collecting it in 1983. The Forest Service also had estimates of the total amount of marijuana cultivated on its lands and the amount successfully harvested by growers. We used these data, along with views of the federal land managers and state and local law enforcement officials, as the basis for determining the extent of marijuana cultivation on federal lands. We did not verify the validity of these data, which the agencies obtained through the use of a variety of methods.

Appendix II describes the specific methodology we followed at each agency.

On May 25, 1984, we issued a report entitled Law Enforcement Efforts to Control Domestically Grown Marijuana (GAO/GGD-84-77) to the Subcommittee on Government Information, Justice, and Agriculture, House Committee on Government Operations. That report primarily describes the Drug Enforcement Administration's domestic marijuana eradication and suppression state assistance program. It also discusses other federal assistance that the National Guard and the Department of Defense provided to the

states to combat the problem. The results of that review were based in part on a questionnaire sent to 50 state law enforcement agencies responsible for marijuana control programs to obtain information on states' marijuana eradication and suppression programs.

Forty-nine of the 50 state agencies answered all or parts of our questionnaire. We excluded 2 of the 49 questionnaires from our analysis because the responses did not apply to all domestic marijuana eradication and suppression activities within those two states. The objectives of that evaluation were to determine what is known about the nature and extent of the domestic marijuana problem, to ascertain what eradication and suppression efforts are being undertaken in the states, to find out what states need to do to increase the effectiveness of their efforts, and to determine how satisfied the states are with the federal assistance they receive.

#### Follow-up on prior recommendations

We recommended in our March 1982 report that to deal with illegal and unauthorized activities such as marijuana cultivation, crimes against persons and property (such as burglary and larceny), trespassing, and timber thefts, the Secretaries of Agriculture and the Interior give increased emphasis to using their law enforcement powers and, where necessary, revise existing regulations. We also recommended that the Secretaries increase their level of law enforcement activities and, to the extent feasible, remove manpower, resource, or policy constraints that impede law enforcement efforts. Lastly, we recommended that the Secretaries implement law enforcement information systems that would provide management with essential and reliable data on the nature and extent of crimes on federal lands.

While we focused our fieldwork on marijuana cultivation, we also obtained information at the agencies' headquarters by interviewing officials and reviewing information as of March 1984 on what actions they were taking concerning crimes against persons and property, timber thefts, trespass, and other illegal and unauthorized activities. As agreed with the Chairman's office, we did not evaluate these actions at the agencies' field locations.

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Except as noted above, our review was performed in accordance with generally accepted government auditing standards.

## CHAPTER 2

### MORE INTENSIVE EFFORTS TAKEN TO CONTROL MARIJUANA CULTIVATION

Marijuana cultivation has increased in recent years and threatens public and employee safety on federal lands; it also hinders land management. Marijuana growers at 14 of the 22 sites we visited have shot at, threatened, or harassed federal employees and land users, or damaged resources.

The Forest Service, BLM, and the Park Service have intensified their efforts to control marijuana cultivation on their lands. We found that the Forest Service, BLM, and the Park Service have developed marijuana control policies, and the Forest Service and BLM have increased funding to support marijuana control programs. In 1983, about 1,300 of the over 8,200 estimated marijuana plots located on Forest Service lands and 330 of an unknown number of marijuana plots on BLM lands were destroyed. The Park Service has controlled its major marijuana cultivation problem in Hawaii Volcanoes National Park.

### DOMESTIC MARIJUANA CULTIVATION

The House Government Operations Committee, in its November 2, 1983, report entitled Commercial Production and Distribution of Domestic Marihuana, pointed out that the marijuana available in the United States in the 1970's was almost all imported. Supplies of imported marijuana were plentiful and cheap, arriving overland from Mexico and by plane and ship in multi-ton quantities from Central and South American countries.

However, in the 1970's, paraquat was used to spray marijuana plants in Mexico. Popularity of and demand for Mexican marijuana, formerly considered among the world's best, decreased. Also, the U.S. Customs Service and the Drug Enforcement Administration increased their efforts aimed at illicit drugs being smuggled through Florida and elsewhere along the southern border. Both actions tended to increase the incentive for domestic marijuana cultivation.

An indication of the size of the domestic marijuana cultivation problem is shown by results of the Drug Enforcement Administration's 1983 domestic marijuana program. The Drug Enforcement Administration reported that almost 3.8 million marijuana plants and over 70,500 marijuana plots were destroyed in the United States, 4,318 individuals arrested, and 984 weapons seized. Also, the Drug Enforcement Administration reported that the 40 states participating in the 1983 program would commit more resources to the 1984 program and that additional states would join the program.

In our May 1984 report, we concluded that states participating in the Drug Enforcement Administration's 1983 domestic marijuana program reported little overall progress in reducing

marijuana cultivation. According to the states, the effect of law enforcement efforts has been primarily to cause growers to shift their operations indoors or take other actions so outdoor crops will not easily be detected. Marijuana cultivation is expected to continue to increase in most states. State law enforcement agencies said a variety of additional resources are needed to increase their eradication and suppression efforts, both indoors and outdoors.

Our May 25, 1984, report also disclosed that in April 1984, the National Guard Bureau issued, to all state guard units, a notice of clarification citing the types of direct assistance for support to drug/law enforcement that guard units in training may provide and the conditions under which they may be provided. In addition, on the basis of questionnaire responses, one of the greatest needs of law enforcement agencies to increase the impact of their efforts against domestic marijuana is for more intelligence about the domestic marijuana industry. States and local agencies have spent a large percentage of their efforts eradicating marijuana plants and less effort collecting and analyzing intelligence concerning cultivators, distributors, and their operations. Greater emphasis on intelligence is planned by many law enforcement agencies. This may help the agencies keep pace with the expected increase in indoor cultivation and large-scale cultivation and distribution organizations. More intelligence may help agencies direct their limited resources where the greatest impact can be achieved on the domestic marijuana industry.

Domestic growers harvesting higher  
quality plants and using more  
sophisticated growing techniques

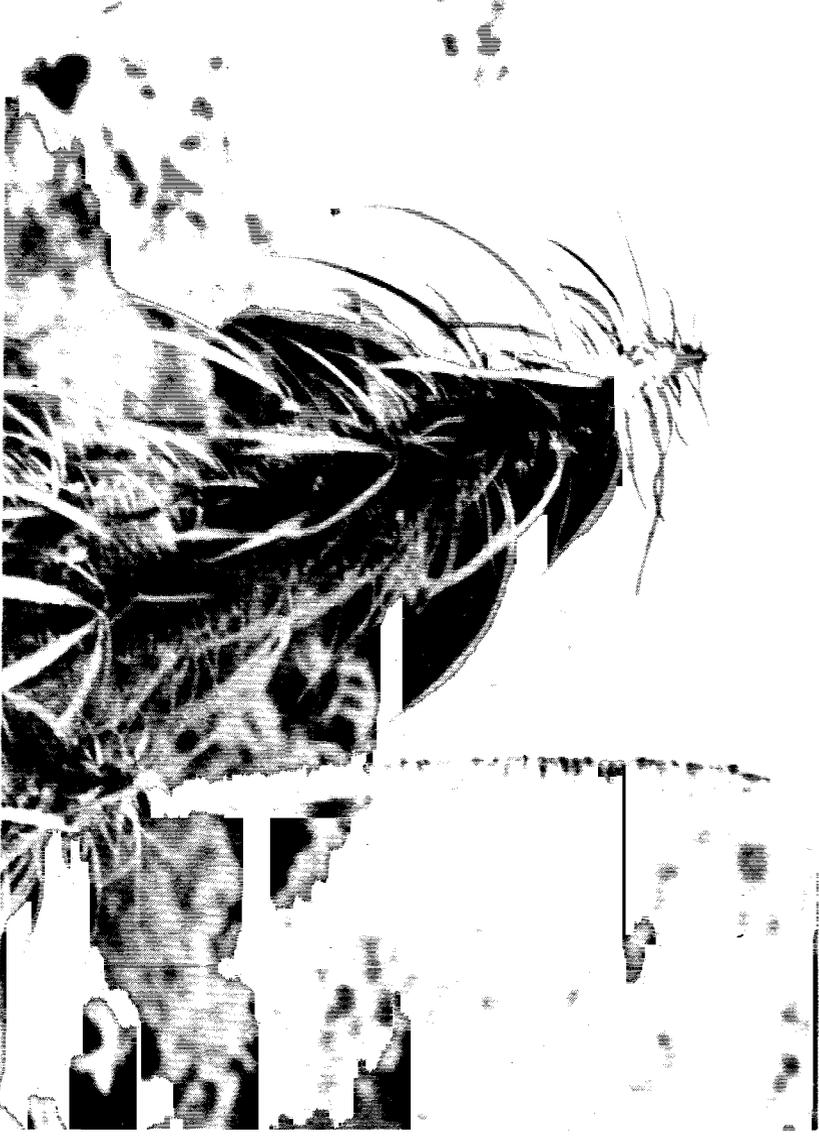
Marijuana growers are cultivating higher quality plants that are worth more and are using sophisticated methods to do so. Law enforcement officials say that greater amounts of this high quality marijuana are being grown in this country.

The higher quality marijuana is called sinsemilla, which is not a variety of marijuana, but rather a cultivation technique yielding plants with more of the psychoactive ingredient Delta-9 tetrahydrocannabinol. The technique requires the growers to pull all male plants, which induces a stronger fertilization urge in the female plants. The female plants will produce large buds or colas, which secrete a sticky resin containing Delta-9 tetrahydrocannabinol. Page 14 contains pictures of marijuana. The U.S. attorney in the district of Hawaii reported that sinsemilla's Delta-9 tetrahydrocannabinol content ranges up to 8 percent, and the White House Drug Abuse Policy Office reports that sinsemilla's Delta-9 tetrahydrocannabinol content can range up to 11 percent. This compares with regular marijuana samples analyzed by the Drug Enforcement Administration between 1975 and 1983 whose Delta-9 tetrahydrocannabinol content ranged from 1.24 percent to 4.64 percent.

Higher Delta-9 tetrahydrocannabinol content results in higher plant prices. An April 12, 1983, report from Fort Ord, a



Regular marijuana leaf.



Source: Forest Service.

Sinsemilla plant. Pruning results in smaller leaves forming colas or buds.

U.S. Army base in California, showed that undercover military police purchased one ounce of sinsemilla for \$280, or \$4,480 per pound. While this "street" price may not be what a successful grower realizes, profits can still be large.

The Butte County Sheriff's Department in California did an analysis in 1982 that showed that one sinsemilla plant may be worth \$3,350 to a successful grower. Department narcotic officers set aside a mature 10-foot sinsemilla plant, dried it, and segregated and weighed the different plant parts. Based on information obtained from growers, the officers determined that buds sold for \$1,600 per pound and leaves for \$800 per pound. The results of the project showed the following values for the plant.

<u>Plant parts</u>	<u>Weight in pounds</u>	<u>Growers' price per pound</u>	<u>Approximate street value</u>
Buds	1.68	\$1,600	\$2,700
Leaves	.81	800	650
Stems	<u>1.54</u>	0	<u>0</u>
Total	<u>4.03</u>		<u>\$3,350</u>

Law enforcement officers use various values per plant ranging from less than \$1,000 to over \$2,500. Using that range, a plot of 150 plants as shown below could be worth from \$150,000 to \$375,000.



Marijuana plot •

Source: Forest Service.

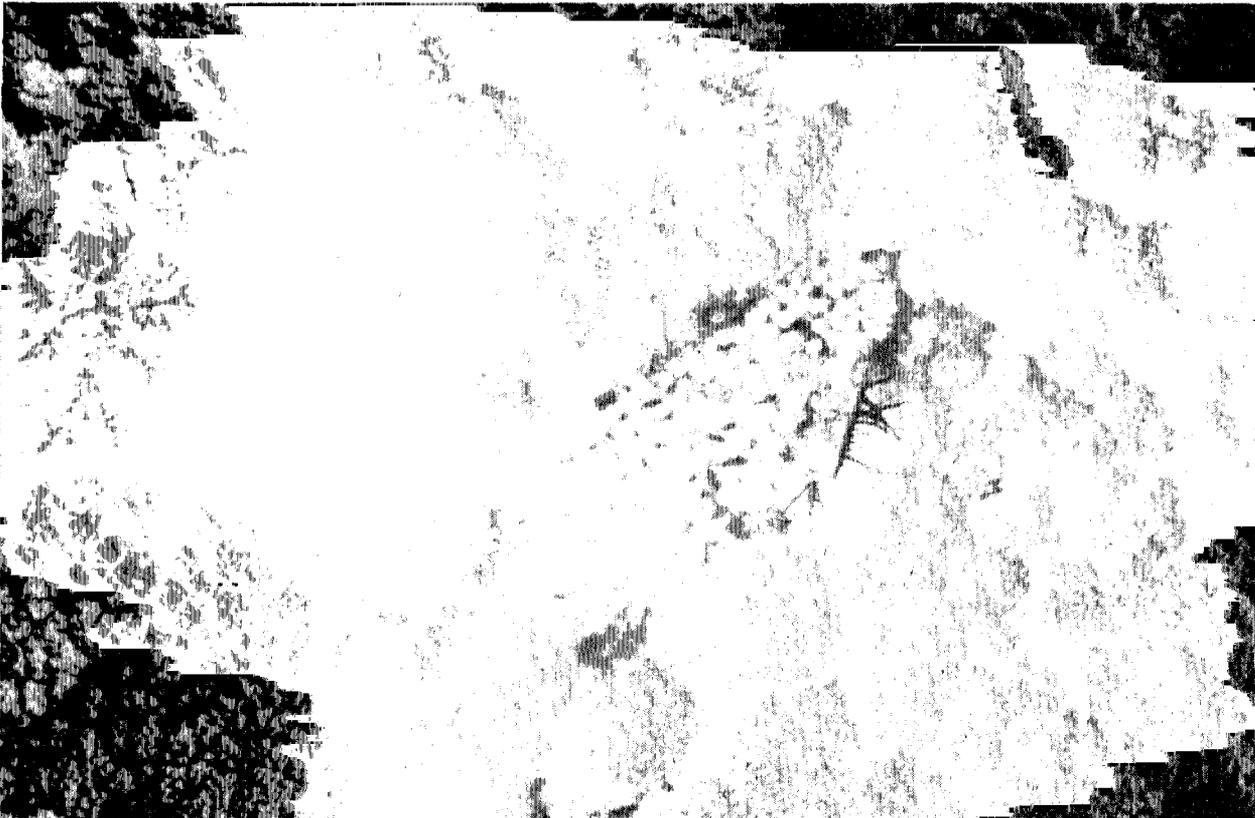
In order to decrease the likelihood of detection, growers cultivate fewer plants in a plot and scatter the plots over larger areas. These smaller plots, which law enforcement officials call "guerrilla patches," are more difficult to detect from the air. The photographs on page 17 illustrate the difficulty of detecting these plots. For example, a plot we walked through had about 60 marijuana plants, with only 2 or 3 planted in each location and spread along a trail about a half mile long. The next day we flew over the location in a helicopter and could not see the plants from the air. In another case, 1,600 marijuana plants were found spread over about 20 acres, with groups of plants being grown under overhanging brush.

Growers are also using camouflage netting and paint to make detection of their plots more difficult. A California county sheriff's document reports that a special military camouflage netting produced in Europe was being sold in truckload quantities. The narcotics deputy from that county told us the only possible use that he knew for such large quantities of netting would be to conceal marijuana plants. A narcotics deputy sheriff in another California county said his department found a large plot where netting had been rigged so that it could be pulled over the plants whenever an airplane was heard in the area. In order to make black irrigation pipe and other cultivation tools less visible, one grower used camouflage paint on his irrigation pipe and gardening tools.

Growers have also used other sophisticated techniques to hamper detection efforts. A BLM special agent said growers have shortened plants by pruning them or tying them down to the ground. We were told by the Siskiyou National Forest special agent that sheriff's deputies have begun to find shade-resistant plants being grown on forest land underneath trees. A sheriff's report stated that growers were also planting beneath high tension voltage lines in deep canyons to prevent aircraft from flying low enough to see their marijuana plots. Another method used to reduce chances of detection is planting marijuana plants in hanging baskets to blend into the natural canopy of the trees.

The Rogue River National Forest special agent in Oregon stated that over half the plants found in that forest in 1983 were grown to maturity in large plastic bags so that they could be easily moved. A county sheriff department's report entitled Marijuana Eradication on Forest Service Land included a 1983 incident where 20 marijuana plants were being grown above ground in plastic bags. The suspect arrested at the site indicated to sheriff's deputies that these plants were moved whenever he thought they had been observed by aerial surveillance.

Growers also plant away from traditional planting areas, making it more difficult for law enforcement officials to know where to look for plots. Many growers no longer plant along creek beds or in drainages, but instead, as a November 1983



**Aerial photo of easily identifiable marijuana plot.**



Source: Forest Service.

**Individual marijuana plants growing among surrounding vegetation. These plots, called "guerilla patches," are much more difficult to identify from the air.**

report from the Rogue River National Forest indicates, are hauling water to growing sites.

Growers are now using various water storage techniques that involve the use of water beds and 50-gallon drums. We visited a plot in Oregon that, according to a Forest Service resource assistant, had been watered by using a 50-gallon drum driven to the site in a pickup truck. BLM's state director in California, in July 1983 testimony before the House Select Committee on Narcotics Abuse and Control, stated that growers use above-ground swimming pools as water holding tanks for drip irrigation systems as the top photograph on page 19 shows. This allows growers to plant in more remote areas without direct access to water.

The use of sophisticated watering systems enables growers to make fewer visits to their plots. For example, a Forest Service special agent said growers are using battery-operated drip irrigation systems that measure the soil moisture content to ensure that the proper amount of water is given to each plant. In another example, growers used a drip system with a built-in fertilizer reservoir that injected a fertilizer mixture into the drip system when needed.

#### MARIJUANA CULTIVATION IS EXTENSIVE IN SOME AREAS

In our March 1982 report, we pointed out that marijuana cultivation was an increasing problem on Forest Service and BLM lands in California and southwestern Oregon. In California the value of marijuana harvested statewide in 1981 was reported to possibly exceed \$1 billion. According to Forest Service documents and officials and a Drug Enforcement Administration official, the problem was widespread and would probably increase.

The Forest Service's 1984 Regional Reports on Cannabis Cultivation (cannabis is a technical name for marijuana) showed the number of marijuana plots has increased. The Forest Service estimates that over 8,200 marijuana plots were cultivated on its lands in 1983, an increase of about 128 percent over the estimated 3,600 cultivated in 1980. Three Forest Service regions accounted for about 76 percent of the 1983 cultivation activity. The three regions were the Pacific Northwest, which includes Oregon; the Pacific Southwest, which includes California; and the Southern. (See app. III for Forest Service estimates of marijuana plots cultivated on its lands.)

Although BLM has no estimates on the extent of marijuana cultivation on its lands, the problem is viewed as significant in several states. BLM reported in its fiscal year 1985 budget justification document for its Resource Protection Program that illegal cultivation and harvesting of marijuana on public lands are increasingly serious law enforcement problems. Also, BLM stated that management control over and public use of these lands were being thwarted as marijuana growers "take over" more and more public land. In 1983, law enforcement agencies conducted



**Tanks used to store water for marijuana cultivation.**



**Gas pump used to pump water to the marijuana plants.**

Source: Forest Service .

raids on 330 marijuana plots containing 15,854 plants located on BLM lands. BLM lands in California and Oregon accounted for 324 plots raided and 13,740 of the plants destroyed. (See app. IV for BLM statistics on 1983 marijuana control activities.)

Marijuana growers prefer unpopulated and remote areas in which to grow their illegal crops. For this reason, marijuana cultivation is not a serious land management problem at six of the seven Park Service sites we visited because of their attraction for large numbers of visitors. A Park Service inventory of its units showed that 27 marijuana plots containing 7,968 plants were eradicated on its lands in 1983. The Cape Canaveral National Seashore accounted for 6,560, or about 82 percent, of the plants destroyed on Park Service lands. (See app. V for Park Service statistics for 1983 marijuana control activities.)

According to Forest Service and BLM documents, growers are attracted to those federal lands where ideal growing conditions exist for marijuana plants. The land base is unpopulated and remote, and the soil, water availability, and climate are conducive to marijuana cultivation. Another factor that makes federal lands attractive to marijuana growers is that ownership of marijuana grown on public lands is difficult to prove, making arrest of the grower more difficult.

Responses to our questionnaire to state law enforcement officials showed that in three of the six states we visited, a large percentage of the lands used to cultivate marijuana were federal lands. Law enforcement officials estimated that in Oregon 70 percent, in California 35 percent, and in Arkansas 50 percent of the lands used to cultivate marijuana were federal lands. In Idaho and Missouri, law enforcement officials estimated that these percentages were less, 20 percent and 10 percent, respectively; in Hawaii no estimate was available.

The major incentive for commercial marijuana cultivation is the profit. Information published in 1983 showed that (1) marijuana was the country's second largest cash crop, estimated to be worth \$13.9 billion, and (2) the largest marijuana-producing states were California, \$2 billion; Hawaii, \$1.2 billion; and Oregon and Kentucky, \$600 million each.<sup>1</sup>

BLM marijuana eradication statistics and responses to our questionnaire also indicated that the cultivation of sinsemilla is increasing. BLM estimated that 90 to 95 percent of the

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<sup>1</sup>Information was obtained from a Domestic Marijuana Cultivation Report published by the National Organization for the Reform of Marijuana Laws, a nonprofit membership organization that lobbies for the reform of laws making marijuana an illegal substance. The organization's goal is to remove marijuana offenses from the criminal justice system and to substitute regulation and taxation as a method for controlling marijuana.

marijuana eradicated on its lands in California and 78 percent in Oregon were sinsemilla. Of the 47 states responding to our questionnaire, 38 indicated that cultivation of sinsemilla is increasing.

MARIJUANA CULTIVATION THREATENS  
PUBLIC AND EMPLOYEE SAFETY  
AND HINDERS MANAGEMENT

Our March 1982 report pointed out that marijuana cultivation on public lands not only threatened public and employee safety but hindered land management activities. Our recent work indicates that marijuana growers continue to pose a threat to both employees and land users. At 6 of the 22 sites we visited, areas were closed or restricted because of potential danger from marijuana growers. At 14 sites, we were told of or reviewed reports documenting incidents of agency employees being shot at, harassed, threatened, or harmed by marijuana growers, and/or of marijuana growers harassing recreationists and contractors. Additionally, marijuana growers caused resource and environmental damage at 13 sites.

The adverse effects of marijuana cultivation at the 22 sites during the period May 1981 through October 1983 are listed on page 22.

Federal lands closed or  
employees' access restricted

Because of the potential danger from suspected marijuana growers, one area of a national park was temporarily closed, a portion of a national forest was virtually closed, and employees' access to federal lands was restricted at four other sites. A closed area was one in which anyone found there without written permission from the park superintendent or the chief ranger was subject to arrest. The national forest area virtually closed was one in which the Forest Service has essentially lost its ability to manage and has discouraged recreationists from visiting. Restricted areas were those in which land managers would not let their employees work.

The superintendent of the Hawaii Volcanoes National Park issued a memorandum closing an area of the park to everyone, including employees, on May 5, 1981. The park map on page 23 shows the area that was closed. The park superintendent took this action so that anyone caught in the area could be subject to arrest. He also believed the marijuana cultivation problem could lead to something serious happening to a park employee or visitor. The area was closed for 6 days.

The closure was triggered by an assault on and threats against a park employee by suspected armed marijuana growers in the fall of 1980. A Park Service incident report, dated March 4, 1981, details the following events of that case. On September 5, 1980, while hunting in the park's Animal Management Program, a

## ADVERSE EFFECTS OF MARIJUANA CULTIVATION

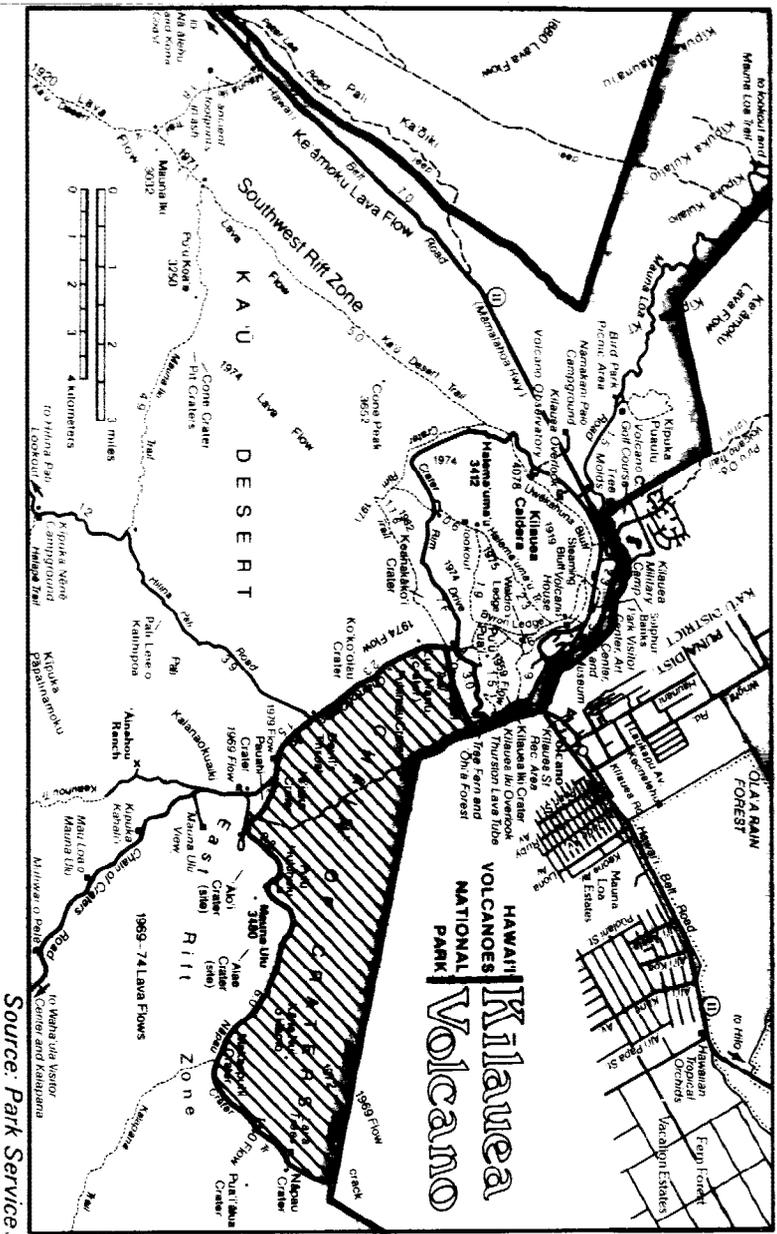
FOREST SERVICE	Restricted/ Closed Areas	Violent Incidents	Employees Harassed	Users Harassed	Booby Trapped Areas	Resource Damage
<b>California:</b> Shasta-Trinity	•	•	•	•	•	•
Los Padres		•	•	•		•
Six Rivers	•	•	•	•	•	•
Klamath		•	•	•	•	•
<b>Oregon:</b> Rogue River		•	•	•		•
Siskiyou		•	•	•	•	•
<b>Arkansas:</b> Ozark-St. Francis Ouachita		•		•	•	
<b>Missouri:</b> Mark Twain		•			•	•
<b>Idaho:</b> Nez Perce			•	•		•

### BUREAU OF LAND MANAGEMENT

<b>California:</b> Folsom Resource Area			•	•		•
Redding Resource Area	•	•	•	•	•	•
Arcata Resource Area	•	•	•	•	•	•
<b>Oregon:</b> Medford District Office	•	•	•	•	•	•
<b>Idaho:</b> Boise District Office						

### NATIONAL PARK SERVICE

<b>California:</b> Yosemite						
Whiskeytown						
Redwoods						
<b>Missouri:</b> Ozark						
<b>Hawaii:</b> Volcanoes	•	•	•	•	•	•
<b>Arkansas:</b> Buffalo						
Hot Springs						



 Closed area of Hawaii Volcanoes National Park

 Park Boundary

**Closed area of Hawaii Volcanoes National Park.**

park employee was confronted by suspected growers. At that time, the employee was warned not to go any farther into the area, and he left.

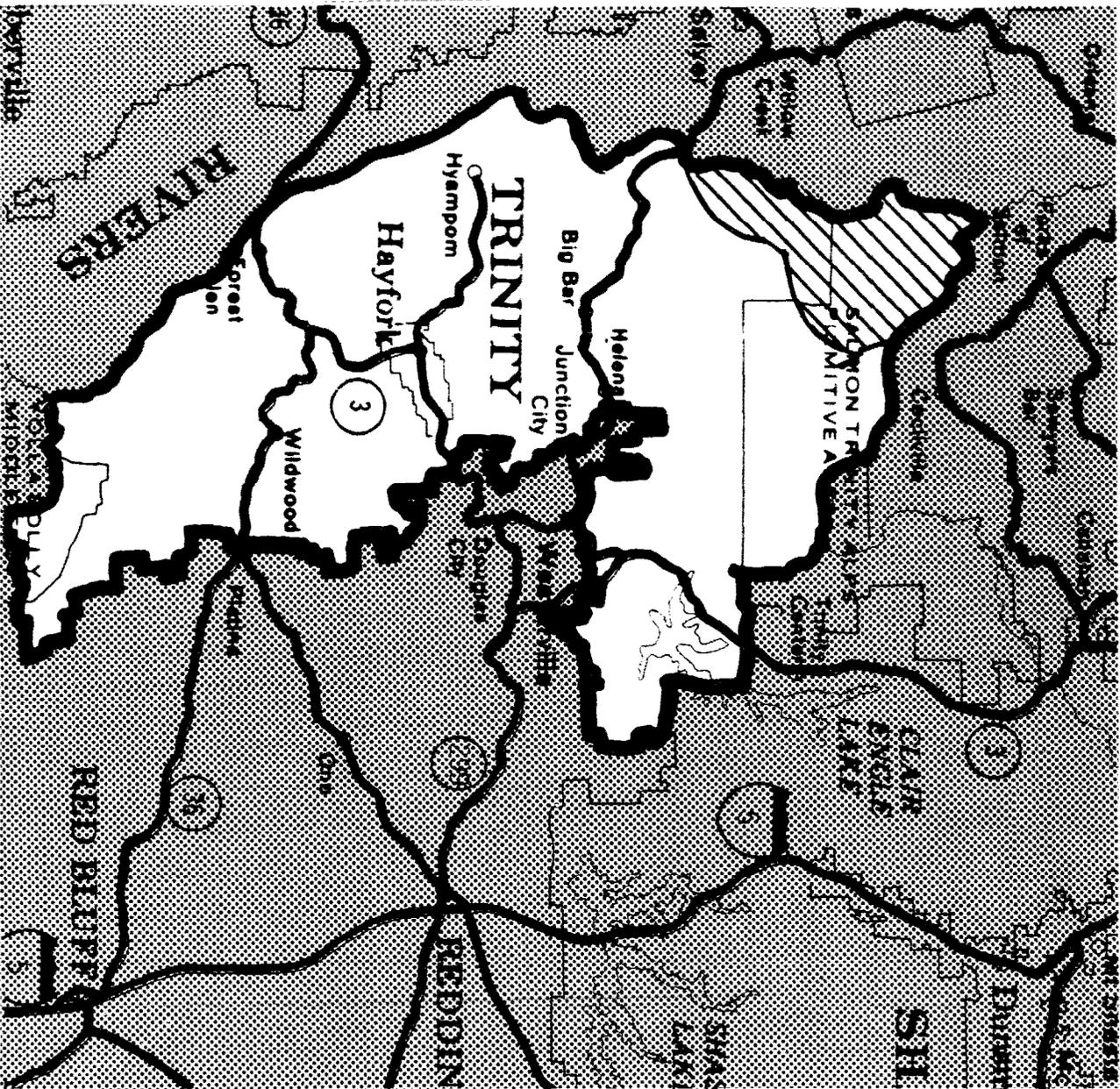
On September 20, 1980, the employee was again hunting in the park when the same suspected growers assaulted him. His Park Service hat identified him as an employee, and upon discovering that, the assailants let him go and told him to stay out of the area. He was threatened again on October 20, 1980, and also learned that the same suspected growers had been at his house looking for him. Thereafter, the Park Service transferred the employee to another national park. The suspected growers were indicted on March 20, 1981, for assaulting the employee. Hawaii Volcanoes National Park rangers still periodically fly over the park in helicopters looking for marijuana plots to ensure that this type of problem does not recur.

The Forest Service has essentially relinquished control of about 100 square miles of the Shasta-Trinity National Forest in northern California to marijuana growers because of the violence in the area. The map on page 25 shows the affected area, and the pictures on pages 26 and 27 show some examples of violent incidents in the area. The forest's administrative officer and special agent said Forest Service personnel do not go into the area on a routine basis. The Big Bar district ranger, in whose district the affected area is located, said the district has discontinued maintaining trails and also has stopped the wilderness patrol in the affected area. It has also discouraged recreationists from going into that area.

The Big Bar district ranger told us about a violent incident that involved him. In June 1983, on his orientation tour of the district, he and two other Forest Service employees had nine shots fired in their general direction as they drove out of the area.

The Trinity County sheriff, whose jurisdiction includes the affected area, told us that the area has a history of illegal activities and violence. He said the problem has increased over the last 3 or 4 years, since marijuana has been grown there. In 1981, the Trinity County deputy who flies the county plane used for spotting marijuana plots found a note attached to the plane offering a \$50,000 reward to the marijuana grower who could shoot it down.

Examples of federal employees being restricted from federal lands occurred at BLM's Redding and Arcata area offices. The resource managers told us that work crews are not allowed into areas where there are suspected or confirmed marijuana plots because of the potential danger from marijuana growers. At the Redding office, resource work crews must check with the resource manager, who maintains a map identifying suspected marijuana plots, before going into an area. According to the resource manager, if marijuana plots have been reported there, the work is



Source: Forest Service.

-  Restricted area of Shasta-Trinity National Forest
-  Forest Boundary

**Restricted area of Shasta-Trinity National Forest.**



Source: Forest Service.

Forest Service pack station burned in Shasta-Trinity National Forest.



Source: Forest Service.

**Cars destroyed at the trailhead in Shasta-Trinity National Forest.**

rescheduled after the marijuana growing season or after the marijuana plots are destroyed. The BLM special agent who works both the Redding and Arcata Resource Areas said that as much as 30,000 acres of the two resource areas are affected in this manner.

In one instance, potential danger from marijuana growers prevented a federal employee from meeting a specific management objective. The Arcata Resource Area manager, who has BLM's King Range National Conservation Area in his jurisdiction, said he could not prepare a wildlife habitat management plan in the King Range because he feared for his employees' safety.

#### Violent incidents at some sites affect employees and land users

Marijuana growers have initiated violent incidents involving federal employees and other land users at 12 sites we visited. The employees and land users were shot at or assaulted by the marijuana growers.

One case occurred at the Ozarks-St. Francis National Forest in July 1983. Forest Service officials had prepared a marijuana action plan and obtained permission from the Forest Service's region 8 to arm five employees who had law enforcement training. They were to assist the forest's special agent and state law enforcement personnel in marijuana surveillance activities. On July 31, 1983, a surveillance team was ambushed, and a Forest Service law enforcement officer was shot in the leg. The suspect was arrested.

Another incident occurred on the Los Padres National Forest in California where a suspected marijuana grower shot at a recreationist. A Monterey County sheriff's incident report states that on January 27, 1982, a hang glider pilot had taken off from Forest Service land and had flown near a small wooden cabin. According to the report, a man came out of the cabin and attempted to frighten the hang glider pilot away by shooting at him. The man fired 7 to 10 pistol shots in various directions. According to the Los Padres National Forest's Monterey district's law enforcement officer, marijuana plants were found near the cabin during the sheriff's investigation. The cabin was on private property, but the marijuana was being grown on Forest Service land.

#### Booby traps are used to protect marijuana plots

Marijuana growers have used booby traps at 10 sites we visited. Some of the devices found have only been noisemakers to scare an intruder or to let growers know someone is in or near their marijuana plot, but others are more dangerous. For example, booby traps have been found that involved the use of a hand grenade, a homemade antipersonnel mine, and dynamite. Other booby-trap devices include punji sticks (sharp objects

concealed along the ground to pierce the feet of intruders), rat-traps rigged to fire shotgun shells, bear traps, fishhooks strung across trails at eye level, and needles run through the stems of plants. The photograph on page 30 shows a military fragmentation hand grenade rigged to a trip wire which was found in the Shasta-Trinity National Forest.

The special agent from the Klamath National Forest in California told us of an incident which occurred in July 1982 when a miner detonated a booby trap while walking to his claim. The miner was going up a steep bank when he tripped a thread across the trail setting off an explosion 30 to 40 feet in front of him. The miner was uninjured because the steepness of the trail kept him low to the ground and away from the explosion, which left a 2-foot crater. The miner reported the incident to the sheriff, and a deputy found a marijuana plot that had been harvested about 400 feet from where the incident occurred.

#### Federal employees threatened or harassed by marijuana growers

Incidents involving federal employees being threatened or harassed by marijuana growers occurred at all BLM and Forest Service sites we visited in California and Oregon, at the Ozarks-St. Francis National Forest in Arkansas, and at the Nez Perce National Forest in Idaho. These incidents included employees having their lives threatened, having intimidation shots fired near them, receiving threatening late-night phone calls, or having rocks thrown at their homes.

A July 9, 1983, incident report filed in the Los Padres National Forest in California stated that a Forest Service employee responsible for law enforcement was confronted by a man who warned him that his life was in danger. The man said to the ranger, "You are a dead man walking." When the ranger asked who was making the threats, the man replied he could say no more because his own life would be in danger. A Los Padres forest law enforcement official said the threat was marijuana related.

We were told by a BLM employee who worked in the King Range of an incident in which he was involved. During the 1982 marijuana season, suspected marijuana growers in the area fired shots around his house and verbally threatened him because they believed he was helping the BLM special agent locate marijuana plots. According to the employee, in August 1983, he was moved from the King Range National Conservation Area's administrative site to another community.

The concern caused by these types of incidents is illustrated in the following excerpt from the Los Padres National Forest response to a Forest Service regional survey on marijuana cultivation.



Source: Forest Service.

Military fragmentation grenade rigged with a trip wire.

"A very real concern is the potential exposure that faces Forest Service employees and families who live and work in small communities populated with growers. These 'innocent bystanders' (non-law enforcement personnel) run the risk of acts of reprisal by growers who have had their economic livelihood taken away by law enforcement task forces which include forest law enforcement officers."

#### Land users threatened or harassed by marijuana growers

Marijuana growers have threatened or harassed land users at 13 sites we visited. Incidents have involved marijuana growers confronting hunters, fishermen, backpackers, contractors, and permittees and ordering them to leave national forest or public lands. Other incidents have involved suspected growers assaulting or threatening contractors cutting Forest Service or BLM timber and range permittees who graze livestock on federal land.

The Shasta-Trinity National Forest Big Bar district ranger told us about a marijuana-related incident that occurred in April 1983. Two armed men ordered a backpacker out of the national forest. The backpacker, a retired policeman, had gone to the Virgin Creek Trailhead of the Salmon-Trinity Alps Primitive Area. He was met by "two armed and threatening individuals" who demanded that he immediately leave the area and not return. The men told him they were cooperating with the Forest Service in cleaning up the trailhead area and no other people were allowed in the area. The district ranger said that they had no such operation.

A rancher we interviewed who leases Forest Service land on the Six Rivers National Forest told us about incidents with suspected marijuana growers. The rancher has leased Forest Service rangeland since 1977, and he suspects that during that time, growers have cut his fences, left gates open, and run his cattle off his allotment. The rancher said marijuana growers have killed as many as 20 head of his cattle a year, which is an annual loss of \$12,000 to \$15,000.

The rancher said that in August 1983, while he was moving some of his cattle, he was met by some armed people who escorted him off Forest Service land and told him not to return. After the incident, neither he nor his employees returned to tend the cattle until after the marijuana growing season was over because of his concern for his own and his employees' personal safety.

#### Resource damage done by marijuana growers

We found incidents of resource damage caused by suspected marijuana growers at 13 of the sites we visited. These incidents involved suspected marijuana growers

- starting wildland fires;
- cutting timber and shrubs for growing sites;
- polluting the soil with fertilizers and poisons;
- shooting and poaching wildlife; and
- littering the land with structures, irrigation systems, and fences.

We observed areas at three sites where marijuana growers had caused environmental damage. During our visit to Hawaii Volcanoes National Park, the chief ranger showed us an area that had previously been used as a marijuana plot where the grower had destroyed the natural plants, built an illegal fence to keep out pigs, and introduced nonindigenous plants to the park by using organic fertilizer. An official at the Siskiyou National Forest in Oregon took us to an area that had been a marijuana plot where we observed damage done by growers. The growers had cut tree branches and brush, and the area was littered with garbage and broken fencing material. During a marijuana eradication raid we observed in Humboldt County, California, we also saw bags of pesticides and fertilizers and large quantities of black plastic pipe littering the landscape. Examples of resource damage are shown on page 33.

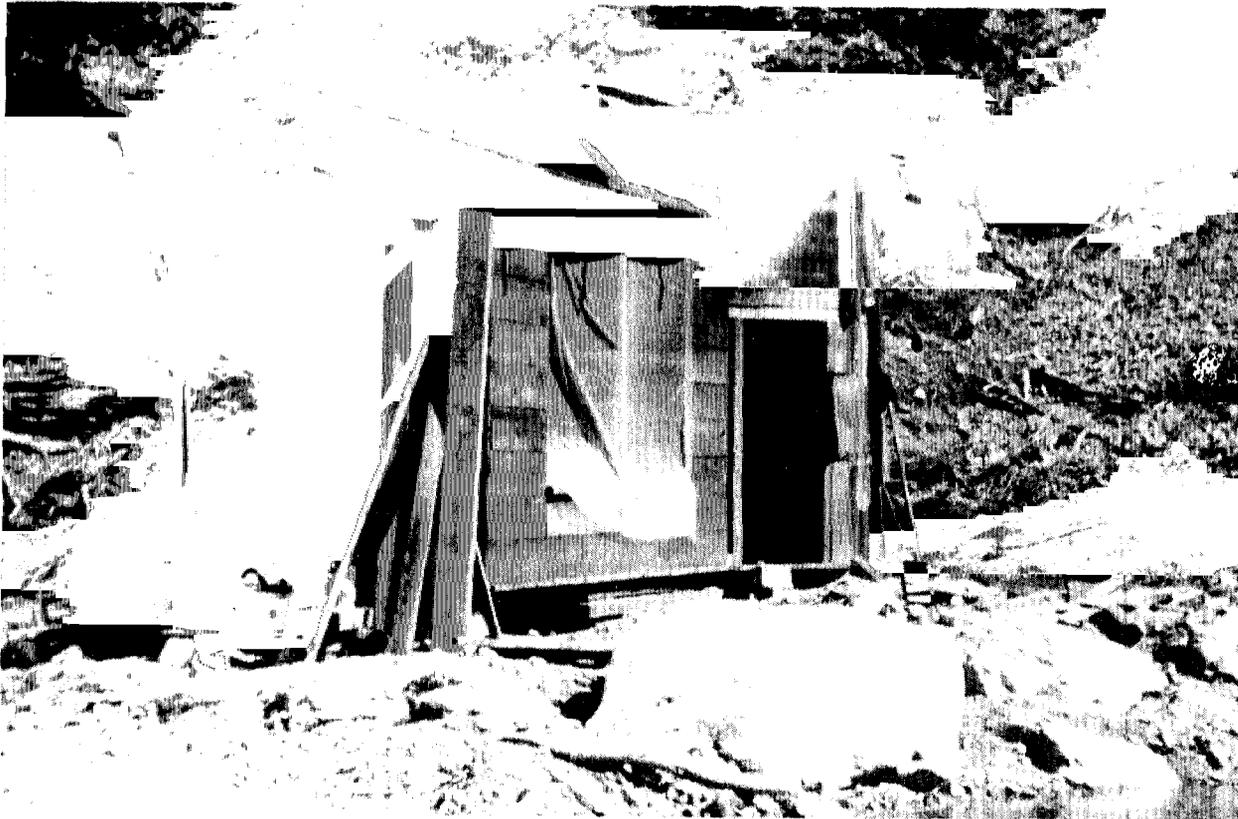
Marijuana growers are also suspected by Forest Service officials of being responsible for starting wildland fires that damage natural resources. Los Padres National Forest reported in 1982 that the indiscriminate use of fire by suspected marijuana growers caused the Gamboa fires I and II. Suppression costs and resource damage amounted to about \$2.8 million. The Six Rivers National Forest special agent told us he believes growers are responsible for starting 14 fires that occurred between 1979 and 1982. The suppression costs of those fires were \$1.2 million, while resource damage totaled \$625,000. The special agent also believes five fires, four which occurred within a day or two after marijuana raids, were set during September 1982 in retaliation against the Forest Service because of marijuana raids. Those five fires cost \$513,000 to extinguish and did about \$500,000 in resource damage to about 700 acres.

Incidents of growers' building illegal dwellings or structures on Forest Service and BLM land occurred at 10 sites we visited. BLM and Forest Service officials told us growers may live in buses, tents, trailers, shacks, or cabins. Some dwellings are just scraps of plywood and a few pieces of heavy black plastic wrapped around a framework of pine saplings. According to the BLM resource area manager in Folsom, California, "squatting" and marijuana cultivation go hand in hand.

Suspected marijuana growers have also shot and killed deer and other wildlife. In December 1983, the regional manager of the California Department of Fish and Game region 1 reported that fish and game violations were noted in 5 of 12 cases in Humboldt



Fertilizers stored at marijuana plot.



Illegal dwelling.

Source: Bureau of Land Management

and Trinity counties where fish and game law enforcement personnel assisted in removing marijuana from plots that had been raided. Specific lands involved were in the Six Rivers and Shasta-Trinity National Forests and on BLM's King Range. The regional manager stated that the large influx of people into the remote backcountry during the summer months for the purpose of growing marijuana may be responsible for declining deer numbers in those areas.

Suspected marijuana growers also damage resources by littering public lands with their growing materials. In testimony before the House Select Committee on Narcotics Abuse and Control, a BLM official provided an example of litter removed from BLM lands during a 5-day eradication operation made on the King Range in April 1983. Law enforcement agents raided a dozen marijuana plots and confiscated about 5 tons of materials, including four plastic greenhouses, three large plastic swimming pools (used as water reservoirs for irrigation), a mile of chicken wire fencing, 7 miles of plastic pipe, 900 wooden stakes, 20 large planting barrels, 70 bags of fertilizer, a metal shed, a new 7-horsepower pump, five solar panels, and two pickup truck camper shells used to cover the seedlings.

#### EFFORTS HAVE BEEN INTENSIFIED TO COMBAT MARIJUANA CULTIVATION

BLM, the Park Service, and the Forest Service have intensified their efforts to combat marijuana cultivation on federal lands. These agencies have developed marijuana control policies, and BLM and the Forest Service have increased funding to support marijuana control programs. In 1983, law enforcement agencies destroyed about 16 percent of the estimated marijuana plots being cultivated on Forest Service lands, an increase over the 7.5 percent destroyed in 1981. In 1983, the first year data were collected, 330 marijuana plots were destroyed on BLM lands. On Park Service lands, 27 marijuana plots were destroyed in 1983.

The marijuana control programs in the states we visited varied depending on the perceived extent of the marijuana cultivation problem.

#### BLM, Forest Service, and Park Service marijuana control policies

Our March 1982 report pointed out that no single comprehensive program existed to deal with the apparently widespread cultivation of marijuana on Forest Service and BLM lands. We also pointed out that state and county law enforcement agencies had limited resources to deal effectively with the problem and instead concentrated most of their efforts on large-scale operations on private land. Further, the report stated that, according to county sheriffs and federal law enforcement officials, the extent of marijuana cultivation was far beyond their ability to control.

The Forest Service and BLM have established policies for controlling marijuana cultivation on their lands that call for

both agencies to play support roles to the federal, state, and local law enforcement agencies responsible for drug law enforcement. BLM's November 12, 1982, and the Forest Service's October 20, 1982, marijuana policies state that state and local law enforcement agencies have the lead responsibility for enforcing marijuana laws on BLM and Forest Service lands. Further, BLM and Forest Service policies also say that each agency will work cooperatively with other land management and law enforcement agencies to prevent marijuana cultivation on public lands and in national forests.

The Park Service issued a drug control policy statement on October 12, 1983, stating its employees shall take actions to detect, report, and apprehend those persons responsible for growing marijuana on Park Service lands.

The Forest Service, BLM, and the Park Service each adopted its own policy to control marijuana cultivation as a result of Executive Order 12368, dated June 24, 1982. It gave the White House Drug Abuse Policy Office primary responsibility for assisting the President in performance of the drug abuse policy functions contained in section 201 of title II of the Drug Abuse Prevention, Treatment, and Rehabilitation Act, as amended (21 U.S.C. 1111). The Director of that office was given primary responsibility for assisting the President in formulating policy for, and in coordinating and overseeing international as well as domestic drug abuse functions by, all executive branch agencies.

#### Efforts made to eradicate marijuana from federal lands

The Forest Service estimated that marijuana growers cultivated about 8,300 marijuana plots on Forest Service lands in 1983. Of those, over 1,900 were located; however, limited personnel and equipment available to law enforcement agencies resulted in the destruction of only about 1,300 plots (about 68 percent). The Forest Service estimated that marijuana growers successfully harvested about 7,000 plots. In 1981, only about 450 of the estimated 6,000 marijuana plots cultivated on Forest Service lands were destroyed. (See app. III for details on estimates of marijuana plots located, but not raided, on Forest Service lands.)

In 1983, law enforcement agencies raided 330 marijuana plots on BLM lands and destroyed 15,854 plants. However, because no estimate of the extent of marijuana cultivation on BLM lands exists, we could not estimate what percentage of the total plots cultivated on BLM lands was successfully harvested by the growers. This was the first year eradication data were collected for BLM lands. (See app. IV for details on marijuana eradicated from BLM lands in 1983.)

In fiscal year 1983, 27 marijuana plots containing over 7,900 marijuana plants were eradicated on Park Service lands.

The Cape Canaveral National Seashore accounted for almost 82 percent of the marijuana plants destroyed on Park Service lands. (See app. V for details on Park Service marijuana control activities in 1983.)

The Drug Enforcement Administration's 1983 Domestic Marijuana Eradication/Suppression Program final report points out that several states experienced difficulties in eradicating all the marijuana that was located, and in almost every instance, the primary factor was lack of manpower. In California, local county law enforcement officials in Humboldt, Trinity, and Butte counties said areas in their jurisdictions with known marijuana plots were not raided because their departments were not sufficiently staffed. According to the Shasta-Trinity National Forest special agent, in some cases when law enforcement officers do return to raid the plot, someone has already harvested the marijuana.

A BLM official in Oregon said that many counties have curtailed services because of budget reductions. As a result, as one county sheriff told us, from 1979 to 1983 his department reduced road patrol deputies from 45 to 6, and he had only 5 deputies available to work marijuana cases on public lands that covered an area of approximately 900,000 acres.

A lack of equipment, both aircraft and vehicles, limited the effectiveness of the marijuana control program in Trinity County, California. The county sheriff said that on one eradication raid it was necessary to travel 6 hours by road through another county to reach a marijuana plot although the plot was only 45 minutes away by helicopter. A California county deputy sheriff told us that having access to off-road vehicles would also make detection and eradication efforts more effective by increasing the area that could be covered. In Trinity County, the sheriff estimated that using two three-wheeled motorcycles that had been purchased for the county with Forest Service cooperative law enforcement funds could reduce by about 30 percent the time necessary for carrying out eradication operations.

The Forest Service increased its allocation for cooperative law enforcement funds for marijuana detection and eradication in fiscal year 1984 to \$1,169,000, slightly more than the \$1,072,000 allocated in fiscal year 1983, and a significant increase over the \$206,000 allocated for that purpose in fiscal year 1982.

In fiscal year 1983, BLM reprogrammed \$180,000 from other programs for cooperative law enforcement funds for marijuana detection and eradication programs, the first year funds were ever allocated specifically for that purpose. BLM's fiscal year 1984 budget did not include an allocation for funding its marijuana detection and eradication law enforcement programs. A headquarters BLM law enforcement specialist said funds will be reprogrammed as available from other programs, as was done in fiscal year 1983.

BLM's resource protection subactivity, however, requested approximately \$1 million in fiscal year 1985 to embark on a concentrated approach in cooperation with other federal agencies and appropriate state and local law enforcement authorities to deal with the marijuana cultivation problem. The plan calls for four additional special agents, 35 additional cooperative law enforcement agreements for marijuana eradication, special equipment and contract support, and expanded coordination with other agencies. However, the request was not approved by the Office of Management and Budget. According to officials of OMB's Natural Resources Programs Division, there was no record showing why the request was not approved or whether Interior appealed the initial decision. They could only judge that OMB rejected the request on the basis of the total level of BLM's spending and not because of what the funds were requested for. A headquarters law enforcement specialist said BLM again will have to take funds from other programs for its marijuana detection and eradication cooperative law enforcement agreements in fiscal year 1985.

The marijuana control programs at the states we visited are discussed below.

#### Forest Service and BLM efforts to control marijuana cultivation in California

The Forest Service and BLM are emphasizing the use of cooperative law enforcement funds and participation in task force operations to deal with marijuana cultivation in California. In 1983, both agencies participated in the Campaign Against Marijuana Planting, a multiagency task force directed to eradicate marijuana from both private and federal lands.

Documents from the Forest Service and BLM indicate the marijuana cultivation problem is increasing. A Forest Service national directive addressing marijuana dated October 20, 1982, states the problem is widespread and increasing. In 1983, California accounted for about 39 percent of the estimated marijuana plots and about 65 percent of the estimated marijuana plants cultivated on Forest Service lands. Similarly, BLM's February 1983 marijuana action plan states that marijuana cultivation on public lands within California is increasing. California accounted for about 48 percent of the marijuana plots and about 53 percent of the plants eradicated from BLM land in 1983. Because of the extent of the marijuana cultivation program in California in 1983, the Forest Service allocated almost one-third (\$342,000 of \$1,072,000) and BLM allocated almost 78 percent (\$140,000 of \$180,000) of their agencies' cooperative law enforcement funds for marijuana control in that state.

The Forest Service has taken steps in California to control the marijuana cultivation problem. A 1980 memorandum from the Pacific Southwest's regional forester reaffirmed actions to be taken concerning marijuana being grown on national forest lands.

In 1982, the Pacific Southwest region (region 5, which is the state of California) proposed a marijuana action plan and issued a regional directive outlining the responsibilities of Forest Service personnel. In that same year, region 5 hosted a meeting of state and federal agencies to discuss marijuana cultivation issues and the use of coordinated efforts to deal with the problem. In 1983, the regional law enforcement plan listed marijuana as one of the 11 law enforcement issues requiring attention. The Forest Service also contributed fiscal year 1983 funds for a program in California to locate marijuana plots using high altitude aircraft and provided funds and manpower for the state's marijuana control program.

BLM began to take steps to address the marijuana cultivation problem in California in 1982. BLM's law enforcement agents, along with other federal, state, and local agents, raided marijuana plots on the King Range. In 1983, BLM's law enforcement action plan emphasized the use of multiagency task forces to eradicate marijuana.

In 1983, the Forest Service and BLM joined with 12 other federal and California state agencies and 14 county sheriffs' offices in a task force called Campaign Against Marijuana Planting.<sup>2</sup> (See pp. 39 and 40 for areas covered by the program in 1983 and planned to be covered in 1984.) The task force's purpose was to eradicate marijuana being cultivated on all lands within the state by consolidating funding, manpower, and equipment from the participating agencies.

The task force established four regions within the state based upon marijuana plot statistics reported in 1981 and 1982. Each region had a team comprised of up to 14 enforcement officers, a helicopter, and support vehicles.

The county sheriffs' offices and the task force headquarters in Sacramento, California, conducted field operations. Potential raid targets were identified through intelligence data and aerial observation. Specific sites were then selected and confirmation

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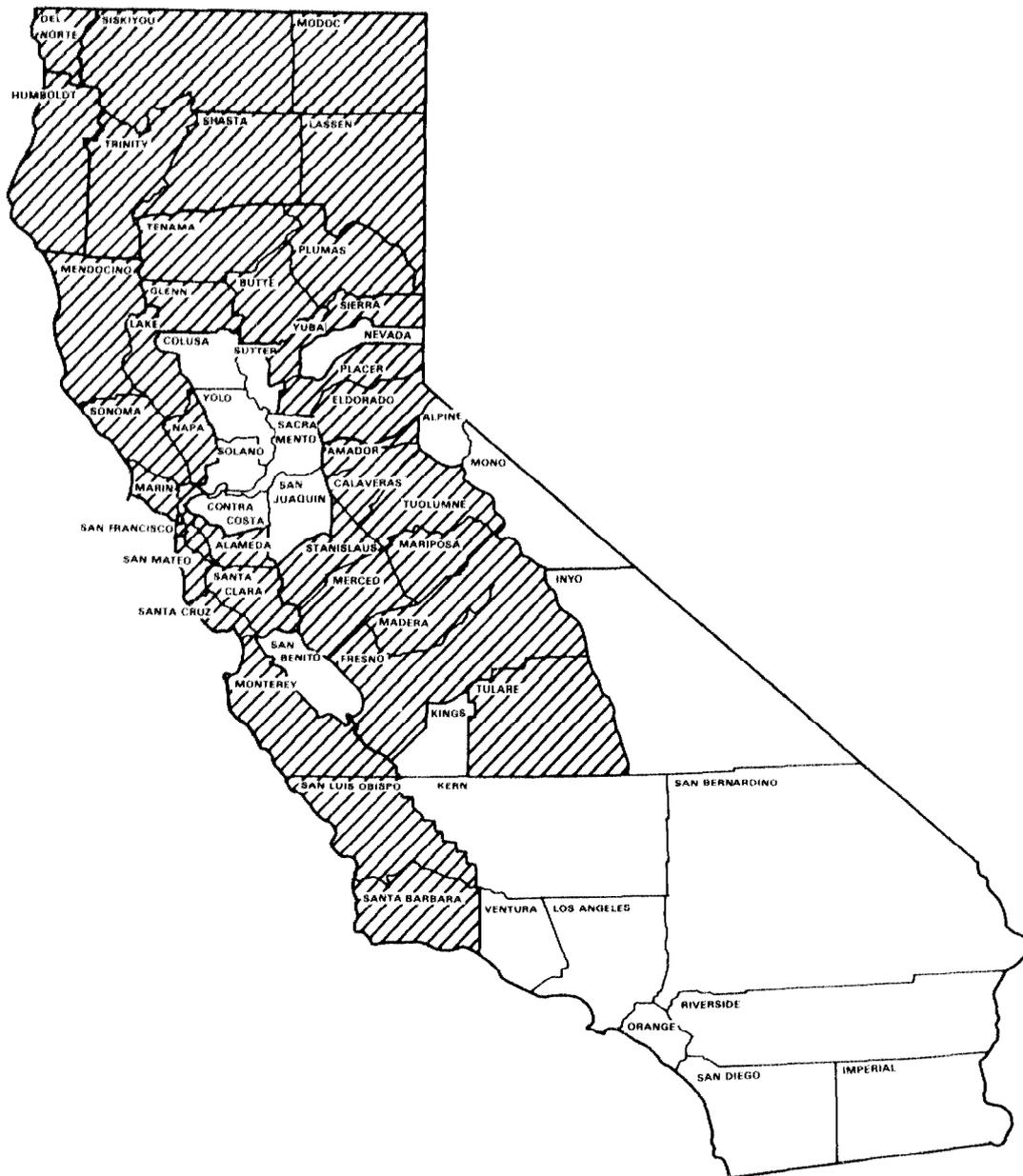
<sup>2</sup>The task force consisted of federal agencies, including the Drug Enforcement Administration; the Forest Service; BLM; the Bureau of Alcohol, Tobacco, and Firearms; the U.S. Marshals Service; the Federal Bureau of Investigation; the U.S. Customs Service; the Bureau of Indian Affairs; and the National Park Service (the Park Service participated in planning and data gathering and would have been used in implementation if needed). It also included state agencies, among them the California Army National Guard, the Bureau of Narcotic Enforcement, the California Department of Forestry, the California Highway Patrol, and the California Office of Emergency Services; and county sheriff offices from Butte, Del Norte, Humboldt, Lake, Mendocino, Monterey, Santa Clara, Santa Cruz, Siskiyou, Sonoma, Trinity, Yuba, San Mateo, and Sierra counties.



Shaded Areas Represent Area Covered by Campaign Against Marijuana Planting in 1983

Source: Forest Service.

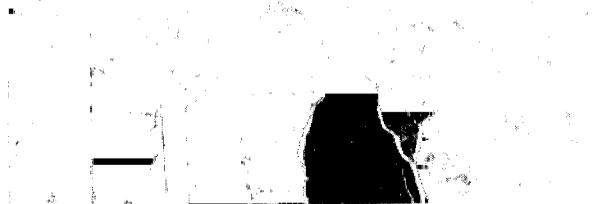
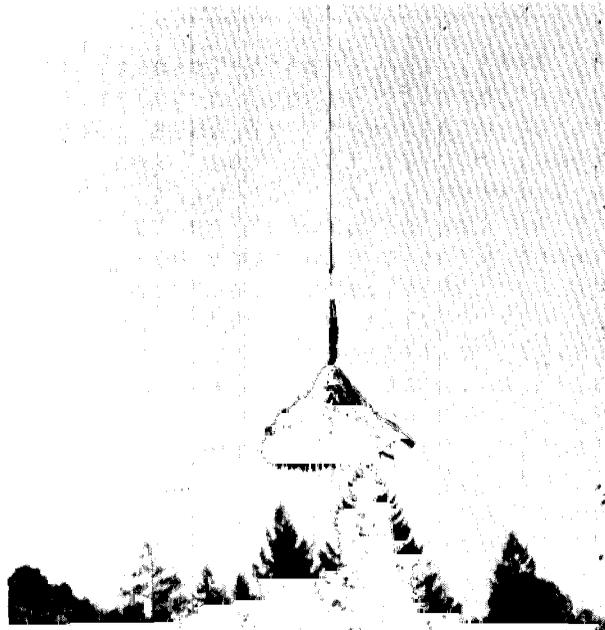
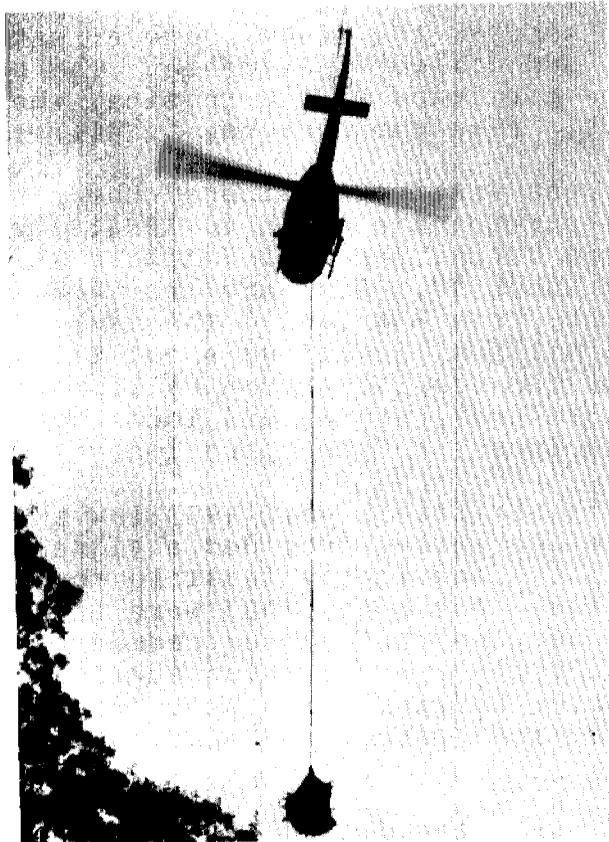
**California: areas covered by Campaign Against Marijuana Planting in 1983.**



Shaded Area Represents Area Covered by Campaign Against Marijuana Planting in 1984

Source: Forest Service.

**California: areas to be covered by Campaign Against Marijuana Planting in 1984.**



Source: Bureau of Land Management.

**Marijuana sling-loaded and being transported to burn site.**

flights conducted. The teams flew in by helicopter or drove into the raid locations, secured the areas, made arrests if the growers were found, and collected evidence. The teams then cut and sling-loaded the marijuana to a burn site, where they destroyed the plants. (See photographs, p. 41.)

BLM and the Forest Service considered the task force a success and planned to participate again in 1984. Over 64,000 plants were destroyed during the period August 15 through October 19, 1983, including about 17,500 plants from Forest Service land and about 8,400 plants from BLM land. The task force's total cost was about \$1.6 million, including about \$1.2 million from federal agencies and the remainder from California state agencies. In addition, federal, state, and local agencies contributed manpower and equipment to the operation.

According to the BLM fiscal year 1983 law enforcement report, the task force operations provided a signal to marijuana growers that it is not economically feasible for them to continue the illegal activities. Plans for 1984 were to expand the operation to include 36 counties that had expressed an interest in participation and to begin the operation earlier in the year. The purpose of starting earlier would be to disrupt growing sites by dismantling irrigation systems and eradicating marijuana seedlings.

Forest Service plans for dealing  
with the marijuana cultivation problem  
in the Shasta-Trinity National Forest

On December 15, 1983, the Shasta-Trinity forest supervisor and the Trinity County sheriff signed a joint plan to renew public use and resource management of that portion of the Shasta-Trinity National Forest that has been virtually closed by suspected marijuana growers. In this plan, the Forest Service acknowledges that it no longer exercises management control over the area and legitimate public uses are almost nonexistent. One of the objectives of the plan is to restore full Forest Service management to the area by using law enforcement personnel in combination with visible management projects. The plan spans 3 years and is estimated to cost about \$1.6 million.

The plan's objective is to stop the violent and potentially dangerous confrontations with suspected marijuana growers experienced by Forest Service employees and recreationists. The plan states that the Forest Service, with the help of the sheriff, intends to eliminate marijuana cultivation in the area and restore compliance with state and federal laws and regulations. According to the region 5 law enforcement agent, the program will start in 1984 with the Forest Service stationing two special agents, four or five law enforcement specialists, and two deputy sheriffs in the area. According to the plan, these officers will live there in trailers and will patrol each portion of the primitive area at least every 2 weeks, and an officer will maintain a continuous presence in the area.

The plan points out that in the second and third years, the Forest Service will (1) rebuild the destroyed guard station and administrative site, (2) renew resource activities such as timber sales, wildlife management, and trail maintenance, and (3) encourage public use of recreational facilities such as the campgrounds and trailhead.

#### Forest Service and BLM efforts to control marijuana cultivation in Arkansas

While officials at the Ouachita National Forest in Arkansas did not believe marijuana cultivation was having an impact on their land management activities, officials at the Ozarks-St. Francis National Forest, also in Arkansas, said marijuana cultivation was a problem. The policy for Forest Service region 8, in which both forests are located, is to rely on federal, state, and local agencies to carry out their responsibilities with regard to narcotics violations. Forest Service special agents are encouraged to develop and implement cooperative agreements to deter marijuana cultivation on national forests.

At the Ouachita National Forest, the forest supervisor and special agent both said that marijuana cultivation is not having an impact on their operations, nor is it affecting Forest Service employees, contractor personnel, or public users.

The Ozarks-St. Francis National Forest, in contrast, had a serious marijuana problem in 1982. A report by the forest's special agent stated that as the result of an assault on a Forest Service employee and the increasing number of marijuana plots discovered on forest lands, the Forest Service law enforcement agents mounted a marijuana control program in 1982. The report also stated that the program's goal was to determine the individual responsible for the assault, and as a secondary goal, to determine methods used to cultivate marijuana and identify other individuals involved in its cultivation on forest lands.

In 1982, the Forest Service eradicated 114 plots and approximately 12,500 plants in the Ozarks-St. Francis National Forest with the assistance of county sheriffs, the Drug Enforcement Administration, Arkansas State Police, and the Air National Guard. Of the six persons arrested, three received jail terms ranging from 6 months to 5 years, while the other three were put on probation for 5 years.

In 1983, the Ozarks-St. Francis National Forest entered into three cooperative law enforcement agreements specifically for marijuana control. The forest's plan called for surveillance on marijuana plots to be conducted by state and local law enforcement officers. A secondary proposal in the plan stated that the Forest Service would use its own personnel for surveillance, if necessary.

The report by this forest's special agent stated that since there was not enough manpower available from state and local law

enforcement agencies to perform surveillance on all marijuana plots located on forest lands, Forest Service personnel were used for this purpose. However, following a July 1983 assault on a Forest Service officer, Ozarks-St. Francis National Forest law enforcement officials carried out a joint marijuana control operation with the Arkansas State Police and county sheriffs.

Ozark-St. Francis National Forest officials believe their program has been successful in reducing marijuana cultivation in that forest. They cite reductions in (1) marijuana plots, from 107 known in 1982 to 41 known in 1983, (2) marijuana plants, from 29,500 in 1982 to 2,445 in 1983, and (3) marijuana plants harvested by the growers, an estimated 16,000 in 1982 to 335 in 1983.

#### BLM experimental red dye project carried out in Arkansas

In Arkansas, we also obtained information from the Arkansas State Police on a BLM experimental project using a red dye spray to mark the marijuana to deter its harvest. The red dye spray, considered nonhazardous by BLM, included a big game repellent used as an odorant and a bonding agent to keep it on the plant. The purpose of the spray was to mark the plants indelibly and to make them smell and taste bad, thereby making them useless to the marijuana seller.

According to a representative from the Arkansas State Police, the red dye worked as planned. The treated plants' dried leaves, when burned, gave off a terrible odor, which in his opinion would make them very unpleasant to smoke. The Arkansas State Police official also said the red dye method of plant marking was less labor intensive than pulling and destroying the plants. He said that 12,500 marijuana plants were sprayed in about 2 hours and would have required 40 to 50 hours using the pull-and-destroy method.

On June 19, 1984, however, Interior issued a policy stating that its bureaus and offices will not experiment, use, or encourage the use of any dye marker on federal or public lands under Interior's jurisdiction. The policy was the result of a White House strategy stating that use of dye markers will be discontinued both domestically and internationally. Interior officials said there was concern over potential health hazards caused by some ingredients in the red dye.

#### Forest Service and BLM efforts to control marijuana cultivation in Oregon

Forest Service and BLM management and law enforcement officials in Oregon said that marijuana cultivation was a serious problem on some lands managed by the two agencies in that state. To deal with the problem, the two agencies cooperate with state and local law enforcement agencies responsible for marijuana control in Oregon by supporting marijuana control programs and

providing cooperative law enforcement funds, manpower, and equipment.

BLM and Forest Service employees have participated in operations to control marijuana cultivation at various sites in Oregon. At the Rogue River National Forest in Oregon, the Forest Service special agent and two Forest Service law enforcement officers are actively involved in marijuana eradication efforts in the national forest. In the Siskiyou National Forest, fire suppression crews have assisted local sheriffs' deputies in destroying marijuana plants. The BLM special agent in Oregon also accompanies sheriffs' deputies on raids on BLM lands. Also, as of August 1983, BLM fire crews were authorized to support marijuana eradication activities on a case-by-case basis. The BLM state office has also provided vehicles to the Oregon State Police for use in marijuana raids.

In 1983, a high altitude overflight project to detect marijuana was coordinated through a command center led by the Oregon State Police. The Forest Service and BLM provided personnel and funds to this project.

BLM is also coordinating a new program designed to improve information sharing for marijuana prevention and detection in Oregon. Cooperative law enforcement meetings have been held on a monthly basis to discuss all law enforcement problems, including marijuana cultivation. Representatives from the Oregon State Police, Forest Service, and various county sheriffs are participating in the program.

#### Forest Service and BLM efforts to control marijuana cultivation in Idaho and Missouri

Officials at the Nez Perce National Forest in Idaho and the Mark Twain National Forest in Missouri, and the Forest Service's regional offices responsible for both forests said marijuana cultivation was not causing a land management problem in their forests. Their approach to marijuana control was to rely on federal, state, and local law enforcement agencies to enforce marijuana laws.

At the Mark Twain National Forest, Forest Service officials said that they did not consider the marijuana cultivation problem to be very large and it had not affected their management activities. The officials want to keep a low profile in the marijuana control program. According to the forest's special agent, he intended to distribute a marijuana poster during the 1984 marijuana season, but the phone number shown will be the State Police hot line. The forest's special agent said marijuana detection is a responsibility of state and local law enforcement agencies, but Forest Service personnel will lead them to plots or reported plots, or assist in eradication efforts when requested. Also, on at least one occasion, a Forest Service employee did identify marijuana plots in a Drug Enforcement Administration air search.

At the Nez Perce National Forest in Idaho, the forest supervisor said that because marijuana cultivation was not seriously affecting management of the forest, there had been no active marijuana detection and control program for the forest. The approach to marijuana control in the forest is reactive; if marijuana is located, it is reported to federal, state, or local authorities.

The Forest Service law enforcement specialist on the Nez Perce, however, said that marijuana cultivation activity in the forest is increasing. He said the conditions in the forest are ideal for marijuana cultivation, and he is aware of persons in the area he believes are growers. When requested, he had assisted federal and state law enforcement agencies in their detection and eradication efforts in the forest.

The BLM special agent, the Boise district manager, and the associate state director all agreed that marijuana was not affecting BLM management objectives in Idaho. As a result, BLM did not have a marijuana action plan or policy in Idaho.

The BLM special agent has given presentations to BLM employees on what marijuana and marijuana plots look like, and what to do if an employee finds marijuana on BLM lands. If marijuana is spotted, BLM's procedure calls for the employee to notify either local law enforcement agencies or the special agent, who is to notify local law enforcement agencies. The BLM special agent had also provided radio equipment and, to a limited extent, a fixed-wing aircraft and a helicopter to federal and state law enforcement officials for their eradication raids.

#### Park Service progress in controlling marijuana cultivation in Hawaii

The Park Service initiated a marijuana control program in 1981 at the Hawaii Volcanoes National Park to regain control of those areas of the park being used to cultivate marijuana, according to the park superintendent. The park superintendent asked the Park Service's western regional director for emergency law enforcement assistance to maintain a presence in areas of criminal activity and to assist in the apprehension of suspects and deterrence of other criminal activities.

According to the park superintendent, in April 1981, Park Service rangers, along with assistance from the Hilo Police Department, the Drug Enforcement Administration, and the National Guard, initiated "Operation Green Harvest 8," a marijuana eradication program. Green Harvest operations had operated on private lands in Hawaii, but not on Park Service land. During the operation, law enforcement agents confiscated over 7,200 marijuana plants from the park and arrested two suspected growers. The chief ranger estimated that the seized plants represented only 10 to 15 percent of the marijuana growing in the park. In July 1981, during another Operation Green Harvest, Park Service

rangers again flew over the park and found an additional 8,000 to 10,000 marijuana plants that were subsequently destroyed.

In September 1981, the park superintendent and chief ranger judged that the marijuana control program used to that point had not been effective. They believed that cutting down the marijuana and destroying it were not deterring growers from using the park; therefore, the Park Service officials initiated a program emphasizing the arrest and federal prosecution of the growers. They decided that when rangers found plots that indicated growers would return, they would set up surveillance operations. The remote and rugged terrain required, in some cases, that rangers rappel (to descend using a rope) out of helicopters into the jungles and stay at the plots for shifts of up to 5 days waiting for the growers. The initial results of that operation included the arrest of seven growers, two of whom were prosecuted by the U.S. attorney.

The Park Service officials issued press releases publicizing the growers' arrests and sentences to the local newspapers as a deterrent to other growers and continued their surveillance operations. From September 1981 through October 1982, 24 growers had been arrested on the Hawaii Volcanoes National Park, with 21 of the suspects receiving jail terms ranging from 2 months to 2 years in federal prisons. The park superintendent said the Park Service's marijuana control program of stakeouts and arrests was the reason why the park's marijuana problem has been greatly reduced. The Hawaii district U.S. attorney as well as a local Hawaii police official agreed that marijuana cultivation in the park has significantly decreased.

The chief ranger stated that park rangers did not find any plots between October 1982 and April 1983. He considers their program now to be in a maintenance status, which means the emphasis is on early detection. Every 3 months rangers fly over the park in a comprehensive grid pattern looking for any new cultivation activity and will be on the lookout for marijuana plots whenever flying over the park.

#### CONCLUSIONS

In March 1982, we reported that marijuana cultivation on public lands not only threatened public and employee safety but hindered land management activities. At 14 of the 22 sites we visited in 1983, there were one or more incidents of marijuana growers shooting at, threatening, and harassing employees and federal land users. Marijuana growers have also booby trapped areas, killed wildlife, and damaged natural resources.

Recognizing the marijuana cultivation problem, the Forest Service, BLM, and the Park Service have established marijuana control policies, and the Forest Service and BLM have increased their law enforcement efforts to control it, as we recommended in our March 1982 report. The Park Service took aggressive actions to control marijuana cultivation at the Hawaii Volcanoes National

Park, greatly reducing its marijuana problem. At the other six Park Service sites we visited, marijuana cultivation was not a serious problem because of the parks' attraction for a large number of visitors.

BLM and the Forest Service have intensified their law enforcement efforts to control marijuana cultivation by (1) increasing their funding for cooperative law enforcement programs with state and local law enforcement agencies, (2) participating in a joint federal/state/county task force to control marijuana cultivation in California, and (3) intensifying their efforts to locate and eradicate marijuana on federal lands.

We believe that these efforts to protect employees, the public, and natural resources and to foster mutual aid and cooperation with other law enforcement entities are responsive to our recommendations that the Secretaries of Agriculture and the Interior give increased emphasis to using their law enforcement powers and, where necessary, revise existing regulations, and increase their level of law enforcement activities.

#### AGENCIES' COMMENTS

In commenting on a draft of this report, Interior agreed that information in this chapter accurately reflected its increased efforts to control marijuana cultivation on its lands. It also agreed that marijuana growers on BLM lands remain a serious threat to federal employees and the public and said that more needs to be done to deal with the problem. Interior also provided technical clarifications and updated information. The appropriate changes were made.

The Forest Service also provided comments on a draft of this report. The comments were technical in nature, and appropriate changes were made.

Officials from the Drug Enforcement Administration's Domestic Marijuana Eradication/Suppression Program also commented orally on a draft of this report. They provided technical clarifications and updated information, and the appropriate changes were made.

## CHAPTER 3

### AGRICULTURE'S AND INTERIOR'S EFFORTS

#### TO DEAL WITH OTHER ILLEGAL AND

#### UNAUTHORIZED ACTIVITIES

We previously reported that trespassing, timber thefts, and crimes against persons and property were limiting the ability of the public to use and enjoy resources and recreation facilities on certain federal lands. We concluded that more effort was needed to deal with these problems, including the development of law enforcement information systems. The Departments of Agriculture and the Interior, according to agency officials, have undertaken further actions in response to these problems. These actions are discussed below.

#### AGENCY ACTIONS TO HANDLE TRESPASS CASES

In our March 1982 report, we said trespass on Forest Service and BLM lands was an increasing problem that the agencies seemed to do little to stop. Trespass included such incidents as unauthorized occupancies, paramilitary training, garbage dumping, and cattle grazing violations.

We reported that the Forest Service and BLM had problems with people who lived illegally or conducted illegal activities on public lands under the guise of the mineral exploration authority provided in the Mining Law of 1872.<sup>1</sup> Some people staked mining claims on federal lands with no intention of mining. They built unauthorized dwellings and lived there rent free. Additionally, they paid no property taxes, although some enjoyed county services paid by those taxes, such as public schools and fire protection. An estimated 75 percent of the unauthorized dwellings did not meet local building codes and were potential health and safety hazards. Furthermore, federal land managers told us that they were hampered in removing squatters because of the ambiguities of the 1872 Mining Law.

In March 1984, the Forest Service's leader, law enforcement group, said the Act of January 12, 1983 (Public Law 97-465),<sup>2</sup> now gives the Secretary of Agriculture authority to address more effectively the problem of illegal occupancies on national

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<sup>1</sup>The Mining Law of 1872 authorizes any citizen to enter and occupy unappropriated public land to explore for minerals under regulations prescribed by law.

<sup>2</sup>Public Law 97-465 authorizes the Secretary of Agriculture to convey by quit claim deed certain small parcels of national forest system lands the sale or exchange of which is not practicable under any other authority of the Secretary and that have a value of not more than \$150,000.

forest lands. The Forest Service anticipates that with this new authority, it will make a significant improvement in resolving illegal occupancies in the next 5 years.

We previously reported that BLM had a backlog of about 10,000 trespass cases as of October 1981, some of which involved unauthorized occupancy on prime recreational lands. BLM state offices acknowledged that trespass work was not emphasized in California and Oregon. BLM officials in California considered unauthorized occupancy to be the biggest trespass problem. For example, an estimated 1,000 unauthorized trespasses occurred in the Folsom district in 1978, and the number was increasing by about 100 a year.

BLM headquarters officials advised us in March 1984 that a substantial effort had been initiated by the agency in 1983 to review and revise policy, guidelines, and regulations concerning unauthorized occupancy and use of public lands. We were unable to review the revised regulations and policy as of August 1984 since they were under agency review. BLM expects the revisions to be published by late 1984 and the new program to be in full operation by fiscal year 1985.

#### AGENCY ACTIONS TO REDUCE TIMBER THEFTS

We previously reported that timber and firewood thefts from Forest Service and BLM lands were a serious and increasing law enforcement problem resulting in monetary loss and environmental damage. There was no overall data available on the extent of the problem. Factors such as the increased market value of timber, low risk in being caught due to the vastness of the land area, and limited Forest Service and BLM staff resources contributed to the increased thefts.

At the sites we visited in Oregon during our prior review, the Forest Service and BLM enforced laws to curtail timber theft violations. For example, they investigated and gathered information to prosecute violators and sought assistance from other federal and local law enforcement authorities. However, they believed these measures were not sufficient to control the increasing level of timber theft and believed more needed to be done.

We previously reported that the Forest Service and BLM had tried to control the removal of firewood by instituting permit systems. Forest Service officials in California told us that the Forest Service's permit system is intended to control the areas where wood may be gathered; educate people as to what may and may not be taken for firewood; ensure that chain saws, if used, have the proper spark arresters to decrease fire hazards; and regulate the amount of firewood taken. However, the permit system at the time of our prior review was not consistently administered throughout the state.

Since the issuance of our report, both the Forest Service and BLM have instituted new policies to control the theft of firewood from federal lands. These policies, jointly developed by the two agencies, basically require users to pay fees for firewood removal.

BLM's policy statement, issued to state directors on August 3, 1982, is designed to standardize the procedures with respect to firewood disposal, ensure that basic administrative costs of the program are being recovered, and promote productive inter-agency coordination of firewood programs. For domestic and commercial firewood sales, minimum values to cover basic administrative costs were established. Appraisals to determine minimum value consist of establishing the local market price and selling at not less than fair market value.

In November 1982, the Forest Service said that its free use of firewood program had grown since 1973. Almost a million people removed an equivalent of over 2 billion board feet of timber in 1981; its regular timber harvest program harvested 8 billion board feet. These statistics led the Forest Service to implement a charge program for firewood.

In 1983, the Forest Service instituted a fee policy for firewood and designed its firewood program to reduce the unauthorized removal of wood from the national forests and to increase receipts to the U.S. Treasury. According to the Forest Service's leader, law enforcement group, during the 1983 firewood cutting season, the first year using the new fee policy, the number of reported firewood thefts decreased from 3,086 in 1982 to 1,579 in 1983, or about 50 percent. He said the Forest Service will monitor the results in 1984 to determine if this trend continues.

#### AGENCY ACTIONS TO ADDRESS CRIMES AGAINST PERSONS AND PROPERTY

We previously reported that people using national parks in California for recreation had been confronted with criminal activity, such as burglary and larceny. Also, law enforcement efforts at Yosemite and Lassen Volcanic National Parks were constrained by vehicle-use restrictions and duty assignment limitations.

The Park Service held a seminar in Colorado in March 1983 to help combat breaking into tourists' cars by organized groups. As a result, an agreement was reached among the participants to coordinate law enforcement efforts between parks and recreation areas and other agencies. In addition, a Park Service law enforcement agent assigned to the Arizona Criminal Intelligence System Agency started coordinating and disseminating criminal intelligence information on a Park Service-wide basis.

We were advised by the Park Service's chief, branch of ranger activities, that in March 1984 the Arizona Criminal

Intelligence System Agency was being phased out by the state because operating funds were being eliminated. However, in August 1984, he stated that although the Arizona Criminal Intelligence System Agency has been phased out, the Park Service has initiated an effort in cooperation with the Forest Service to continue the Park Service intelligence program.

In 1983, the Park Service reported 7,617 felony crimes, a reduction of 3.6 percent when compared with 7,892 recorded in 1982. Of the felonies reported in 1983, 6,669 (about 87.6 percent) were crimes against property (larceny, burglary, motor vehicle theft, and arson). Larceny and burglary accounted for 83.5 percent of the total felonies committed, with losses valued by the Park Service at about \$1.5 million. According to the Park Service, its largest category of felony crime, 5,125 cases of larceny, was down 6.3 percent from the 5,468 cases in 1982. These statistics are further summarized in the chart below.

Type of felony	Calendar years				Percent change from 1982 to 1983
	1980	1981	1982	1983	
Criminal homicide	16	19	30	19	-36.7
Rape	89	87	83	81	- 2.4
Robbery	294	303	330	306	- 7.3
Assault	643	575	607	542	-10.7
Burglary	1,552	1,391	1,083	1,238	+14.3
Larceny	6,230	5,451	5,468	5,125	- 6.3
Motor vehicle theft	250	296	220	200	- 9.1
Arson <sup>a</sup>	-	197	71	106	+49.3
Total	<u>9,074</u>	<u>8,319</u>	<u>7,892</u>	<u>7,617</u>	
Percent change from previous year		- 8.4	- 5.1	- 3.6	

<sup>a</sup>Included as a felony starting in calendar year 1981.

The report by the Park Service's branch of ranger activities also stated that the 6.3-percent decrease in larceny cases is attributed to the the Park Service's program in conjunction with the Arizona Criminal Intelligence System Agency to track organized criminal groups as they moved around the National Park System specializing in larceny from vehicles. According to a March 2, 1984, report, in 1983, the program resulted in the apprehension of individuals from two major gangs that were committing thefts of property from vehicles. According to the chief of ranger activities, the Park Service is looking at other possible states to expand the use of this program.

The Park Service has established concurrent jurisdiction in some parks that had proprietary jurisdiction. A Park Service headquarters official said that on April 4, 1983, the Park Service converted the Arizona portion of the Lake Mead National

Recreation Area from proprietary to concurrent jurisdiction. He also said that the Secretary of the Interior has existing contracts with the State of California, which can be renegotiated every 5 years, authorizing concurrent jurisdiction at the Lava Beds National Monument, Whiskeytown National Recreation Area, Point Reyes National Seashore, and Pinnacles National Monument. These areas were previously under proprietary jurisdiction.

We did not conduct fieldwork at Agriculture and Interior agency sites to determine whether vehicle-use restrictions and duty assignment limitations remain. However, Interior advised us in June 1982 that policies and directives issued by its agencies exempted law enforcement and emergency ground vehicles and equipment from energy consumption, mileage, personnel ceilings, or other constraints that diminish the effectiveness of their law enforcement programs.

In March 1984, the Forest Service's leader, law enforcement group, said enforcement activities are operating without the constraints mentioned in our prior report.

#### AGENCY ACTIONS TO ESTABLISH LAW ENFORCEMENT INFORMATION SYSTEMS

We concluded in our previous report that for top management in agencies managing federal lands to control illegal and unauthorized activities, management reporting systems must be developed that will produce accurate and timely information. Such systems are vital to supervising and controlling law enforcement efforts. As of March 1984, the agencies, each at a different stage of development, were continuing with their efforts to implement reliable reporting systems.

BLM did not have an automated law enforcement information system at the time of our prior review. In late fiscal year 1983, BLM established an automated data system for its law enforcement and resource protection program. The system was designed to facilitate accurate information retrieval and provide data on violations of laws and regulations enforced by BLM. Interior and BLM law enforcement officials acknowledged that BLM's system is still only in the early stages of development. As of March 1984, BLM was completing the input of its first 1983 data, a marijuana incident report, into its automated information system.

The Park Service, in March 1981, began using a manual law enforcement information system because its automated system had been terminated due to operational problems. As of March 1984, the Park Service's manual system was still in operation. However, the Park Service regions have the option of choosing a system to collect and tabulate data to meet their own needs as long as the system provides certain core data to meet the Department's need for overall law enforcement information. In addition, an automated information system has been requested for the ranger activities branch to interface with Park Service

regions to improve reporting and retrieval of information between the field and headquarters.

The Park Service's Pacific Northwest and Midwest regions have chosen a law enforcement information system called Case Incident Records Computerized for Law Enforcement, and the other eight regions have chosen other systems.

Interior's departmental law enforcement branch chief, who tabulates overall statistics, said he does not agree with the Park Service's regional approach to gathering law enforcement information. He said the 1983 information submitted by the Park Service regions was late and incomplete. In some cases, regions did not report the information in the required categories. However, the Park Service's chief, branch of ranger activities, said that the Park Service has improved the regional reporting system with new policies and guidelines requiring monthly, semi-annual, and annual reports that will provide Interior's information needs in a timely fashion.

We previously reported that the Forest Service's law enforcement information system had been approved for use in October 1981. In July 1983, a fiscal and accounting management staff official said that the system was not very successful in its first year of operation, fiscal year 1982. According to this official, regional offices did not put as much information as was expected into the system. However, he told us that regional input improved during fiscal year 1983.

The Forest Service further refined its information system in 1983 to provide for data input and output at the field level, as well as headquarters. As of March 1984, the Forest Service was converting the system to the new electronic Forest Service Level Information Processing System, which will, on demand, provide information immediately to all forests. The Forest Service expects the new system to be operational at headquarters and certain field locations by late 1984, and at all others by 1986.

During our follow-up work, Forest Service and Park Service officials pointed out that intelligence data from their agencies show that individuals who commit illegal and unauthorized activities on federal lands tend to move from one location to another. For this reason, they see a need for federal land managing agencies to work together using each agency's management information system to track and deal with these individuals. The Forest Service and Park Service have started discussions along these lines.

#### CONCLUSIONS

According to agency headquarters officials, the Forest Service, Park Service, and BLM are taking actions to deal with crimes against persons and property, trespassing, and timber

thefts--problems pointed out in our previous report. The agencies are also in the process of developing law enforcement information systems. As agreed with the Chairman's office, we did not evaluate the effectiveness of these actions at the agencies' field locations.

#### AGENCIES' COMMENTS

Interior agreed that the information contained in this chapter accurately reflected Interior's increased efforts to deal with other illegal and unauthorized activities on its lands and to establish law enforcement information systems. It also provided technical clarifications and updated information, for which the appropriate changes were made.

The Forest Service did not comment on this chapter.

NINETY EIGHTH CONGRESS

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## COMMITTEE ON INTERIOR AND INSULAR AFFAIRS

U.S. HOUSE OF REPRESENTATIVES  
 WASHINGTON, D.C. 20515

March 10, 1983

STANLEY SCOVILLE  
 STAFF DIRECTOR  
 AND COUNSEL

ROY JONES  
 ASSOCIATE STAFF DIRECTOR

LEE MC ELVAIN  
 GENERAL COUNSEL

TIMOTHY W. GLIDDEN  
 REPUBLICAN COUNSEL

The Honorable Charles A. Bowsher  
 Comptroller General of the United States  
 441 G Street, N.W.  
 Washington, D. C. 20548

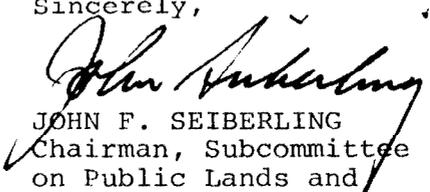
Dear Mr. Bowsher:

The growing of marijuana and other illegal and unauthorized activities on public lands, especially the National Forests and Parks, is a relatively recent phenomenon. This illegal activity has transformed much of our public lands from multiple to single use. For example, public lands are becoming treacherous as marijuana growers protect their high-valued crop from thieves and law enforcement officers. In addition, the growers will not tolerate Federal employees, loggers, cattlemen, or recreationalists on or near the land where the crop is grown. This is an intolerable situation and a growing threat to the safety of the public which desires to use our public lands and the Federal employees responsible for managing these lands.

You brought this matter to the attention of the Congress, Federal agencies, and the public in your pioneering report entitled "Illegal and Unauthorized Activities on Public Lands--A Problem With Serious Implementations," CED-82-48, dated March 10, 1982. We would like a follow-up review conducted to bring the Committee up-to-date on the progress Federal agencies have made to implement your recommendations.

In previous discussions with Joe Maranto of your staff, we understand that staff resources to initiate new work are scarce. However, if possible we would like to receive your report by March 1984.

Sincerely,

  
 JOHN F. SEIBERLING  
 Chairman, Subcommittee  
 on Public Lands and  
 National Parks

SCOPE AND METHODOLOGY

We visited 22 sites managed by the Forest Service, BLM, and the Park Service in California, Oregon, Hawaii, Idaho, Missouri, and Arkansas. The following is a list of sites visited in the six states.

The Forest Service

<u>State</u>	<u>Region/forest</u>
California	Pacific Southwest Region Shasta-Trinity National Forest Los Padres National Forest Six Rivers National Forest Klamath National Forest
Oregon	Pacific Northwest Region Rogue River National Forest Siskiyou National Forest
Arkansas	Southern Region (Atlanta, Georgia) Ozark-St. Francis National Forest Ouachita National Forest
Missouri	Eastern Region (Milwaukee, Wisconsin) Mark Twain National Forest
Idaho	Northern Region (Missoula, Montana) Nez Perce National Forest

The Bureau of Land Management

<u>State</u>	<u>State/district/resource area office</u>
California	California State Ukiah District Folsom Resource Area Redding Resource Area Arcata Resource Area
Oregon	Oregon State Office Medford District Office
Idaho	Idaho State Office Boise District Office

The National Park Service

<u>State</u>	<u>Region/park</u>
California	Western Regional Office Yosemite National Park Redwood National Park Whiskeytown National Recreation Area
Hawaii	Hawaii Volcanoes National Park
Arkansas	Southwest Regional Office (Santa Fe, New Mexico) Buffalo National River Hot Springs National Park
Missouri	Midwest Regional Office (Omaha, Nebraska) Ozark National Scenic Riverways

County agencies

<u>State</u>	<u>Sheriffs' departments</u>
California	Trinity County Butte County Humboldt County Mendocino County Monterey County Siskiyou County
Oregon	Jackson County Josephine County
Arkansas	Franklin County Johnson County Polk County Pope County Montgomery County Newton County
Missouri	Barry County Ripley County Washington County
Idaho	Ada County Owyhee County

State agencies

Arkansas	Arkansas State Police
Missouri	Missouri State Highway Patrol
Idaho	State Investigative Services Bureau

### The Forest Service

The approach we used to accomplish our objectives at the Forest Service was to meet with headquarters officials and field personnel at the regional, forest, and district levels; personally observe marijuana eradication efforts; and review pertinent files, records, and other documents. At headquarters, we interviewed the leader, law enforcement Ggoup, and a member of his staff. At the regional level, we interviewed the regional foresters' representatives and regional law enforcement officials. At each forest visited, we interviewed the forest supervisor or his representative, the forest law enforcement coordinator or administrative officer, and the forest special agent. In addition, we interviewed district rangers, and, in some cases, Forest Service rangers with law enforcement responsibilities.

We reviewed 1982 and 1983 reports on marijuana cultivation on Forest Service lands to determine the extent of the problem and the number of marijuana plots raided and marijuana plants destroyed. To determine the impact of marijuana cultivation on land users, managers, and the land, we obtained the views of regional, forest, and district officials; reviewed Forest Service incident reports, law enforcement files, and maps and pictures of marijuana plots; and contacted county sheriffs' departments to obtain any reports or letters on marijuana incidents. We also accompanied Forest Service employees in California to observe marijuana plots, and to observe the cutting, airlifting, and destruction of marijuana plants by a state eradication team on a raid on lands in Humboldt County. In one case, we interviewed a rancher who leases Forest Service lands to graze cattle.

In order to determine what actions have been taken to eradicate marijuana, we interviewed Forest Service law enforcement officials and local or state law enforcement officials responsible for eradication activities. We reviewed law enforcement policies, action plans, and cooperative law enforcement agreements obtained from Forest Service officials and pertinent reports prepared by sheriffs' departments or the three state law enforcement agencies.

To determine what actions had been taken by the Forest Service in response to problems other than marijuana cultivation identified in our prior report, we interviewed headquarters level law enforcement officials.

### The Bureau of Land Management

To accomplish our objectives at BLM, we met with department-level Interior officials and BLM officials at headquarters, state, district, and resource area offices. At the department level, we interviewed the chief, law enforcement and security management division, and the chief of the law enforcement branch. At BLM, we interviewed the acting chief of resource protection and his staff at the headquarters level. Our review at BLM state

offices included interviews with the state directors or their representatives, the state law enforcement coordinators, and the state special agents. We also visited BLM district and area offices where we interviewed district managers or their representatives, district law enforcement coordinators, and resource area managers.

Data on the extent of marijuana cultivation on BLM lands were not available because BLM had not made such estimates. To determine the impact of marijuana cultivation on BLM land managers and land users, we reviewed BLM law enforcement files, maps, pictures, and memoranda relating to marijuana cultivation; and contacted county sheriffs' departments to obtain pertinent reports.

We interviewed BLM law enforcement officials in order to determine what actions have been taken to eradicate marijuana. We also reviewed law enforcement policies, action plans, and cooperative law enforcement agreements obtained from BLM state office officials and pertinent reports prepared by sheriffs' departments or state agencies. We reviewed BLM's nationwide summary report to determine the number of marijuana plots raided on BLM lands in 1983 and the number of plants destroyed.

To determine what actions had been taken by BLM in response to problems other than marijuana cultivation identified in our prior report, we interviewed Interior and BLM headquarters officials.

#### The Park Service

To accomplish our objectives at the Park Service, we met with Department of the Interior and Park Service officials at the headquarters level. At Interior headquarters, we interviewed the chief, law enforcement and security management division, and the chief of the law enforcement branch. At Park Service headquarters, we interviewed the chief of visitor services, division of park operations, and the chief, branch of ranger activities. At Park Service field locations, we interviewed regional directors, regional law enforcement coordinators, chief park rangers, and park law enforcement rangers.

Data on the extent of marijuana cultivation on Park Service lands were not available because the Park Service had made no such estimate. To obtain information on the impact of marijuana cultivation on land managers and land users, we interviewed Park Service and state or local law enforcement officials and reviewed Park Service incident reports, law enforcement files, maps of marijuana plot locations, and pictures of plots. We also observed marijuana plots by air and on foot at the Hawaii Volcanoes National Park.

We interviewed Park Service law enforcement officials and reviewed Park Service law enforcement policies in order to determine actions taken to eradicate marijuana. We reviewed the Park Service's nationwide summary report to determine the number of

marijuana plots raided and plants destroyed on Park Service lands in 1983.

We interviewed department-level and Park Service headquarters officials to determine what actions had been taken in response to problems other than marijuana cultivation identified in our prior report.

FOREST SERVICE STATISTICS FOR MARIJUANA CONTROLACTIVITIES DURING CALENDAR YEARS 1982 AND 1983 FOR ALLFOREST SERVICE REGIONS AND FOR FORESTS WE VISITED1982

<u>Region<sup>a</sup></u>	<u>Estimate of</u> <u>total marijuana</u> <u>cultivated</u>		<u>Marijuana</u> <u>located</u>		<u>Marijuana</u> <u>eradicated</u>		<u>Marijuana harvested</u> <u>by growers</u>	
	<u>Plants</u>	<u>Plots</u>	<u>Plants</u>	<u>Plots</u>	<u>Plants</u>	<u>Plots</u>	<u>Plants</u>	<u>Plots</u>
	Northern	41,981	137	22,706	65	6,471	21	35,510
Rocky Mountain	5,315	98	6,463	22	1,223	11	4,092	87
Southwestern	26,795	311	20,899	165	11,118	68	15,677	243
Intermountain	10,578	91	12,106	92	3,273	19	7,305	72
Pacific Southwest	387,001	2,861	114,911	754	55,561	424	331,440	2,437
Pacific Northwest	58,968	663	18,029	174	11,140	135	47,828	528
Southern	771,664	2,157	233,427	799	98,928	437	672,736	1,720
Eastern	6,696	235	2,551	41	1,229	21	5,467	214
Total	1,308,998	6,553	431,092	2,112	188,943	1,136	1,120,055	5,417

<u>Forest</u>	<u>Estimate of</u> <u>total marijuana</u> <u>cultivated</u>		<u>Marijuana</u> <u>located</u>		<u>Marijuana</u> <u>eradicated</u>		<u>Marijuana harvested</u> <u>by growers</u>	
	<u>Plants</u>	<u>Plots</u>	<u>Plants</u>	<u>Plots</u>	<u>Plants</u>	<u>Plots</u>	<u>Plants</u>	<u>Plots</u>
	Shasta-Trinity	148,378	972	19,000	120	13,478	92	134,900
Los Padres	25,929	101	6,429	23	4,929	17	21,000	84
Six Rivers	52,125	695	12,000	160	8,625	115	43,500	580
Klamath	47,084	473	4,084	43	4,084	43	43,000	430
Rogue River	2,046	61	800	23	546	16	1,500	45
Siskiyou	32,760	254	11,260	76	5,760	49	27,000	205
Ozark	71,500	256	29,500	107	13,500	42	58,000	214
Ouachita	12,192	123	3,292	16	3,292	15	8,900	108
Mark Twain	9,000	225	1,040	26	1,000	25	8,000	200
Nez Perce	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
Total	401,014	3,160	87,405	594	55,214	414	345,800	2,746

N/A: Not available.

<sup>a</sup>Region 10, Alaska, was not included because marijuana cultivation in that region was insignificant.

1983

Region <sup>a</sup>	Estimate of total marijuana cultivated		Marijuana located		Marijuana eradicated		Marijuana harvested by growers	
	Plants	Plots	Plants	Plots	Plants	Plots	Plants	Plots
Northern	13,578	187	5,633	31	322	9	13,256	178
Rocky Mountain	11,874	870	12,604	38	3,322	19	8,552	851
Southwestern	50,778	552	34,008	181	17,951	75	32,827	477
Intermountain	2,635	52	1,354	28	755	11	1,880	41
Pacific Southwest	609,564	3,204	128,544	713	65,882	424	543,682	2,780
Pacific Northwest	36,290	1,621	9,264	178	7,698	126	28,592	1,495
Southern	202,597	1,350	88,205	685	56,707	560	145,890	790
Eastern	15,683	450	6,646	119	6,498	80	9,185	370
<b>Total</b>	<b>942,999</b>	<b>8,286</b>	<b>286,258</b>	<b>1,973</b>	<b>159,135</b>	<b>1,304</b>	<b>783,864</b>	<b>6,982</b>

Forest	Estimate of total marijuana cultivated		Marijuana located		Marijuana eradicated		Marijuana harvested by growers	
	Plants	Plots	Plants	Plots	Plants	Plots	Plants	Plots
Shasta-Trinity	68,068	253	26,000	108	18,068	53	50,000	200
Los Padres	28,100	102	6,300	22	3,100	6	25,000	96
Six Rivers	70,641	425	14,075	97	8,066	50	62,575	375
Klamath	331,778	1,699	4,528	49	4,528	49	327,250	1,650
Rogue River	3,161	125	1,000	37	661	25	2,500	100
Siskiyou	9,953	84	3,928	26	4,153	24	5,800	60
Ozark	5,114	79	2,445	41	2,114	34	3,000	45
Ouachita	812	35	812	35	812	35	-	-
Mark Twain	7,100	267	3,700	27	3,700	27	3,400	240
Nez Perce	3,625	122	60	2	25	2	3,600	120
<b>Total</b>	<b>528,352</b>	<b>3,191</b>	<b>62,848</b>	<b>444</b>	<b>45,227</b>	<b>305</b>	<b>483,125</b>	<b>2,886</b>

<sup>a</sup>Region 10, Alaska, was not included because marijuana cultivation in that region was insignificant.

BUREAU OF LAND MANAGEMENT STATISTICS FOR MARIJUANACONTROL ACTIVITIES DURING CALENDAR YEAR 1983

<u>State</u>	<u>Plants destroyed</u>	<u>Plots raided</u>	<u>Estimated value</u>
California	8,400	159	\$16,800,000 <sup>a</sup>
Oregon	5,340	165	10,680,000 <sup>a</sup>
Arizona	300	1	250,000 <sup>b</sup>
Colorado	396	2	1,000,500 <sup>c</sup>
New Mexico	<u>1,418</u>	<u>3</u>	<u>N/A</u>
Total	<u>15,854</u>	<u>330</u>	<u>\$28,730,500</u>

<sup>a</sup>Value estimated by Western States Intelligence Network.

<sup>b</sup>Value estimated by Graham County Sheriff.

<sup>c</sup>Value estimated by Mesa County Sheriff.

NATIONAL PARK SERVICE STATISTICS FOR MARIJUANA CONTROLACTIVITIES DURING CALENDAR YEAR 1983

<u>Facility</u>	<u>Marijuana plants eradicated</u>	<u>Marijuana plots</u>
Southeast Region		
Cape Canaveral National Seashore	6,560	3
Big Cypress National Preservation Area	107	1
Midwest Region		
Cuyahoga Valley National Recreation Area	81	4
Rocky Mountain Region		
Glen Canyon National Recreation Area	300	1
Western Region		
Hawaii Volcanoes National Park	263	1
Point Reyes National Seashore	244	2
Sequoia National Park	32	2
Whiskeytown National Recreation Area	5	1
Southwest Region		
Buffalo Scenic River	210	7
Big Bend National Park	6	1
Chickasaw National Park	<u>160</u>	<u>4</u>
Total	<u><u>7,968</u></u>	<u><u>27</u></u>

COOPERATIVE LAW ENFORCEMENT FUNDS

Forest Service region	Total			Marijuana control portion		
	<u>1982</u>	<u>1983</u>	<u>1984</u>	<u>1982</u>	<u>1983</u>	<u>1984</u>
	------(000 omitted)-----					
Northern	\$ 287	\$ 323	\$ 330	-	\$ 80	\$ 85
Rocky Mountain	210	271	290	-	-	10
Southwestern	575	804	796	-	126	109
Intermountain	407	468	486	-	12	12
Pacific Southwest	1,168	1,107	1,151	\$206	342	390
Pacific Northwest	539	931	931	-	187	160
Southern	505	876	984	-	295	255
Eastern	397	510	619	-	30	105
Alaska	15	32	34	-	-	-
Headquarters	<u>46</u>	<u>-</u>	<u>43</u>	<u>-</u>	<u>-</u>	<u>43<sup>a</sup></u>
Total	<u>\$4,149</u>	<u>\$5,322</u>	<u>\$5,664</u>	<u>\$206</u>	<u>\$1,072</u>	<u>\$1,169</u>

<sup>a</sup>Headquarters has an additional \$98,000 in reserve to be spent on unanticipated problems in 1984.

BUREAU OF LAND MANAGEMENT ESTIMATED TOTAL COST FOR  
MARIJUANA ERADICATION IN FISCAL YEAR 1983

<u>State</u>	<u>Cost</u>
California	\$140,000
Colorado	5,000
Oregon	<u>35,436</u>
Total	<u>\$180,436</u>





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