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(Original Signature of Member)

117TH CONGRESS  
2D SESSION

**H. R.** \_\_\_\_\_

To prohibit the delivery of opioids by means of the dark web, and for  
other purposes.

\_\_\_\_\_  
IN THE HOUSE OF REPRESENTATIVES

Mr. PAPPAS introduced the following bill; which was referred to the Committee  
on \_\_\_\_\_

\_\_\_\_\_  
**A BILL**

To prohibit the delivery of opioids by means of the dark  
web, and for other purposes.

1       *Be it enacted by the Senate and House of Representa-*  
2       *tives of the United States of America in Congress assembled,*

3       **SECTION 1. SHORT TITLE.**

4       This Act may be cited as the “Dark Web Interdiction  
5       Act of 2022”.

6       **SEC. 2. FINDINGS AND SENSE OF CONGRESS.**

7       (a) FINDINGS.—Congress finds the following:

8               (1) The dark web is made up of websites and  
9       other network services that leverage overlay net-

1 works providing anonymity. These overlay networks  
2 use the internet but require specific software and  
3 configurations to access. The overlay networks use  
4 multiple encrypted traffic relays for which an indi-  
5 vidual relay computer knows its source of informa-  
6 tion and where the individual computer is sending  
7 the information but never knows both the original  
8 source and ultimate destination of the traffic simul-  
9 taneously. This anonymity has provided criminals  
10 with the ability to host illicit material in a way that  
11 circumvents the ability of law enforcement agencies  
12 to serve legal process to remove or effectively inves-  
13 tigate websites offering illegal content or goods for  
14 purchase or sharing.

15 (2) Dark web marketplaces include e-commerce  
16 websites based on the dark web on which individuals  
17 use virtual currencies to engage in transactions in-  
18 volving drugs, weapons, malware, counterfeit cur-  
19 rency, stolen credit cards, personal identifying infor-  
20 mation, forged documents, unlicensed pharma-  
21 ceuticals, and other illicit goods.

22 (3) Due to the anonymity provided by the dark  
23 web, illicit activities can be hosted from anywhere in  
24 the world without accountability to—

25 (A) the Federal Government;

1 (B) Federal laws; or

2 (C) any other government or system of  
3 laws.

4 (4) The use of the dark web to distribute illegal  
5 drugs has contributed and continues to contribute to  
6 the substance abuse crisis that is devastating com-  
7 munities across the United States. This devastation  
8 is due in large part to the fact that the dark web  
9 has made illicit goods obtainable anonymously.

10 (5) Law enforcement agencies at every level of  
11 government continue to investigate drug trafficking  
12 and the sale of illegal goods and services through the  
13 dark web that occurs as a result of interactions on  
14 the dark web, both within the United States and at  
15 the international border of the United States, but  
16 the increased anonymity the internet provides has  
17 made it more difficult to identify and prosecute the  
18 individuals and organizations who—

19 (A) administer or otherwise operate  
20 websites on the dark web that facilitate the dis-  
21 tribution of illegal drugs, goods, or services; or

22 (B) buy and sell illegal drugs, goods, or  
23 services through illicit marketplaces hosted on  
24 the dark web.

1           (6) Despite difficulties in identifying and locat-  
2           ing individuals and organizations who engage in  
3           drug trafficking on the dark web, law enforcement  
4           agencies have been effective in investigating and  
5           prosecuting the distribution of illegal drugs through  
6           illicit marketplaces on the dark web, as evidenced by  
7           Operation DisrupTor, which—

8                   (A) was announced in September 2020;

9                   (B) resulted in—

10                   (i) 179 arrests worldwide, including  
11                   121 arrests in the United States;

12                   (ii) the seizure of approximately 500  
13                   kilograms of drugs worldwide, including  
14                   274 kilograms of drugs in the United  
15                   States; and

16                   (iii) the seizure of more than  
17                   \$6,500,000 worth of virtual currencies and  
18                   cash;

19                   (C) is an example of one of many cases  
20           conducted jointly by—

21                   (i) the Federal Bureau of Investiga-  
22                   tion;

23                   (ii) the Drug Enforcement Adminis-  
24                   tration;

- 1 (iii) Immigration and Customs En-  
2 forcement;  
3 (iv) Homeland Security Investigations;  
4 (v) United States Customs and Bor-  
5 der Protection;  
6 (vi) the United States Postal Inspec-  
7 tion Service;  
8 (vii) the Financial Crimes Enforce-  
9 ment Network;  
10 (viii) the Bureau of Alcohol, Tobacco,  
11 Firearms, and Explosives;  
12 (ix) the Naval Criminal Investigative  
13 Service;  
14 (x) the Department of Justice;  
15 (xi) the Department of Defense; and  
16 (xii) additional local, State, and inter-  
17 national law enforcement partners.
- 18 (7) Although law enforcement agencies have  
19 succeeded in investigating the distribution and sale  
20 of illegal drugs, goods, and services that occurs as  
21 a result of interactions on the dark web, investiga-  
22 tive and prosecutorial collaboration, innovation, and  
23 advancement are critical to—

1 (A) increasing the capacity to combat the  
2 threat posed by the dark web and the illicit  
3 marketplaces hosted on the dark web; and

4 (B) enhancing collaboration and coordina-  
5 tion among Federal, State, Tribal, local, inter-  
6 national and other law enforcement partners, as  
7 appropriate.

8 (b) SENSE OF CONGRESS.—It is the sense of Con-  
9 gress that—

10 (1) the dark web and illicit marketplaces hosted  
11 on the dark web facilitate the distribution of illegal  
12 drugs and pose a unique threat to the public health  
13 and national security in the United States; and

14 (2) Congress should—

15 (A) support law enforcement agencies and  
16 prosecutors at the Federal, State, Tribal, local,  
17 and international levels in their efforts to inves-  
18 tigate and prosecute the distribution of illegal  
19 drugs, goods, and services through the dark  
20 web; and

21 (B) increase the investigative and prosecu-  
22 torial tools available to law enforcement agen-  
23 cies and prosecutors to address the distribution  
24 of illegal drugs, goods, and services through the  
25 dark web.

1 **SEC. 3. DEFINITIONS.**

2 In this Act:

3 (1) **DARK WEB.**—The term “dark web” has the  
4 meaning given the term in subsection (i) of section  
5 401 of the Controlled Substances Act (21 U.S.C.  
6 841), as added by section 4 of this Act.

7 (2) **DIRECTOR.**—The term “Director” means  
8 the Director of the task force.

9 (3) **ILLICIT MARKETPLACE.**—The term “illicit  
10 marketplace” means a website on the dark web on  
11 which individuals can use virtual currency to engage  
12 in transactions involving drugs, weapons, malware,  
13 counterfeit currency, stolen credit cards, personal  
14 identifying information, forged documents, or other  
15 illicit goods.

16 (4) **INDIAN TRIBE.**—The term “Indian Tribe”  
17 has the meaning given the term “Indian tribe” in  
18 section 4 of the Indian Self-Determination and Edu-  
19 cation Assistance Act (25 U.S.C. 5304).

20 (5) **OPIOID.**—The term “opioid” has the mean-  
21 ing given the term in section 102 of the Controlled  
22 Substances Act (21 U.S.C. 802).

23 (6) **TASK FORCE.**—The term “task force”  
24 means the Joint Criminal Opioid and Darknet En-  
25 forcement Task Force established under section  
26 5(a)(1).

1 **SEC. 4. OFFENSES INVOLVING THE DARK WEB.**

2 Section 401 of the Controlled Substances Act (21  
3 U.S.C. 841) is amended by adding at the end the fol-  
4 lowing:

5 “(i) OFFENSES INVOLVING DISPENSING OF CON-  
6 TROLLED SUBSTANCES BY MEANS OF THE DARK WEB.—

7 “(1) DEFINITION OF DARK WEB.—In this sub-  
8 section, the term ‘dark web’ means a portion of the  
9 internet in which there are hidden sites and services  
10 that—

11 “(A) are not indexed by an internet search  
12 engine; and

13 “(B) are only accessible to users of specific  
14 devices, software, routing and anonymizing  
15 services, authorizations, or configurations that  
16 conceal the identities and locations of users.

17 “(2) OFFENSE.—It shall be unlawful for any  
18 person to knowingly or intentionally—

19 “(A) deliver, distribute, or dispense a con-  
20 trolled substance by means of the dark web, ex-  
21 cept as authorized by this title; or

22 “(B) aid or abet (as such terms are used  
23 in section 2, title 18, United States Code) any  
24 activity described in subparagraph (A) that is  
25 not authorized by this title.



1           “(3) PENALTY.—Pursuant to its authority  
2           under section 994 of title 28, United States Code,  
3           the United States Sentencing Commission shall  
4           amend the Federal sentencing guidelines and policy  
5           statements to provide for a 2-level increase above the  
6           sentence otherwise applicable for a violation of para-  
7           graph (2).”.

8   **SEC. 5. JOINT CRIMINAL OPIOID AND DARKNET ENFORCE-**  
9                           **MENT TASK FORCE.**

10          (a) ESTABLISHMENT.—

11               (1) IN GENERAL.—There is established in the  
12               Federal Bureau of Investigation an interagency pro-  
13               gram that shall be known as the Joint Criminal  
14               Opioid and Darknet Enforcement Task Force.

15               (2) DIRECTOR.—The task force shall be headed  
16               by a Director, who shall be appointed by the Presi-  
17               dent, by and with the advice and consent of the Sen-  
18               ate.

19          (b) PURPOSE.—The purpose of the task force shall  
20          be to detect, disrupt, and dismantle illicit marketplaces.

21          (c) COMPONENTS.—

22               (1) REPRESENTATIVES.—The task force shall  
23               include representatives from—

24                       (A) the Federal Bureau of Investigation;

25                       (B) the Drug Enforcement Administration;

1 (C) the United States Postal Inspection  
2 Service;

3 (D) Immigration and Customs Enforce-  
4 ment;

5 (E) the Bureau of Alcohol, Tobacco, Fire-  
6 arms, and Explosives;

7 (F) Homeland Security Investigations;

8 (G) United States Customs and Border  
9 Protection;

10 (H) the Department of Defense;

11 (I) the Financial Crimes Enforcement Net-  
12 work; and

13 (J) the Department of Justice.

14 (2) CONSULTATION.—The Director may consult  
15 with any State, Tribal, local, or international depart-  
16 ment or agency the Director determines necessary to  
17 carry out the purpose of the task force described in  
18 subsection (b).

19 (d) DUTIES AND FUNCTIONS.—To further the pur-  
20 pose of the task force described in subsection (b), the task  
21 force shall—

22 (1) engage in—

23 (A) proactive and reactive investigations;  
24 and

1 (B) forensic and cyberforensic examina-  
2 tions;

3 (2) provide forensic and cyberforensic, tech-  
4 nical, preventive, and investigative training and as-  
5 sistance to—

6 (A) prosecutors; and

7 (B) law enforcement agencies;

8 (3) develop best practices to assist Federal,  
9 State, Tribal, and local law enforcement agencies,  
10 prosecutors, and others, as appropriate, in the col-  
11 lection of evidence in order to determine and inves-  
12 tigate possible nexuses to the dark web and virtual  
13 assets, including—

14 (A) evidence logging;

15 (B) evidence maintenance; and

16 (C) evidence sharing;

17 (4) develop multijurisdictional and multiagency  
18 responses and partnerships with Federal, inter-  
19 national, local, non-profit organizations, and other  
20 law enforcement agencies, as appropriate, by—

21 (A) establishing procedures for information  
22 sharing;

23 (B) establishing lists of recommended spe-  
24 cialized equipment and tools to investigate and

1 prosecute the distribution of illicit drugs, goods,  
2 and services on the dark web; and

3 (C) helping the agencies acquire the nec-  
4 essary knowledge, personnel, and specialized  
5 equipment to investigate and prosecute the dis-  
6 tribution of illegal drugs, goods, and services  
7 through the dark web;

8 (5) create novel investigative approaches to—

9 (A) target emerging technologies that fa-  
10 cilitate the distribution of opioids through illicit  
11 marketplaces on the dark web; and

12 (B) build forensic capacity and expertise to  
13 meet the challenges posed by the technologies;

14 (6) enhance collaboration and coordination with  
15 international partners; and

16 (7) engage in any other activities the Director  
17 determines necessary to carry out the duties of the  
18 task force.

19 (e) GUIDANCE AND TRAINING.—The task force shall  
20 provide guidance and training to officers and employees  
21 of the Federal Bureau of Investigation and other Federal,  
22 international, and other law enforcement agencies, as ap-  
23 propriate, relating to—

24 (1) techniques and procedures to—

1 (A) recognize evidence or potential evi-  
2 dence relating to the dark web; and

3 (B) identify and recognize patterns and  
4 practices relating to the distribution of illegal  
5 drugs, services, and goods through the dark  
6 web;

7 (2) the types of information that should be col-  
8 lected and recorded in information technology sys-  
9 tems used by the Federal Bureau of Investigation to  
10 help—

11 (A) identify administrators and operators  
12 of illicit marketplaces;

13 (B) identify vendors, buyers, and other in-  
14 dividuals involved in the distribution of opioids  
15 through illicit marketplaces; and

16 (C) detect, disrupt, and dismantle illicit  
17 marketplaces;

18 (3) procedures for systematic and routine infor-  
19 mation sharing within the Federal Bureau of Inves-  
20 tigation and between Federal, State, Tribal, and  
21 local law enforcement agencies; and

22 (4) any other training or guidance the Director  
23 determines necessary to carry out the duties of the  
24 task force.

1 (f) REPORT.—Not later than 1 year after the date  
2 of enactment of this Act, and annually thereafter, the Di-  
3 rector of the Federal Bureau of Investigation, acting  
4 through the Director, shall submit to the Committee on  
5 the Judiciary of the Senate and the Committee on the Ju-  
6 diciary of the House of Representatives a report, which  
7 shall include, for the previous year—

8 (1) a summary of the activities and accomplish-  
9 ments of the task force;

10 (2) a description of the investigative methods  
11 used by the task force, including an assessment of  
12 the effectiveness of the methods;

13 (3) information on investigation and prosecu-  
14 tion performance measures for the task force, in-  
15 cluding—

16 (A) the number of investigations the task  
17 force conducted or assisted;

18 (B) the number of illicit marketplaces de-  
19 tected, disrupted, or dismantled as a result of  
20 an investigation conducted or assisted by the  
21 task force;

22 (C) the number of arrests relating to an  
23 investigation conducted or assisted by the task  
24 force; and

1 (D) statistics that account for the disposi-  
2 tion of investigations by the task force that did  
3 not result in an arrest or a prosecution;

4 (4) an assessment of partnerships between the  
5 task force and other Federal, State, Tribal, and local  
6 law enforcement agencies, including the effectiveness  
7 of guidance and training provided by the task force  
8 to personnel of other Federal, State, Tribal, and law  
9 enforcement agencies;

10 (5) an evaluation of the collaboration and co-  
11 ordination between the task force and international  
12 partners;

13 (6) recommendations for additional congres-  
14 sional or legislative action, as appropriate, that  
15 would be useful or necessary to achieve the purpose  
16 of the task force described in subsection (b);

17 (7) a summary of how transactions involving  
18 the distribution of illegal drugs, goods, and services  
19 through the dark web are financed; and

20 (8) a description of a plan to increase the ca-  
21 pacity to investigate the distribution of illegal drugs,  
22 goods, and services through the dark web; and

23 (9) recommendations for additional congres-  
24 sional or legislative action, as appropriate, that  
25 would improve the efforts of Federal agencies to de-

1       tect, disrupt, and dismantle illicit marketplaces, in-  
2       cluding efforts to identify individuals and groups in-  
3       volved in the distribution of illegal drugs, goods, and  
4       services through the dark web.

5       (g) FUNDING.—The Director shall carry out this sec-  
6       tion using amounts otherwise made available to the Attor-  
7       ney General.

8       (h) SUNSET.—This section shall cease to have force  
9       or effect on the date that is 5 years after the date of enact-  
10      ment of this Act.

11   **SEC. 6. REPORT ON VIRTUAL CURRENCIES.**

12       Not later than 1 year after the date of enactment  
13       of this Act, the Attorney General, in consultation with the  
14       Secretary of the Treasury and the Secretary of Homeland  
15       Security, shall submit to Congress a report on the use of  
16       virtual currencies in the distribution of opioids through il-  
17       licit marketplaces on the dark web, which shall include—

18               (1) a summary of how virtual currencies are—

19                       (A) used to finance transactions involving  
20                       the distribution of opioids through illicit mar-  
21                       ketplaces on the dark web; and

22                       (B) exchanged in the course of trans-  
23                       actions described in subparagraph (A), includ-  
24                       ing transactions involving—

25                               (i) peer-to-peer networks;



1 (ii) virtual currency;

2 (iii) money transmitters; or

3 (iv) other financial institutions;

4 (2) the number of instances involving the dis-  
5 tribution of opioids through illicit marketplaces on  
6 the dark web in which an individual involved used a  
7 virtual currency to finance the distribution;

8 (3) the most common types of virtual currencies  
9 used by individuals involved in the distribution of  
10 opioids through illicit marketplaces on the dark web;

11 (4) an assessment of the capacity to investigate  
12 the use of virtual currencies in the distribution of  
13 opioids through illicit marketplaces on the dark web,  
14 including—

15 (A) efforts to assist financial institutions  
16 in detecting, identifying, and reporting sus-  
17 picious activity and money laundering;

18 (B) efforts to obtain financial records and  
19 other documents from virtual currency opera-  
20 tors and exchanges;

21 (C) training and guidance to Federal,  
22 State, Tribal, and local law enforcement agen-  
23 cies and prosecutors; and

24 (D) coordination and collaboration with  
25 international partners; and

1           (5) recommendations for additional congres-  
2           sional or legislative action that would improve the ef-  
3           forts of Federal agencies to detect, disrupt, and dis-  
4           mantle illicit marketplaces on the dark web, includ-  
5           ing efforts to identify individuals using virtual cur-  
6           rencies in the distribution of opioids through illicit  
7           marketplaces on the dark web.

8   **SEC. 7. FIVE YEAR UPDATE.**

9           It is the sense of Congress that, not less frequently  
10          than once every 5 years, Congress should evaluate and,  
11          if necessary, update the definition of the term “dark web”  
12          in section 401(i) of the Controlled Substances Act (21  
13          U.S.C. 841(i)), as added by section 4 of this Act.

14   **SEC. 8. SEVERABILITY.**

15          If any portion of this Act, or the amendments made  
16          by this Act, or the application thereof to any person or  
17          circumstance is held invalid, the remainder of this Act and  
18          the amendments made by this Act, and the application of  
19          this Act or the amendments made by this Act to other  
20          persons not similarly situated or to other circumstances  
21          shall not be affected by the invalidation.