

# **OREGON HIDTA PROGRAM**



## **DRUG THREAT ASSESSMENT & COUNTER-DRUG STRATEGY**

**PROGRAM YEAR 2009**

# Oregon HIDTA Drug Threat Assessment & Counter-Drug Strategy

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## THREAT ASSESSMENT

### I. EXECUTIVE SUMMARY:

Illicit drug use in Oregon exceeds the national per capita average, with higher usage rates of marijuana, methamphetamine, and illicit use of prescription pain relievers and stimulants<sup>1</sup>. According to a recent study conducted by ECONorthwest, the total direct economic costs from alcohol and drug abuse in Oregon were estimated at \$5.93 billion in 2006, 45 percent of which was tied to illicit drug abuse. One quarter (\$1.5 billion) in costs associated with lost earnings from illicit drug users who perpetrate crime, lost earnings by victims of crime, and costs associated with drug enforcement and the criminal justice system<sup>2</sup>.

From 2005 through 2006, Oregon continued to rank in the top one-fifth of states with reported rates of past year substance abuse by people aged 12 and older<sup>3</sup>. Arrests for drug violations increased in Oregon 44 percent from 2003 (180) to 2007 (259)<sup>4</sup>. Additionally, 27 percent of the Oregon corrections population, which includes incarcerated offenders and those on parole or probation, is in the system due primarily to drug offenses, more than twice the number of assaults and three times the number of any other primary offense category<sup>5</sup>.

Methamphetamine and marijuana abuse and trafficking remains epidemic in Oregon. Marijuana production is also widespread and increasing in scale.

**Methamphetamine continues to be widely abused and trafficked throughout the HIDTA region.** However, reported local methamphetamine lab seizures have continued to decrease. From 2004 to 2007, labs reported by law enforcement declined by 96 percent due, in large part, to strict pseudoephedrine control legislation enacted by the Oregon legislature as well as the enactment of the Federal Combat Methamphetamine Epidemic Act of 2005. From January 2003 through December of 2007 (five years), Oregon law enforcement agencies reported 1,197 methamphetamine labs to the Oregon Department of Justice, representing an average of 239 labs discovered per year. So far, for the first four months of 2008, 1.8 labs per month have been reported by law enforcement compared to 2 labs per month in 2007, 5 labs per month for 2006, and 16 labs per month for 2005.

The number of adults admitted to treatment for amphetamine abuse continued to decline, dropping 12 percent from 2006 to 2007<sup>6</sup>. Results from workplace drug tests showed a 30 percent decline in amphetamine positive readings for Oregon between 2003 and 2006<sup>7</sup> and the decline in positive tests for methamphetamine use continued nationwide in 2007<sup>8</sup>.

The continued reduction in reported lab seizures, as well as indicators of methamphetamine abuse is encouraging following the significant increases experienced in previous years. However, methamphetamine addiction is still widespread in Oregon. Serious methamphetamine-related crime continues to be a daily problem and is regarded by Oregon law enforcement agencies as their area's greatest drug threat. The sustained high-level of abuse is reflected by the significant level of identity theft, abused and neglected children, and other serious person and property crimes.

During the last five years, the form of methamphetamine being seized by law enforcement has switched from powder to a more addictive and potent form called "ice" or "crystal meth." Oregon legislation to restrict the availability of pseudoephedrine appears to have reduced the number of meth labs reported to be operating in the state; however, these new laws may have contributed to an increase

in trafficking of precursor ingredients and the finished product, such as the highly addictive Mexican-made "ice". **While calendar year 2007 data indicates a continued decline in reported methamphetamine labs statewide, crystal meth continues to be available as Mexican drug traffickers are importing the finished product from labs outside the state and from Mexico.**

**In addition to methamphetamine abuse, marijuana abuse, cultivation, and trafficking are also rapidly expanding.** Large outdoor marijuana grow operations have been discovered on both public and private lands, including National Forest Service and Bureau of Land Management areas. The discovered plants often number in the tens of thousands and the harvested product is distributed both locally and nationally.

The **Oregon Medical Marijuana Law**, which allows for quantities of marijuana to be grown and used for pain suppression, has been consistently violated and is a major barrier to effective enforcement and prosecution efforts. This law conflicts with the national safety regulations and requirements for medicines established by the Federal Drug Administration (FDA).

**Heroin, cocaine, and prescription drug abuse constitute the next level of major drug threats to Oregon communities.**

The threat posed by pharmaceutical abuse has risen in recent years. Non-prescribed use of prescription drugs is the fastest growing type of substance abuse in the United States<sup>9,10</sup>. In Oregon, treatment admissions increased 332 percent in the last 10 years, surpassing admissions for cocaine in 2005<sup>11</sup>.

The Oregon HIDTA counter-drug enforcement strategy is intended to be responsive to the above noted threat indicators and to complement legislative, treatment, and prevention strategies within the state and HIDTA regions. The Oregon MethWatch Program and community anti-drug coalitions are very active in Oregon and the non-profit Oregon Partnership has been an important catalyst for community action and prevention education.

As of this writing, the Oregon HIDTA participating agencies have identified 140 Drug Trafficking Organizations (DTOs) and four Money Laundering Organizations (MLOs) with foreign and domestic connections that are actively operating in the HIDTA counties and throughout Oregon.

Mexican and Caucasian DTOs control the majority of the transportation and distribution of illicit drugs into and out of the eight (8) HIDTA counties as well as the other twenty-eight (28) Oregon counties. These DTOs are also the primary traffickers of cocaine, heroin, marijuana, and methamphetamine abused in the HIDTA region. Mexican DTOs dominate the transportation and distribution of heroin and cocaine, while Caucasian DTOs control marijuana transportation and distribution. Methamphetamine trafficking is increasingly being dominated by Mexican DTOs. Other DTOs and criminal groups, such as Outlaw Motorcycle Gangs (OMGs), street gangs, and Asian, Canadian, Honduran, Middle Eastern, and Russian DTOs, also transport and distribute drugs, but to a lesser extent. MDMA (3,4-methylenedioxymethamphetamine), GHB (gamma-butyrolactone), LSD (lysergic acid diethylamide), PCP (phencyclidine), ketamine (ketamine hydrochloride), psilocybin (hallucinogenic mushrooms), and pseudoephedrine are also smuggled into the HIDTA region.

Drug-related deaths<sup>12</sup> increased 8 percent statewide in 2007, with overdose deaths rising from 213 in 2006 to 231 in 2007. Heroin use was responsible for the sharpest increase (29%) and the largest

number of deaths in 2007. Deaths related to methamphetamine and cocaine use declined 21 percent and 14 percent, respectively, between 2006 and 2007.

Multnomah County, the most populous county in Oregon, reported the highest number of drug-related deaths statewide with 111 deaths in 2007. Lane County (non-HIDTA county) ranked second with 26 overdose deaths in 2007, followed by Clackamas (16), Marion (15) and Jackson (13) counties. Heroin accounted for the most deaths in Multnomah, Lane, Marion, and Clackamas counties.

Felony drug fugitives pose a significant threat to the citizens of Oregon, and specifically, to the personal safety of Oregon law enforcement officers. The United States Marshal's Service Portland office (a HIDTA fugitive task force) recently surveyed federal warrants in the District of Oregon and identified 4 Consolidated Priority Target (CPOT) warrants, 6 Regional Priority Targets (RPOT), 70 Organized Crime Drug Enforcement Task Force (OCDEFT) warrants and another 44 active federal felony drug warrants<sup>13</sup>.

## **II. OVERVIEW:**

### **Demographics**

The Oregon HIDTA was established by the Office of National Drug Control Policy (ONDCP) in June of 1999. Currently, the Oregon HIDTA Program serves the following eight counties: Clackamas, Deschutes, Douglas, Jackson, Marion, Multnomah, Umatilla and Washington.

According to U.S. Census Bureau 2006 estimates, Oregon ranks twenty-seventh in the country in population with more than 3.7 million residents, of which 89 percent are Caucasian, 4 percent Asian, 2 percent African American, 2 percent Native American or Alaska Native, less than 0.5 percent Hawaiian or other Pacific Islander, 4 percent some other race, and 3 percent two or more races. Almost ten percent of the state's population is of Hispanic or Latino descent (of any race)<sup>14</sup>.

Seventy percent of the state's population lives in the Willamette Valley, primarily in the major urban centers of Portland, Salem, and Eugene. The other 30 percent reside in rural and small urban areas scattered throughout the state. The combined estimated total population of the HIDTA counties in 2007 was 2,444,480 which represent approximately 65 percent of the state's population. All but one Oregon HIDTA county (Umatilla) was included in the top ten most populous areas in the state, with Multnomah County (710,025) being the most populated<sup>15</sup>.

Oregon is the ninth largest state in the nation, encompassing a land area of 98,380 square miles. It is bordered by California, Idaho, Nevada, and Washington, and by the Pacific Ocean. Oregon's geography can be divided into six areas: the Oregon Coast, Willamette Valley, Cascade Mountain Range, Columbia River Basin, Eastern Oregon Basin and Range, and the Southern Oregon Basin and Range. Oregon HIDTA covers 18,267 square miles a land mass greater than the combined size of Connecticut, Delaware, and Rhode Island.

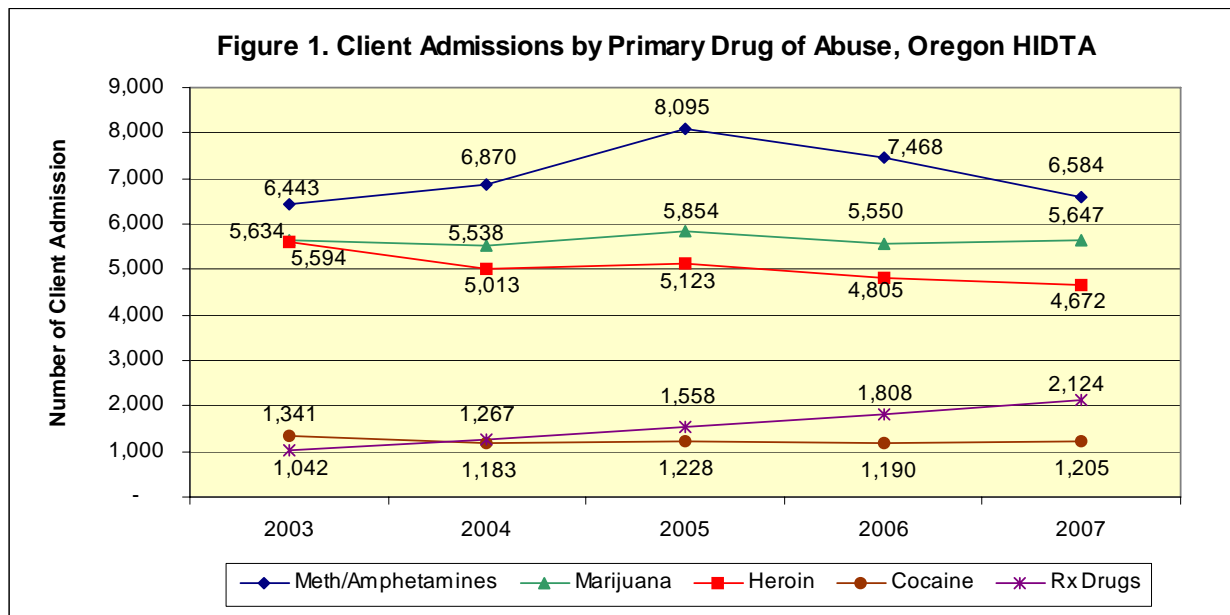
Geographically, the Oregon HIDTA region is diverse. Deschutes County is located in Central Oregon between the Cascade Mountain Range to the west and the High Desert to the east. Jackson County is located in southern Oregon and borders California to the south and is surrounded by the Cascade and Siskiyou Mountain Ranges. Marion County is located south of the Portland metropolitan area and stretches from the Willamette River to the Cascade Mountains encompassing nearly 1,200

square miles. Douglas County extends from the Pacific Ocean to the Cascade Range and borders Jackson County in its southeastern section. The tri-counties of Clackamas, Multnomah, and Washington (the Portland metropolitan area) extend to the western slopes of Mt. Hood, through the Tualatin Valley with the rugged Columbia River Gorge to the east and the state of Washington to the north. Umatilla County is located in the northeast corner of Oregon, separated from Washington by the Columbia River, and extending to the Blue Mountain Range

## Scope of Drug Threats

### 1. Methamphetamine

**Methamphetamine continues to be widely abused throughout the HIDTA region.** However, recent data captured from substance abuse indicators suggests a continued downward trend. Data evaluated from the Oregon Addictions and Mental Health Division (AMHD) revealed that while treatment admissions for amphetamine use increased 26 percent in the HIDTA region from 2003 through 2005, the number of adults reporting amphetamine as their primary drug of abuse dropped 19 percent from 2005 to 2007 (Figure 1).



Source: Graph derived from data obtained from the Addictions and Mental Health Division, Oregon Department of Human Services, April 2008.

According to the Oregon State Medical Examiner Division<sup>16</sup>, the number of fatalities related to methamphetamine use dropped 21 percent from 2006 (90) to 2007 (71), the first decline since 2001. Additionally, results from workplace drug testing show a decline in amphetamine use. Quest Diagnostics, the nation's largest provider of diagnostic testing, reported a 30 percent reduction from 2003 to 2006 in the number of people testing positive for amphetamines (primarily methamphetamine) in Oregon through employer drug tests<sup>17</sup>; the decline in positive tests for methamphetamine continued nationwide in 2007. However, positive tests for less potent stimulants, such as amphetamines, increased 5 percent during the same period, suggesting some workers may be substituting one stimulant for another in the larger category of amphetamines<sup>18</sup>.

Decreases in the Oregon corrections system have been reported as well. While the number of inmates who admitted to regular methamphetamine use at intake rose 17 percent from 2005 to 2007, the number fell by 13 percent from 2006 to 2007<sup>19</sup>. Methamphetamine-related arrests also declined by 13

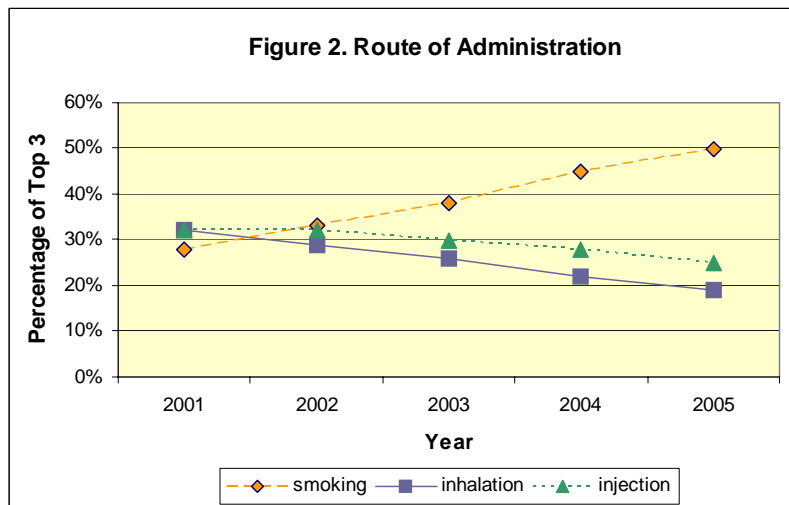
percent in 2007<sup>20</sup>; however admissions for methamphetamine offenses rose by over 50 percent due to the passage of enhanced sentencing laws in 2005<sup>21</sup>.

These results are encouraging and suggest that educational efforts, strong precursor restrictions, and law enforcement pressure continue to achieve moderate success in decreasing the level of methamphetamine addiction. Oregon's improved economy may also be a factor in recent reports of declining methamphetamine use. The unemployment rate has gradually improved over the last three years, dropping from 7.7 in February 2004 to 5.5 in February 2008<sup>22</sup>. Still, determining whether the drop is due to an actual decline in the level of abuse or if it is related to other factors is difficult.

**Despite recent declines, methamphetamine addiction and abuse is widespread and remains the most serious drug threat to Oregon.** Over 90 percent of Oregon law enforcement agencies surveyed in 2008 identified ice methamphetamine as the greatest drug threat to their jurisdictions. Methamphetamine was also reported as the drug which contributes most to violent crime (83%) and property crime (91%)<sup>23</sup>.

The Oregon Addictions and Mental Health Division reports that nearly 20 percent of people entering treatment in 2006 reported using methamphetamine, higher than for any other illicit drug<sup>24</sup>. Additionally, smoking as the preferred route of administration for methamphetamine users has substantially increased in recent years, while inhalation and injection have decreased in popularity. According to the National Institute on Drug Abuse, that smoking is a route of administration which delivers methamphetamine rapidly to the brain, producing higher reinforcement and likely increased rates of dependence<sup>25</sup> (Figure 2).

The Centers for Disease Control and Prevention reported steady increases in 2007 in the rates of infection for the most common STDs, Chlamydia, gonorrhea and syphilis, citing increased use of methamphetamine as one of the contributing factors<sup>26</sup>. Gonorrhea and syphilis are diseases widely considered to be indicators for future HIV cases; treatment providers fear that this combination may increase the number of HIV infections in the Portland area.



Source: Addictions and Mental Health Division, Oregon Department of Human Services, "Methamphetamine: Facts and Figures," Revised and Updated August 2006.

In addition, the HIDTA region continues to see a large number of identity thefts and property crimes which are associated with the abuse of methamphetamine. Intelligence and police reports continue to link these crimes to methamphetamine use and trafficking.

## 2. Marijuana

Marijuana is widely abused in the HIDTA region and availability of the drug continues to rise. Locally-produced marijuana, Canada-produced BC Bud, and Mexico-produced marijuana are available

in the Oregon HIDTA counties. Currently, Mexican DTOs are actively cultivating marijuana in remote areas of Oregon and are producing tens of thousands of plants per year. The marijuana produced from these grows is distributed locally as well as transported throughout the United States.

According to Oregon's Addictions and Mental Health Division, there were 5,647 adults admitted to treatment facilities in the HIDTA region reporting marijuana as their primary drug of abuse in 2007, a nearly two percent increase from the 5,550 admitted in 2006<sup>27</sup>. Abuse among Oregon residents remains high compared to most other states. Data collected from the National Survey on Drug Use and Health reveal that in 2006, Oregon ranked ninth in the nation for marijuana use (self-report of marijuana use in past month) by people aged 12 and older<sup>28</sup> and remains the most widely used illicit drug by Oregon teens<sup>29</sup>.

The threat posed by this drug is further compounded by the medical marijuana law in the state. The law conflicts with the national safety regulations and requirements for medicines established by the Federal Drug Administration (FDA). The rapid growth of the Oregon Medical Marijuana Program, coupled with the excessive volume of plants cultivated, the difficulties associated with investigating compliance, and the attraction of selling surplus amounts on the black market for high profit and little risk has encouraged extensive abuse. Furthermore, as medical marijuana cultivation has become more prevalent in the state, so has the incidence of theft at grow sites. Law enforcement reports caregivers are increasingly arming themselves to defend medical marijuana grow sites from theft and home invasion robberies<sup>30</sup>.

The Douglas Interagency Narcotics Team (DINT) arrested 25 individuals with Medical Marijuana cards in 2006, seizing 281 plants and 1,687 pounds of processed cannabis with a street value of more than 4 million dollars<sup>31</sup>. Local producers often use these laws to conceal their illegal production and distribution activities, complicating law enforcement's ability to arrest and prosecute violators. In December 2006, a search warrant conducted by DINT found over 90 pounds of dried high-grade marijuana buds locked in large safes inside the residence of one of Douglas County's most significant proponents of medical marijuana. Another 17 pounds of marijuana was seized at a related location. The suspect, a convicted felon, headed an organization called "Medical Marijuana Fellowship" under the auspices of helping medical marijuana cardholders; in reality he was selling large quantities of marijuana for profit. Law enforcement reporting estimates 40 percent of medical marijuana growers are out of compliance<sup>32</sup>.

As of April 2008, there were 16,635 marijuana patient cardholders, a 54 percent increase in cardholders since April 2006 (10,775). The number of new and renewal applications received between April 1, 2007 and March 31, 2008 was 17,411 with 619 applications denied<sup>33</sup>. (Appendices, Table 1).

### **3. Heroin**

Heroin abuse rates have fluctuated in the HIDTA region in recent years. AMHD revealed that heroin treatment admissions dropped almost 3 percent from 2006 to 2007 (Figure 1). According to AMHD, 4,672 adults admitted to treatment facilities in the HIDTA region reported heroin as their primary drug of abuse in 2007 compared with 4,805 in 2006<sup>2</sup>.

The number of fatalities associated with heroin use has steadily decreased since 1999, but has historically remained the leading cause of drug-related deaths in the state (heroin fatalities matched methamphetamine deaths in 2005; in 2006, methamphetamine deaths surpassed heroin deaths).



However, deaths from heroin use increased 29 percent from 2006 (89) to 2007 (115), the highest number of fatalities since 2000<sup>34</sup>.

## **5. Cocaine**

Cocaine continues to be abused throughout the HIDTA region; crack cocaine is available, but the powder form is more prevalent.

Cocaine-related deaths have historically fluctuated, but remain relatively stable overall in Oregon. The Oregon State Medical Examiner Division reported the number of deaths decreased 14 percent in 2007 to 55 deaths with a five year average of 59 deaths<sup>35</sup>.

According to the federal sources<sup>36</sup> cocaine shortages occurred, at least temporarily, in several U.S. markets during 2007, likely due to disruptions in supply caused by strong interdiction efforts and major seizures of cocaine at U.S. borders. However, law enforcement surveyed in Oregon in 2008 report cocaine continues to be moderately to highly available in the state with little fluctuation in price.

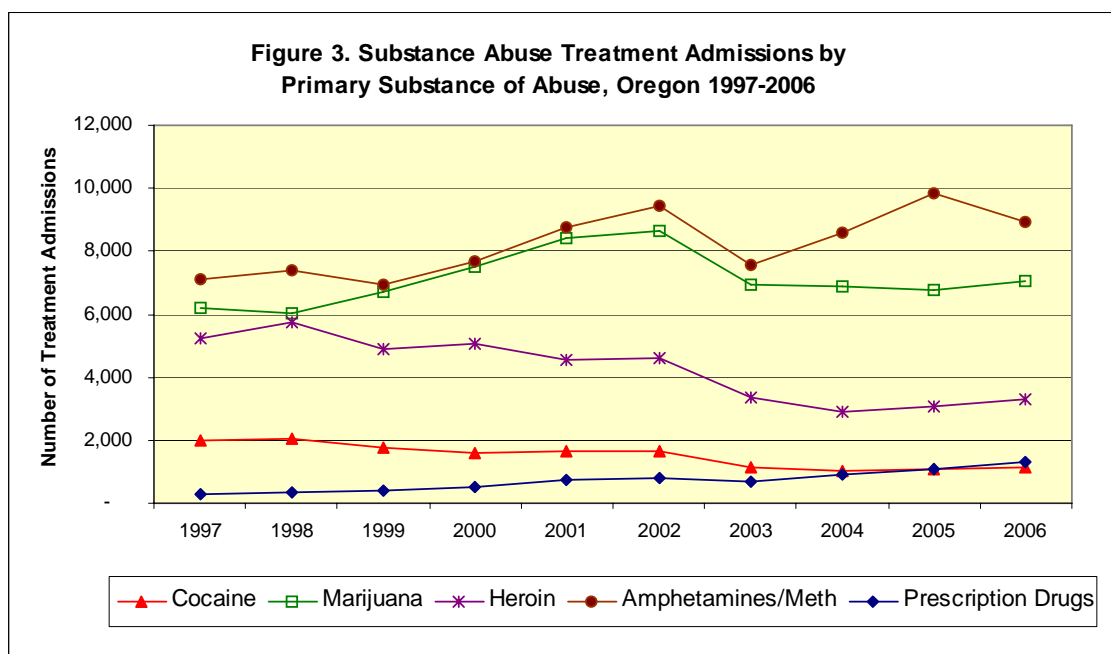
Despite continued availability, there is some evidence of a decline in abuse of the drug in Oregon. Cocaine-related treatment admissions in Oregon increased slightly from 2006 to 2007, but have declined 10 percent in the last five years. According to AMHD, 1,205 individuals admitted to treatment facilities in the HIDTA region in 2007 reported cocaine as their primary drug of abuse, a one percent increase from 1,190 admissions in 2006<sup>37</sup> (Figure 1). Additionally, Quest Diagnostics reported the percentage of workers and job seekers who tested positive for recent cocaine use dropped 19 percent nationally in 2007, the largest single-year decline in 10 years. Positivity rates for cocaine use in the West Region (includes Oregon, Wash, Hawaii, Alaska, California) fell by nearly 13 percent between 2006 and 2007<sup>38</sup>.

Demand for cocaine may rise as education about and demonization of methamphetamine continues and cocaine is perceived as a stimulant with fewer adverse effects, particularly by younger drug users.

## **4. Pharmaceutical Abuse**

Recent data indicate prescription drug abuse is the fastest growing type of substance abuse in the United States<sup>39,40</sup>.

While still low compared to major illicit drugs, such as methamphetamine, marijuana and heroin, treatment admissions for non-prescribed use of prescription drugs (including non-prescribed tranquilizers, opiates, and sedatives) increased by 332 percent in Oregon in the last ten years (1997-2006) and by 63 percent in the last five years (2002-2006), surpassing admissions for cocaine as individuals' reported primary drug of abuse since 2005<sup>41</sup> (Figure 3).



Source: Substance Abuse and Mental Health Services Administration (SAMHSA). Treatment admissions by primary substance abuse.

Pharmaceuticals are increasingly advertised on television, are widely available for purchase on the Internet, may be liberally prescribed by physicians, and are inexpensive to consumers through insurance benefits. Internet sites advertising and selling controlled prescription drugs increased by 70 percent between 2006 (342) and 2007 (581); 84 percent of sites selling these drugs did not require a prescription<sup>42</sup>.

Young adults are particularly at risk. Oregon is fourth among states leading the country in teen abuse of prescription pain relievers<sup>43</sup>. A recent study on teen attitudes revealed the most common reasons cited for abuse of prescription pain relievers by young adults (grades 7 through 12) were widespread availability, easy access, and the perception that the drugs were legal<sup>44</sup>. Misuse of prescription drugs is often perceived by users as a safe alternative to illicit drugs. For a growing number of students and professionals, non-medical use of prescription drugs has become a socially acceptable way to alleviate stress and enhance performance. Recent studies indicate a growing number of high school and college students are using stimulants, such as ADHD (Attention Deficit Hyperactivity Disorder) drugs, to improve performance and cope with stress<sup>45</sup>.

Abuse of prescription drugs is associated with other illicit drug use, such as methamphetamine, heroin and crack cocaine<sup>46,47</sup>. According to a 2005 study by the National Center on Addiction and Substance Abuse at Columbia University, teens who abused controlled prescription drugs were twice as likely to use alcohol, five times as likely to use marijuana, 12 times more likely to use heroin and 21 times more likely to use cocaine than teens who did not abuse drugs<sup>48</sup>.

Drug overdoses comprise 95 percent of unintentional poisoning deaths in the U.S.; in recent years, prescription drug overdoses, particularly methadone, have overtaken cocaine and heroin overdoses as the leading cause of poisoning deaths<sup>49</sup>. Recent information from AMHD revealed that the number of individuals admitted to treatment facilities in Oregon for methadone obtained without a legal prescription rose nearly 270 percent from 2003 (71) to 2007 (263)<sup>50</sup>.

## 6. Designer Drugs

"Designer drugs" or "club drugs" are general terms for synthetic drugs which have become popular with teenagers and young adults who frequent nightclubs and raves and are primarily located in urban areas.

MDMA (3,4-methylenedioxymethamphetamine), GHB (gamma-butyrolactone), LSD (lysergic acid diethylamide), and ketamine (ketamine hydrochloride), are generally abused by teenagers and young adults in the HIDTA region. The drug is primarily abused at social venues such as at raves, bars, nightclubs, and private parties in urban areas and on college campuses. The abuse of MDMA continues to be a problem and is spreading throughout the state. MDMA is commonly purchased with other designer drugs at raves, such as ketamine and Foxy Methoxy. Foxy Methoxy is sometimes offered with MDMA, LSD, and psilocybin (hallucinogenic mushrooms) and may be combined with other core drugs (cocaine, heroin, marijuana, and methamphetamine).

## 7. Other Drugs

Psilocybin, the psychoactive ingredient found in certain mushrooms, is also available and abused in the HIDTA region. Psilocybin mushrooms grow wild in Oregon and are also produced indoors for illicit use in the state. The psilocybin produced in the HIDTA region is shipped to destinations throughout the state and worldwide.

Psilocybin is abused throughout the HIDTA region. High school and college students are the most common abusers of the drug in the state. Psilocybin mushrooms are often covered with chocolate to mask their bitter flavor and disguise the mushrooms as candy. The drug is often abused at raves in the HIDTA region.

## III. PRODUCTION:

The production of illicit drugs, including methamphetamine, marijuana, GHB, LSD, and psilocybin, occur in the Oregon HIDTA region. The primary drugs produced, distributed, and exported to other states are high-quality marijuana and to a lesser extent, designer drugs and psilocybin.

The HIDTA counties contain many remote areas, including dense forests and mountainous regions, which allow criminal groups to conduct their activities with little fear of detection.

### Marijuana

Marijuana available in the HIDTA counties is either produced locally or is transported from Canada, Mexico, or other states. Locally produced marijuana is grown both indoors and outdoors in the state.

Oregon is one of seven primary cannabis cultivation and marijuana production states which consistently sustain high levels of outdoor cannabis cultivation. Oregon's temperate climate, excellent soil, and extensive remote rural and forested areas are valuable natural resources which are exploited for

growing marijuana outdoors in the HIDTA region. Due to weather patterns, cannabis is grown outdoors primarily during the spring and summer months. Cultivations in Oregon range from simple dirt gardens to large-scale irrigated gardens. These types of grow operations are controlled by Mexican DTOs as well as Caucasian independent growers; however, Mexican DTOs generally have been identified as operating larger grows.

Law enforcement officers have encountered outdoor cannabis grow sites on public lands in Oregon for many years. However, officials report that the size of outdoor cannabis cultivation sites discovered on public lands in Oregon has increased over the past several years. Previously, cannabis grows of 200 to 300 plants were considered large grows on public lands in the state; however, grows consisting of several thousand plants now are routinely discovered. Law enforcement reporting indicates that one reason for the increase is the involvement of Mexican criminal groups in these operations. In the last several years, large outdoor grows operated by Mexican drug trafficking organizations (Mexican DTOs) have become more prevalent. These groups generally recruit workers, often illegal aliens, to establish and maintain the cannabis grows. As law enforcement pressure and eradication have intensified, evidence of weapons and counter-surveillance at grow sites has become more prevalent.

Since 2000, sophisticated, large-scale outdoor marijuana grows operated by Mexican DTOs have been discovered to a greater extent. These grows were set up in remote areas of the state and produced tens of thousands of plants per year. Harvested plants were distributed both within the state and transported nationally. Until recently, local law enforcement considered such grows to be isolated incidents. In September 2006, the Jackson County Narcotics Enforcement Team (JACNET) along with nine other agencies eradicated between 30,000 to 50,000 marijuana plants from more than 20 outdoor marijuana gardens operated by Mexican DTOs in the county. The multi-agency force of about 220 officers seized five gardens, which consisted of plants ranging in height between six to eight feet. The grows appeared to be part of a multi-state growing operation controlled by one organization. The estimated street value was \$35 million to \$50 million. More recently, in August and September 2007, JACNET seized over 23,000 plants at an outdoor grow in Southern Oregon, five suspects, including a garden manager, were arrested.

HIDTA counties host a significant number of hydroponic indoor grows. These grows, which utilize hydroponic methods and offer strict environmental controls, are capable of producing high-quality marijuana that is in demand and distributed locally, nationally, and internationally.

A growing threat, previously found in California and spreading into Oregon, concerns sophisticated indoor marijuana grows located in upscale suburban neighborhoods and operated by Asian organized crime. The National Drug Intelligence Center (NDIC) reported that Asian DTOs and criminal groups are increasingly becoming involved in marijuana trafficking and have established large coordinated grow operations in the Pacific region, particularly in the northwest states like Oregon and Washington, and Northern California<sup>51</sup>. According to the Drug Enforcement Administration (DEA), Vietnamese organized crime groups have converted houses to grow B.C. Bud in British Columbia, but have recently moved operations south into the United States in order to avoid increased border enforcement<sup>52</sup>. In August 2006, the Regional Organized Crime Narcotics Task Force (ROCN) participated in the investigation of a marijuana drug trafficking organization led by a Vietnamese national operating in the Portland and Vancouver Metro area. Coordinated surveillances were placed on the subjects and five indoor grow operations were identified. On August 10, 2006, six search warrants were served, three subjects were arrested, and 2,547 marijuana plants, \$58,892 U.S. currency, and three

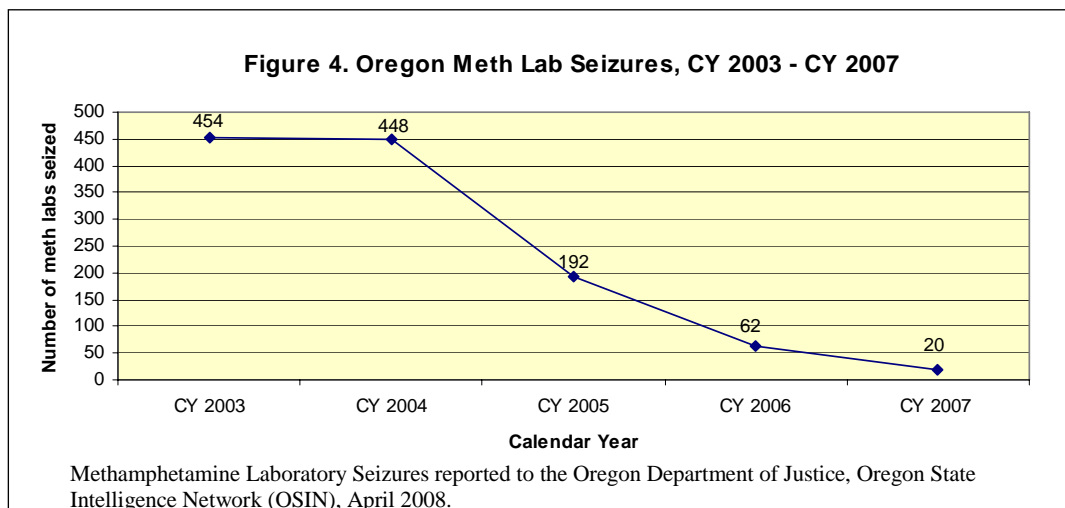
vehicles valued at \$50,000 were seized.

The number of marijuana plants seized from indoor and outdoor grow sites more than doubled in the HIDTA Region from 2006 to 2007 (Appendices, Table 2). Of the 262,013 plants seized in Oregon in 2007, 46 percent (121,399) of the plants were seized in the HIDTA counties. The plants seized during 2007 in the HIDTA region consisted of 12,239 indoor plants and 109,160 outdoor plants. The highest number of indoor plants was seized from Multnomah County (8,527), followed by Deschutes (1,155), Clackamas (1,013), Washington (682), Douglas (457), Marion (268), Jackson (120), and Umatilla (17) counties. The highest number of outdoor plants was seized from Jackson County (54,362), followed by Umatilla (29,047), Douglas (18,877), Washington (3,137), Marion (2,983), Clackamas (494), Multnomah (251), and Deschutes (9)<sup>53</sup>. The number of outdoor plants seized in the state has increased by more than 400 percent in the last four years. The rise in seizures can be primarily attributed to the emergence of large grows operated by Mexican DTOs, specialized training, and the addition of committed resources made possible by the National Marijuana Initiative which facilitated more effective investigations.

### Methamphetamine

Precursor chemical controls at the state and federal level along with sustained law enforcement pressure have contributed to a dramatic decline in reported methamphetamine lab seizures in Oregon.

Oregon legislation restricting the availability of pseudoephedrine appears to have reduced the number of methamphetamine labs reported to be operating in the state. Law enforcement authorities seized 20 methamphetamine laboratories in the state in 2007, a 96 percent decrease from the 448 seized in 2004. (Figure 4). The number of reported precursor purchases in Oregon has also declined 42 percent, dropping 87 percent from 2005 to 2007<sup>54</sup>. While calendar year 2007 data indicates a dramatic drop in reported methamphetamine labs statewide, the availability of crystal methamphetamine has not diminished as Mexican traffickers have continued importation of finished product from labs outside the state and from Mexico. This trend is consistent with information from the NDIC which reported increased restrictions on cold medicines in many states have contributed to reductions in domestic methamphetamine production but that declines were offset by increasing production levels at super labs in Mexico<sup>55</sup>.



Law enforcement in some Oregon regions reported decreased availability and purity of methamphetamine in their jurisdictions and a simultaneous rise in meth prices during 2007<sup>56</sup>. Some reports suggest price increases may be the result of local and international setbacks against traffickers. In July 2007, federal agents in Mexico dismantled a huge smuggling ring, arresting a major pharmaceutical wholesaler for illegally importing 95 tons of pseudoephedrine from Asia into Mexico and seizing over \$205 million in currency. Factors contributing to price increases likely include greater enforcement in Mexico, continued violence among Mexican criminal groups, declining U.S. domestic methamphetamine production, and tighter import controls on precursor chemicals in the United States and Mexico<sup>57</sup>.

In October 2007, Louisiana state police seized 505 pounds of crystal meth hidden in a truck in route to South Carolina. Two weeks later, Louisiana troopers seized another 90 pounds of methamphetamine from a tractor-trailer in route to New York. Seizures of this magnitude suggest that despite significant import restrictions and seizures of significant large shipments of pseudoephedrine in Mexico, Mexican DTOs may be circumventing chemical sale and import restrictions in Mexico to sustain large-scale methamphetamine production in that country<sup>58</sup>.

Alternatively, easy access to ephedrine and pseudoephedrine in production countries, such as China and India, and lack of effective monitoring and enforcement suggest Asian organized crime may emerge as significant players in the methamphetamine production and distribution market. According to the DEA, "mega" labs capable of producing 500 kilograms of crystal meth a week have been seized in Mainland China, Malaysia and the Philippines and present an increasing threat<sup>59</sup>. The combination of tighter controls in Mexico and increased production in Asia may result in a shift over the next few years in the state from predominately Mexican DTO methamphetamine distribution to Asian Organized Crime influence from Canada.

Although local production has dropped dramatically in recent years, small quantities of methamphetamine are still produced in urban areas and on public lands within the HIDTA counties. Criminal organizations and independent producers have exploited remote areas for methamphetamine production in the past. A recent discovery of an "old-school" (P2P) methamphetamine lab in the coast range of Lane County suggests some meth cooks may be reverting to old techniques based on ingredients which are more readily available<sup>60</sup>. Additional evidence of this on an expanded scale is the seizure of P2P sludge from a shipment of methamphetamine being transported by a Mexican DTO from Central California through Oregon. Crime lab analysis determined that the sludge tested positive for P2P<sup>61</sup>.

Most methamphetamine produced in the state is consumed locally. Locally-produced methamphetamine is manufactured in small-scale laboratories. One half of the methamphetamine laboratories seized in Oregon are found in the HIDTA region with the largest number of labs seized in Umatilla County, followed by Multnomah, Clackamas, and Washington counties. Deschutes, Douglas, Jackson and Marion counties reported no seizures in 2007<sup>62</sup>. (Appendices, Table 3).

The majority of the available methamphetamine is transported to the state from California, Mexico, or the southwest states in the form of crystal meth or "ice." Large-scale production of methamphetamine has continued to increase in Canada as Outlaw Motorcycle Gangs and Asian DTOs expand their control over methamphetamine operations<sup>63</sup>. Canadian pseudoephedrine and ephedrine continues to be intercepted by U.S. and Canadian officials at the border, although cross-border smuggling of ephedrine from Canada to the United States has greatly diminished in recent years<sup>64</sup>.

Reporting by Canadian authorities indicates that smuggling of pseudoephedrine from eastern British Columbia to the United States is controlled by OMGs, but reported that the involvement of Asian organized crime in methamphetamine production and trafficking continues to rise.

## **Designer Drugs**

Designer drugs, including MDMA, GHB, ketamine, LSD are obtained from a variety of sources. MDMA available in the HIDTA counties is transported from Europe, including Belgium and the Netherlands, as well as from Canada. MDMA is not currently produced in Oregon; however, clandestine laboratories have been found elsewhere in the United States, including California, and may indicate a possible trend to produce this drug domestically. Ketamine is primarily transported from Mexico to the state. GHB, LSD, and PCP (phencyclidine) are generally transported from California to the state, but GHB and LSD have been produced locally as laboratories have been seized in HIDTA counties.

## **Psilocybin**

Psilocybin is also available and abused in the HIDTA region. Psilocybin grows wild in cow pastures in the state and is also cultivated indoors. These indoor psilocybin grow sites are located in the southern areas of the HIDTA region, primarily in Jackson County. The psilocybin cultivated in the state is consumed locally and is also shipped to other parts of the state and worldwide.

## **IV. TRANSPORTATION:**

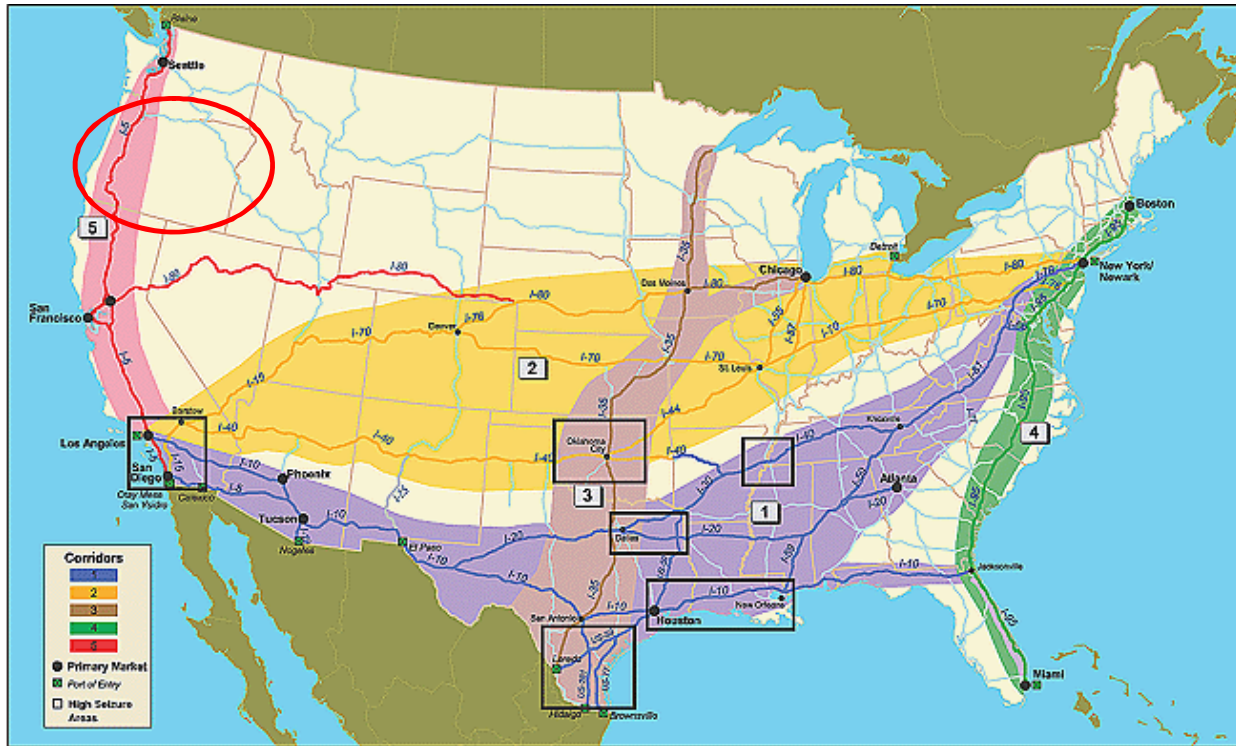
### **Primary Corridors (National Drug Intelligence Center)**

Cocaine, heroin, marijuana, methamphetamine, and other dangerous drugs (ODDs) including MDMA, as well as illicit drug proceeds, are transported through each of the corridors to varying degrees. With few exceptions, drugs generally flow north from the Southwest Border and the southeastern United States, while illicit drug currency flows in the reverse direction. Cocaine and marijuana shipments range from small shipments transported in private vehicles to multi-thousand-kilogram shipments transported in tractor-trailers. Heroin and methamphetamine shipments are smaller, ranging from less than a kilogram to multiple kilograms and are typically transported via private vehicles. Shipments of ODDs range from dozens to thousands of dosage units and are also transported chiefly via private vehicles. Currency shipments range from nominal amounts to several million dollars. Both private and commercial vehicles are used to transport currency.

### **Corridor 5**

A West Coast corridor in which I-5 is the primary route, Corridor 5 extends from the California-Mexico border to the Washington-Canada border. Similar to I-95, drugs are transported in both directions on I-5, but primarily south to north. Interstate 5 intersects with I-8, I-10, and I-80. Significant quantities of drugs are transported north on I-5 from Mexico and California to market areas in the Northwest and in Canada, while marijuana and, to a lesser extent, MDMA are transported south on I-5

from Canada and the Northwest. Primary market areas served by this corridor are San Diego, Los Angeles, San Francisco, and Seattle.



Oregon's geographical position offers a direct route between Canada and Mexico via Interstate 5, which traverses the majority of the HIDTA region. Highways 97 and 395, which are located in the eastern section of the state, also provide alternative north/south routes through the state. A series of east/west roadways, such as Interstate 84 and Highways 26 and 20, connect these major north/south routes providing additional opportunities for drug transportation into and through the state. Oregon's commercial airports, including the Portland International Airport, numerous private airfields and seaports, including the Port of Portland, are also easily exploitable by drug traffickers.

## 1. Airways

Air smuggling of illicit drugs is a threat to the Oregon HIDTA region and may be an even greater threat than law enforcement is aware. Very little enforcement and interdiction efforts take place due to limited law enforcement resources; however, with more than 400 airports, heliports, and other landing areas in Oregon, the air threat to the HIDTA counties is considerable. The Portland International Airport (PDX), located in Multnomah County, is the largest commercial airport in Oregon and, in 2007, served 14.6 million passengers and transported approximately 14.4 million tons of goods. PDX is a hub for passenger transportation but is also a transshipment point for narcotics smuggling, both domestically and internationally. For example, in 2005, the Portland Interdiction Team (PIT) responded to a tip at PDX regarding a female passenger who was smuggling heroin from Mexico on a Mexican Airline flight. The female was found to be body-packing 307 grams of heroin and was federally indicted.



The second largest airport in Oregon is the Roberts Field Airport, located in Redmond, just north of the City of Bend in Central Oregon. The airport is situated near popular tourist destinations and offers 46 passenger flights a day to and from Portland, Eugene, San Francisco, Salt Lake City, Los Angeles, Las Vegas, and Seattle, with connecting flights through Eugene. In addition, the airport also serves private, military and commercial cargo flights.

## 2. Land/Highways

The smuggling of illicit drugs by land is the preferred trafficking method in Oregon. The Oregon HIDTA contains a network of interstates, highways, secondary roads, and railroads which are exploited by drug traffickers to transport illicit drugs. These routes provide easy access to major population centers, medium-size cities, and smaller communities in the state. Drug traffickers use the well-developed highway infrastructure in the HIDTA counties to transport drugs by private and commercial vehicle, including personal vehicles, commercial trucks, buses, and trains, into and through Oregon from and to, other drug markets. Mexican criminal groups are the primary drug traffickers who utilize the state's highway system to transport and distribute large wholesale quantities of illicit drugs. These groups predominantly use Interstate 5 as their main trafficking route; however, they also use other highways, such as Highway 97, as alternative smuggling routes.

*Interstate 5 (I-5)* traverses *Marion, Douglas, Jackson, Clackamas, Washington, and Multnomah* counties. This is the major transportation route for traffickers in Oregon as the I-5 highway corridor extends from Vancouver, British Columbia, through Washington, Oregon and California and continues all the way to Tijuana, Mexico. In 2003, the NDIC identified Interstate-5 as one of five major narcotics trafficking corridors in the United States. The fact that most of Oregon's major cities are located along the I-5 corridor provides a market incentive and a wealth of opportunities for smuggling illegal drugs into, and out of, the state.

*Highway 97* runs north and south through *Deschutes* County, and is considered by law enforcement to be a widely used route for trafficking organizations. This route provides direct access to California, Central Washington and the Yakima Valley area, and Canada through Washington.

*Highway 20* extends from the Oregon Coast through Central Oregon and into Idaho. From I-5, this highway cuts east through *Deschutes* County and is an excellent alternative route to the more commonly patrolled *Interstate 84* for traffickers bound for Idaho and eastern Washington.

Drugs also are transported into and through Oregon by rail. There are 21 freight railroads operating over 2,400 miles of rail with a total estimated annual carrying capacity of 73.9 million tons. In addition to rail freight, passenger trains also travel through Oregon on a daily basis with travelers coming from as far north as Canada, as far south as Los Angeles, and as far east as Chicago and New York. In February 2007, PIT seized 365 pounds of marijuana mixed in with grain on board a rail freight car which arrived in Portland from Mexico. On another occasion, the team seized 40 pounds of marijuana from a suspect preparing to board an Amtrak train in Portland, Oregon and scheduled to travel to Minneapolis, Minnesota.

### **3. Sea/Ports of Entry**

Illicit drugs are also smuggled into Oregon using maritime conveyances. Intelligence regarding the use of maritime vessels to transport drugs into Oregon is limited, and the threat posed by maritime smuggling is undoubtedly larger than law enforcement is aware. The Oregon Coast covers 296 miles of the United States border running between the states of California and Washington. In addition to the Oregon Coast, the state is also comprised of 2,383 square miles of rivers, lakes, and estuaries.

The smuggling and transport of illicit drugs via commercial and private maritime conveyances is a significant threat to Oregon due to the high volume of cargo transiting the state's seaports. The Columbia River, a major shipping lane, has 23 ports and flows for approximately 260 miles along the border between Oregon and Washington. The Port of Portland, the largest seaport in the state, is located in the HIDTA county of Multnomah on the Willamette River, 109 miles from the Pacific Ocean. The port ranks eighth in the United States in total tonnage, with nearly 14.4 million short tons of cargo being processed through the port's marine terminals in 2007. In addition, the port is the second largest wheat-exporting center, the fifteenth largest container port, and the third largest auto-volume port in the world.

### **4. Other**

Package delivery services also provide an additional method for drug traffickers to smuggle illicit drugs into Oregon. Criminal groups have transported illicit drugs, including methamphetamine, cocaine, MDMA, and psilocybin into the Oregon HIDTA counties using these services.

Marijuana, methamphetamine, heroin, cocaine, and designer drugs, as well as illicit drug proceeds, are transported into the state by a variety of methods.

#### **Marijuana**

Traffickers use a variety of routes and methods to transport marijuana into Oregon. Locally produced marijuana is transported throughout the state via the state's highway system in private and commercial vehicles. BC Bud normally originates in British Columbia and is smuggled across the U.S.-Canada border via Canada Route 99-U.S. Interstate 5 in commercial trucks, private vehicles, buses, boats, or aircraft or on foot - often hidden in backpacks or duffel bags. BC Bud sometimes is transported to Washington, Oregon, or California and exchanged for cocaine, which is then transported north into Canada for distribution. Mexican marijuana is transported from southwestern states and southern California to Oregon primarily via Interstate 5 or Highway 101 in private and commercial vehicles.

#### **Methamphetamine**

Methamphetamine not manufactured locally is typically shipped from Mexico via California or produced in California and the Southwest states. Transportation of the drug into the Oregon HIDTA counties occurs via private and commercial vehicle, bus, train, or package delivery services. Methamphetamine is also smuggled from other areas, but to a lesser extent. According to law enforcement in Bend, DTOs based in central Washington and southwest Idaho also supply methamphetamine in their jurisdictions.

## **Heroin**

Mexican DTOs dominate the transportation of Mexican black tar heroin and Mexican brown powdered heroin into and throughout Oregon. Mexican local independent dealers also transport Mexican black tar heroin and Mexican brown powdered heroin into the state, but to a lesser extent. These groups and independent dealers transport the drug to the state from Mexico, California, and southwestern states primarily via private and commercial vehicles, typically using Interstate 5 or U.S. Highways 101 or 97.

Mexican DTOs and independent dealers also transport Mexican black tar heroin to Oregon by private and commercial vehicles, buses, mail services, trains, and commercial aircraft. These groups and independent dealers often obtain heroin from relatives in California and Mexico who are part of their criminal group. Some Mexican DTOs and independent dealers transport heroin into Oregon via Interstate 82 from the Tri-Cities area (Kennewick, Pasco, and Richland) of Washington, but this route is used to a lesser extent than other drug transportation routes. Mexican DTOs also transport heroin from California through Oregon to Washington and Idaho.

## **Cocaine**

Mexican DTOs dominate the transportation of powdered cocaine into and throughout the Oregon HIDTA region. These groups transport the drug from Mexico, California, and southwestern states to Oregon. Most cocaine available in the HIDTA region is transported overland from Mexico, California, and southwestern states by private and commercial vehicles via Interstates 5 and 84 and U.S. Highways 20, 97, and 101. DTOs also transport cocaine to HIDTA counties using couriers on commercial airlines and trains, maritime shipments, and commercial package delivery services. Transportation methods are often varied to counteract interdiction efforts by changing routes, renting different vehicles, and hiring a variety of people to serve as couriers. African-American DTO's, Mexican DTO's, and street gangs transport crack cocaine into and through the HIDTA region. Crack cocaine which is not converted from powdered cocaine at or near distribution points in Oregon is often transported from California.

## **Designer Drugs**

MDMA is transported into the HIDTA region from Canada, Europe, and other areas of the United States. The drug is generally transported by courier via commercial airlines; however, private planes, freight shipments, and package delivery services are also used to smuggle the drug. Other designer drugs are produced in Oregon or are transported from other areas. Ketamine is generally transported from Mexico by Mexican DTOs, while GHB and LSD are produced in the state or domestically and transported to the HIDTA region.

## **V. DISTRIBUTION:**

### **Open-air drug markets**

Open-air drug markets do exist in the Oregon HIDTA region. In Portland, open-air drug markets exist in the Pioneer Square section of downtown and along the MAX light-rail line from Pioneer Square to the Burnside Bridge. Methamphetamine, marijuana, cocaine, and heroin are readily available in these

areas. In Marion County, three open-air markets exist: Marion Square Park, the Transit Mall area, and downtown Woodburn. Cocaine, heroin, marijuana, and methamphetamine can be readily obtained in Marion Square Park and downtown Woodburn. Marijuana, methamphetamine, and small amounts of club drugs are available at the Transit Mall.

## **1. Methamphetamine**

Methamphetamine is readily available in the HIDTA region, often in pound and multi-pound quantities. There are three types of methamphetamine available in the HIDTA counties. These are: (1) Mexican, or crystal, methamphetamine, produced in Mexico, California, or the southwest states by Mexican DTOs and transported to Oregon; (2) Locally-produced methamphetamine which is manufactured by Caucasian producers in the state; or (3) Methamphetamine produced in Canada by Caucasian DTOs or Outlaw Motorcycle Gangs and transported to Oregon. Mexican methamphetamine is more prevalent in the HIDTA counties and crystal meth is now the primary form of methamphetamine being seized throughout the state. However, production by Caucasian violators, although apparently decreasing, continues to be a problem.

Methamphetamine prices vary throughout the HIDTA region depending on type and quantity sold. Prices also depend largely on the ethnicity of the seller and buyer. Non-Hispanic buyers are often charged a higher price for Mexican methamphetamine than Hispanic buyers.

Methamphetamine trafficking is increasingly being dominated by Mexican DTOs, the primary wholesale transporters and distributors of Mexican methamphetamine in the HIDTA region. Other DTOs also transport and distribute wholesale quantities of methamphetamine, but to a lesser extent. Caucasian and Hispanic independent dealers, OMGs, street gangs, and prison gangs are the primary retail level distributors of methamphetamine in the HIDTA counties.

## **2. Marijuana**

Marijuana is readily available in wholesale quantities in the state. Locally-grown, BC Bud, and Mexico-produced marijuana are the varieties available in the HIDTA region. Users report BC Bud and locally-grown marijuana, including bud produced locally by Mexican DTOs, have a better texture and taste and a higher THC content than marijuana grown in Mexico. In Oregon, locally-grown marijuana and BC Bud are considered to be of equal quality and are more abused than Mexico-produced varieties. In some areas of the state, BC Bud is available in 30 to 50 pound quantities.

Marijuana prices vary throughout the HIDTA region depending on type and quantity sold. Marijuana with higher THC content and locally-grown product is considerably more expensive than Mexico-produced marijuana.

Caucasian local independent dealers are the primary distributors of wholesale amounts of marijuana produced in Oregon. Asian and Caucasian DTOs are the primary wholesale distributors of marijuana produced in Canada; however, other criminal organizations also distribute wholesale quantities of this type of marijuana, but to a lesser extent. Mexican DTOs are the primary wholesale distributors of Mexico-produced marijuana. Nearly all criminal groups in Oregon sell marijuana at the retail level.

### **3. Heroin**

Heroin, primarily Mexican black tar, is readily available in the HIDTA region. Mexican brown powdered and Southeast Asian are also available, but to a lesser extent. Law enforcement reports that wholesale quantities of Mexican black tar are available in the more populated Portland Metro region, while ounce quantities are available in less populated areas, such as Deschutes and Jackson counties. In June 2006, investigators from ROCN joined forces with other area law enforcement to investigate an individual suspected of involvement in trafficking large amounts of drugs in the Portland Metro area. The subject had been a fugitive for five years on a previous federal drug charge and gave consent to search his vehicle and residence. Investigators seized 6.3 pounds of heroin, 7.5 pounds of methamphetamine, 4.4 pounds of cocaine, two vehicles, a firearm, and \$176,000 in U.S. currency. The drugs seized had a value of over six million dollars.

Heroin prices vary throughout the HIDTA region. Law enforcement authorities report that the price for black tar heroin varies depending upon the ethnicity of the buyer. Hispanic dealers often sell heroin at a lower price to Hispanic buyers than non-Hispanic buyers.

Mexican DTOs are the primary wholesale distributors of Mexican black tar heroin and Mexican brown powdered heroin in Oregon. It is common to encounter Mexican polydrug organizations with ties to Michoacan, Mexico. Hispanic and Caucasian independent dealers are the primary retail level distributors of Mexican black tar heroin and Mexican brown powdered heroin in Oregon. Street gangs, primarily Hispanic street gangs, and OMGs also distribute Mexican black tar heroin at the retail level in the state, but to a lesser extent.

### **4. Cocaine**

Cocaine, both powdered and crack, is available in the HIDTA counties; however, powdered cocaine continues to be the most readily available. Law enforcement agencies in the Willamette Valley and Portland metropolitan area report that the availability of powdered cocaine is increasing. Crack cocaine continues to be available, primarily in urban areas of the HIDTA region. Law enforcement agencies in Medford report that crack cocaine is being seen more frequently than it had been in the past.

Mexican DTOs are the predominant wholesale distributors of powdered cocaine in Oregon. Mexican DTOs, street gangs, prison gangs, and Hispanic and Caucasian local independent dealers are the primary distributors of powdered cocaine at the retail level in Oregon. OMGs also distribute powdered cocaine at the retail level in the state, but to a lesser degree. Although crack cocaine generally is not sold at the wholesale level in Oregon, the drug is commonly distributed at the retail level by street gangs, African-American and Mexican DTOs, and OMGs.

### **5. Pharmaceutical Diversion**

Pharmaceuticals are diverted in a variety of ways in the HIDTA region, including pharmacy diversion, patient deception or manipulation of doctors, drug thefts, Internet purchases, and improper prescribing practices by physicians. Pharmacy diversion occurs when pharmacy employees steal products from the shelves or through prescription forgeries. Pharmaceuticals can also be diverted through "doctor shopping," a scheme in which individuals visit numerous physicians to obtain drugs in

excess of what should legitimately be prescribed. Drug thefts occur at retail pharmacies, nursing homes, medical clinics, pharmaceutical manufacturers and distributors, and prisons. Prescription drugs also have been seized from package delivery services. Additionally, law enforcement has encountered pharmaceuticals purchased via the Internet without a doctor's prescription. Law enforcement also indicates that robberies and burglaries of pharmacies targeted oxycodone products in the HIDTA region. Thieves may abuse the drugs themselves or distribute them to other individuals, including friends and family members.

The diversion of pseudoephedrine products has been a major contributor to the local production of methamphetamine. In 2005, the Oregon legislature passed HB 2485 and SB 907, making Oregon the first U.S. state to require a doctor's prescription to purchase cold and allergy medications containing pseudoephedrine, ephedrine, or phenylpropanolamine. It appears, based on an 87 percent reported decline in other precursor purchases in Oregon since 2005<sup>65</sup> and a significant reduction in lab seizures, that local production of methamphetamine has significantly declined. However, the local availability of methamphetamine has not decreased.

Pharmaceuticals diverted in the Oregon HIDTA region:

Oxycodone (Percocet, Percodan, OxyContin)  
Hydrocodone (Vicodin, Lortab, Lorcet, Anexsia)  
Hydromorphone (Dilaudid)  
Codeine (acetaminophen with codeine)  
Dextroamphetamine (Dexedrine)  
Dextromethorphan (DXM, Coricidin HBP)  
Morphine  
Methadone  
Methylphenidate (Ritalin)  
Benzodiazepines (Valium, Xanax, Klonopin, Ativan)  
Barbiturates (Seconal, Nembutal)  
Sildenafil (Viagra)  
Carisoprodol (Soma)  
Steroids

## 6. Designer Drugs

Designer drugs, including MDMA, GHB, ketamine, PCP and LSD, are readily available in varying quantities in the HIDTA region. The combination of consistent low prices and an increase in the number and quantity of shipments interdicted by law enforcement officers indicates an increase in the overall threat concerning these drugs. In 2006, investigators with ROCN worked with ICE and Canadian law enforcement for six months to investigate a DTO operating out of Canada with a distribution network extending to the east and west coasts in the United States and an interest in distributing ecstasy (MDMA) in the Portland, Oregon area in exchange for cocaine to sell in Canada. The investigation resulted in the indictment of four people on federal distribution charges, and the seizure of 6.6 pounds of MDMA powder, 5,000 ecstasy pills, and two vehicles.

Distributors of designer drugs primarily use established associations centered on social venues, such as raves, nightclubs, or private parties to distribute drugs at the retail level.

## 7. Other Drugs

Psilocybin is widely available in Oregon. Tightly-knit distribution groups and individual entrepreneurs distribute most of the psilocybin in Oregon. Psilocybin mushrooms are also cultivated in the state. The popularity of Oregon-grown psilocybin and the high asking price it commands has encouraged commercial cultivation. Distributors in Oregon also have been known to sell psilocybin to many individuals across the country.

## **VI. ILLICIT FINANCE:**

All drug trafficking organizations in Oregon engage in money laundering based upon the size and scope of the organization. With every investigation, task force investigators evaluate the potential for the seizure of assets obtained as a result of the drug trafficking enterprise.

As in other states, investigators find that local DTOs launder money and utilize the proceeds to acquire goods and property. Investigators also find that Mexican DTOs utilize many methods of transferring money to Mexico. The most prevalent method involves transport of cash in vehicles, often in hidden compartments. Other methods commonly used are structured money transfers through money remitter services or banks.

Drug trafficking is unquestionably centered on monetary gain. The IRS and some of the HIDTA initiatives have active investigations into money laundering activities involving Mexican DTOs.

## **VII. OUTLOOK:**

Methamphetamine will remain the most significant drug threat in the HIDTA counties due to sustained availability and the societal impact of associated criminal activity; however, use of the drug will continue to decrease. Methamphetamine-related crimes such as identity theft, property and violent crimes will continue to follow the trend of abuse.

Local manufacturing of methamphetamine will stabilize while crystal meth will continue to be imported across U.S. borders from large-scale laboratories in Mexico. However, precursor controls at the local, national and international level will continue to cause pressure on the manufacture of methamphetamine, forcing producers to find new routes and sources to maintain production levels. These factors along with increased production of ephedrine and pseudoephedrine in Asia likely will encourage Asian crime elements to become increasingly involved in methamphetamine distribution within Oregon's borders.

Cocaine distribution will rise in response to greater demand for cocaine and as methamphetamine is increasingly perceived as a stimulant with serious adverse effects.

Prescription drug abuse and trafficking will continue to rise provided that these drugs remain widely available, easily accessible and are perceived as a safe, "legal" alternative to illicit drugs.

Outdoor production of marijuana controlled by Mexican DTOs will continue to expand within the HIDTA counties as well as the rest of the state. The flow of marijuana from Canada will continue due to strong demand, a variety of transportation options and high profits with relatively low risk.

Medical marijuana caregiver status will encourage larger indoor marijuana grow operations and continue to impede law enforcement efforts to investigate illegal marijuana operations. The potential for violence will rise as medical marijuana growers arm themselves against thieves to protect their gardens. Lax marijuana laws will encourage Asian Organized Crime to expand indoor hydroponic growing operations, particularly in urban areas of HIDTA counties.

Drug cartel wars may cause sporadic, spot disruption in drug supplies from Mexico. Interdiction efforts by law enforcement may impact the previous free movement of drugs and proceeds through the state by distributors.

Oregon HIDTA law enforcement investigators have identified one-hundred and forty (140) drug trafficking organizations (DTOs) and four money laundering organizations operating in Oregon during 2007. These organizations range from five members to hundreds of members. They are, or were in some cases, manufacturing and/or distributing drugs within the state of Oregon as well as to other states.

<b>Organization Type</b>	
Drug Trafficking	140
Money Laundering	4

<b>Operational Scope</b>			
International	37	{ Dismantled	10
		{ Disrupted	5
Local	33	{ Dismantled	4
		{ Disrupted	8
Multi-State	74	{ Dismantled	9
		{ Disrupted	24

<b>DTO Characteristics</b>	
African-American	3
Asian	3
Canadian	3
Caucasian	34
Caucasian American	11
Mexican	53
OMG	3
Russian	1
Vietnamese	10
Hispanic	31
Mexican American	2
Native American	1
Ukranian	1
Honduran	1
Iranian	1
Cuban	1
Guatamalan	1
Multi-Ethnic	1
Unknown	4

## VIII. METHODOLOGY:

The Oregon HIDTA supplemental threat assessment was developed through consideration of information from a variety of sources. Quantitative information was collected and reviewed on seizures, arrests, corrections data, employer drug testing, drug-related deaths, admissions to treatment facilities, and from law enforcement surveys, national surveys of self-reported drug use among various age groups, and from accepted sources of drug price and purity. Qualitative data, such as trends in abuse, production and cultivation levels, the presence and level of involvement of organized criminal groups in trafficking and distribution, and related criminal activity were also considered.

Information regarding the drug threat in the Oregon HIDTA region was corroborated with data gathered by the National Drug Intelligence Center for the annual Oregon Market Area Analysis report through recurring verbal and written communication. NDIC also reviewed the draft version of the 2008 Oregon HIDTA supplemental threat assessment for consistency of information with data presented in the 2008 Oregon Market Area Analysis report.



One of Oregon HIDTA's strong points is the analysis and collation of information in a centralized database within the Investigative Support Center (ISC) which is obtained through case support. This centralized database allows the ability to keep statistics, assist and support investigations, identify patterns and trends as a result of support of local, multi-state, and in some instances, international cases.

## **COUNTER-DRUG STRATEGY**

### **IX. INTRODUCTION**

The Oregon High Intensity Drug Trafficking Area (HIDTA) Program Counter-Drug Strategy details, and is the Executive Board's plan to reduce the identified drug threat in the Oregon HIDTA counties. The Counter Drug Strategy is linked to the drug threat and initiatives through a clear delineation of the relationship between the problems posed by the threat, the actions to be taken by the participating agencies and the anticipated impact on the region. HIDTA funds will be expended in a manner to maximize the leveraging of federal, state, and local agency contributions that are committed to the HIDTA mission.

The Oregon HIDTA Program Counter-Drug Strategy describes how the Executive Board maintains oversight and direction of the HIDTA, the HIDTA intelligence subsystem, and the plan for area law enforcement agencies to coordinate and combine drug-control efforts. The strategy embodies the spirit of the HIDTA Program, clearly demonstrating how federal, state, and local agencies have combined drug control efforts to reduce drug trafficking, eliminate unnecessary duplication of effort, maximize resources, and improve intelligence and information sharing. The Oregon HIDTA Program Counter-Drug Strategy identifies its expected overall accomplishments in the region to support the design of the strategy and to provide the ability to measure the strategy's success at the end of the year. The Oregon HIDTA Program Counter-Drug Strategy also contains the anticipated developmental standards attainment and addresses the performance targets set by the Performance Measurement Program (PMP).

The collocated and commingled drug and gang task forces and initiatives are built to implement the Oregon HIDTA Program Counter-Drug Strategy and are comprised of full-time, multi-agency participants. If the HIDTA incorporates an existing task force, intelligence or support operation, or other program into the HIDTA's Counter-Drug Strategy, then the value added by such a group to the HIDTA is evident. Additionally, if the existing group is an investigative support element then the amount of HIDTA funds allocated by the Executive Board must be determined based on specific measurable support provided to the HIDTA.

HIDTAs nationally have adopted two specific goals to be achieved in meeting the drug challenge. The Oregon HIDTA Program Counter-Drug Strategy is developed to meet local drug threats according to its individual needs, in conjunction with the national objectives.

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

**GOAL 2:** Improve the efficiency and effectiveness of HIDTA initiatives.

The Oregon HIDTA Program Counter-Drug Strategy contains the performance targets that should be realized after it is implemented. The HIDTA Goals represent clear targets for the Oregon initiatives. They also provide the foundation upon which performance planning and outcome measurements are based. As the Oregon HIDTA initiatives develop budget submissions, each initiative must present programmatic and fiscal requests that are based on the Threat Assessment; must articulate how the initiative's funding request directly addresses the threat; set realistic performance measures, and each initiative must eventually provide specific information on how the funding has allowed the Oregon HIDTA Program to meet its desired outcomes. The Oregon HIDTA initiatives are developed within clear national guidelines governing all HIDTA activities and expenditures.

The Oregon HIDTA Program consists of eight designated counties which are governed by an Executive Board comprised of 16 voting members and three ex-officio, non-voting members who represent the participating agencies. The Oregon HIDTA Program Executive Board, through subcommittees as needed, oversees and coordinates the integration and synchronization of efforts, to reduce drug trafficking, eliminate unnecessary duplication of equipment or effort, and systematically improve the sharing of drug intelligence and targeting information. The Executive Board reviews all initiative requests for approval and submission to the Office of National Drug Control Policy (ONDCP). The Oregon HIDTA Program director's office supports the Executive Board and provides guidance in initiative/budget requests.

During FY 2009 the director's office will conduct on-site fiscal and programmatic reviews of each initiative to evaluate their effectiveness and progress. These review findings will be reported, in written form, and discussed formally with the Executive Board during scheduled meetings throughout the year.

The Executive Board is involved in all aspects of the intelligence, enforcement, prosecution and support activities. The Executive Board provides a forum to share important trends in drug trafficking, gathers information on which drugs are being distributed throughout the region, and identifies drug trafficking organizations. The Executive Board also addresses important administrative issues in its oversight capacity. The Executive Board has established a Finance Subcommittee that supports the Oregon HIDTA Program initiatives and its participating agencies on a wide variety of program and budget issues. The success is measured by results, and each initiative is fully accountable for its success or failure in meeting its objectives.

## **X. VISION AND MISSION STATEMENTS**

The overall HIDTA Mission is embodied by the National Program Mission Statement:

### **The National HIDTA Mission Statement**

The mission of the HIDTA Program is to disrupt the market for illegal drugs in the United States by assisting federal, state, and local law enforcement entities participating in the HIDTA program to dismantle and disrupt drug trafficking organizations, with particular emphasis on drug trafficking regions that have harmful effects on other parts of the United States.

In conjunction with the national program goals, the Oregon HIDTA Program operates under the following mission:

### **Oregon HIDTA Program Mission Statement**

The **primary** mission of the Oregon HIDTA Program is to reduce drug availability by creating intelligence-driven, multi-agency, drug task forces aimed at eliminating or reducing domestic drug trafficking and its harmful consequences by enhancing and helping to coordinate drug trafficking control efforts among federal, state and local law enforcement agencies.

The **secondary** mission of the Oregon HIDTA Program is to reduce drug availability by creating intelligence-driven, multi-agency, drug task forces aimed at reducing the local manufacturing and trafficking of methamphetamine and marijuana and by reducing the supply of illegal drugs brought into Oregon from other states and foreign countries.

The Oregon HIDTA Executive Board developed the following vision statement that clearly reflects what outcomes the Oregon HIDTA Program strives to achieve:

### **Vision Statement of the Oregon HIDTA Program**

The Oregon HIDTA Program will:

1. Endeavor to significantly improve the collection of drug intelligence, information sharing, and investigative collaboration and coordination between federal, state, and local law enforcement agencies in Oregon.
2. Endeavor to significantly increase federal, state, and local participation in the Intelligence and Investigative Support Center (ISC), and utilization of the Oregon State Intelligence Network (OSIN) systems as well as all other federal, state, and local electronic information sharing systems.
3. Evaluate the efficiency and effectiveness of all initiatives based upon the PMP and re-align allocated HIDTA funding to best target and impact the drug threat in Oregon
4. Pursue increased funding from ONDCP to complete the elements of a comprehensive Oregon counter-drug strategy.

## **XI. CONCEPT OF STRATEGY**

HIDTA funds will be allocated to those initiatives that demonstrate that they are truly full-time, multi-agency, federal, state, and local partnerships successfully investigating and disrupting drug trafficking organizations that impact the drug threat in their county and Oregon. This does not preclude initiatives from doing local drug enforcement; however, HIDTA funds will need to be primarily focused on this objective and the results of their efforts will be measured through the PMP.

The Executive Board recognizes that the missions of federal, state, and local law enforcement agencies and personnel are different, and yet, need and compliment one another. The areas of responsibility they serve are different, but the citizens they serve are the same. The Oregon HIDTA Executive Board will only approve focused initiatives that bring together federal, state, and local personnel in order to leverage their talents and expertise to effectively target and disrupt mid to upper level drug traffickers and drug trafficking and money laundering organizations (DTOs & MLOs) in the state.

**An overview of the Oregon HIDTA Program Key Strategy Components can be summarized as follows:**

The primary specific strategies to achieve the Mission of the Oregon HIDTA Program, the goals of the Oregon HIDTA Strategy, and the National Drug Control Strategy are:

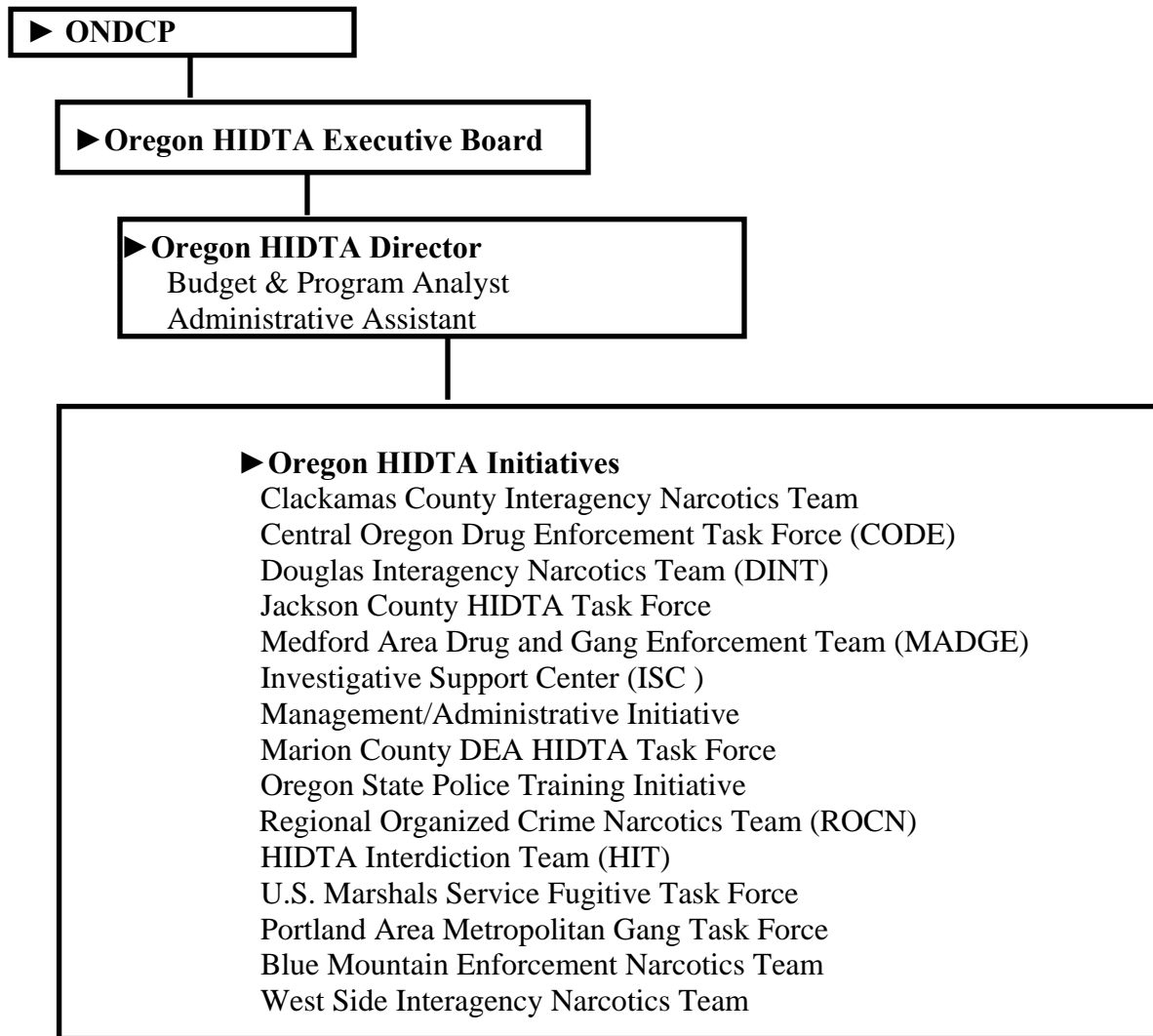
1. Identify and target the most serious and prolific DTOs and MLOs operating in the Oregon HIDTA areas.
2. Create intelligence-driven drug task forces aimed at eliminating or reducing domestic drug trafficking of methamphetamine, heroin, cocaine, and marijuana.
3. Share criminal intelligence with law enforcement agencies along the I-5 corridor between Mexico and Canada, neighboring states, and nationwide as appropriate.
4. Focus task force efforts at the identified “High-Value” drug trafficking organizations.
5. Provide an ISC that serves as a “one-stop research shop” and “coordination umbrella” that provides accurate, detailed and timely tactical and strategic drug intelligence to HIDTA initiatives, HIDTA participating agencies, and other law enforcement agencies as appropriate both locally and nationally.
6. Provide an ISC that serves as a primary investigative resource for technical support and equipment, to include state-of-the-art Title III and Pen Register equipment, Global Positioning System (GPS) tracking equipment, crime analysis equipment, surveillance equipment, undercover equipment, video enhancement services, and computer forensic services.
7. Provide an electronic officer safety warning system through the ISC Watch Center that serves to de-conflict and coordinate tactical operations and investigations occurring in close proximity to each other on a twenty-four hour basis, seven days per week.
8. Conduct field operations and investigations, which dismantle drug trafficking organizations through systematic and thorough investigations that lead to successful criminal prosecutions and forfeiture of their illicit assets.
9. Leverage federal, state, and local law enforcement efforts by coordinating efforts to reduce the production, manufacturing, distribution, transportation, and use of illegal drugs, as well as the related money laundering of drug proceeds.
10. Provide quality training to law enforcement personnel to enhance their skills at investigating, prosecuting, and preventing drug trafficking and drug abuse at all levels and promote officer safety.

## Methodology

The methodology used to prepare this Oregon HIDTA Counter Drug Strategy Report of PY 2009 was to evaluate the Oregon HIDTA Threat Assessment Supplemental Report, the National Drug Intelligence Center (NDIC) Portland, Oregon Drug Market Analysis, the NDIC Pacific Regional Drug Threat Assessment, the Oregon HIDTA Initiative's PMP statistical reports, and news reports collected during the last year.

## Oregon HIDTA Program Organizational Composition

### A. Oregon HIDTA Program Organizational Chart



## **B. Oregon HIDTA Executive Board Composition by Agency**

**The agency composition of the Oregon HIDTA Executive Board is as follows:**

- 1 Federal - Michael Shea, Assistant Special Agent in Charge  
Bureau of Immigration and Customs Enforcement (ICE)**
  - 2 Federal - Paul Schmidt, Assistant Special Agent in Charge  
Drug Enforcement Administration (DEA)**
  - 3 Federal - Alan Peters, Assistant Special Agent in Charge  
Federal Bureau of Investigations (FBI)**
  - 4 Federal - Leslie Crandall, Supervisory Special Agent  
Internal Revenue Service (IRS)**
  - 5 Federal - Karen Immergut, United States Attorney  
United States Attoreny's Office (USAO)**
  - 6 Federal - Dennis Merrill, United States Marshall  
United States Marshals Service (USMS)**
  - 7 Federal - Robert "Craig" Magill, Special Agent in Charge  
United States Bureau of Land Management (BLM)**
  - 8 Federal - David Lomax, Resident Agent in Charge  
Bureau of Alcohol, Tobacco, Firearms and Explosives (BATF)**
  - 9 Local - Larry Blanton, Deschutes County Sheriff  
Deschutes County Sheriff's Office (DCSO)**
  - 10 Local - James Ferraris, Commander, Northeast Precinct  
Portland Police Bureau (PPB)**
  - 11 Local - John Foote, District Attorney  
Clackamas County District Attorney's Office (CCDA)**
  - 12 Local - Ron Roberts, Redmond Police Chief  
Redmond Police Department (RPD)**
  - 13 Local - Craig Roberts, Claclamas County Sheriff  
Clackamas County Sheriff's Office (CCSO)**
  - 14 State - Steven Briggs, Chief Counsel  
Oregon Department of Justice (DOJ)**
  - 15 State - Steve Deptula, Lt. Colonel, Counter Drug Support Program  
Oregon National Guard (ONG)**
  - 16 State - Maureen Bedell, Captain, Criminal Division  
Oregon State Police (OSP)**
- Ex-Officio - Judy Cushing, Executive Director  
Oregon Partnership (OP)**
- Ex-Officio - Tim Hartnett, Executive Director  
Comprehensive Options for Drug Abusers, Inc. (CODA)**
- Ex-Officio - Sean Pritchard, President  
Oregon Narcotics Enforcement Association (ONEA)**

## B. List of Participating Agencies

### The number of full-time participants in the Oregon HIDTA Program are as follows:

Federal Law Enforcement:	32
State Law Enforcement:	54
Local Law Enforcement:	102
National Guard:	11
Tribal Law Enforcement	1
<b>Total:</b>	<b>200</b>

### Agencies with full-time participants in HIDTA Initiatives are as follows:

#### Federal agencies:

Bureau of Immigration and Customs Enforcement (ICE)  
Bureau of Alcohol, Tobacco, Firearms and Explosives (BATFE)  
Drug Enforcement Administration (DEA)  
Federal Bureau of Investigation (FBI)  
United States Bureau of Land Management (BLM)  
United States Marshals Service (USMS)  
Internal Revenue Service (IRS)  
United States Forest Service (USFS)

#### State agencies:

Oregon Department of Justice  
Oregon National Guard  
Oregon State Police

#### Local agencies:

Ashland Police Department  
Beaverton Police Department  
Bend Police Department  
Clackamas Community Corrections Division  
Clackamas County Sheriff's Office  
Crook County Sheriff's Office  
Deschutes County District Attorney's Office  
Deschutes County Sheriff's Office  
Douglas County District Attorney's Office  
Douglas County Sheriff's Office  
Gresham Police Department  
Hermiston Police Department  
Hillsboro Police Department  
Jackson County District Attorney's Office  
Jackson County Sheriff's Office  
Jefferson County Sheriff's Office  
Josephine County Sheriff's Office

Keizer Police Department  
Marion County Sheriff's Office  
Medford Police Department  
Milton-Freewater Police Department  
Milwaukie Police Department  
Morrow County Sheriff's Office  
Multnomah County Department of Community Justice  
Multnomah County District Attorney's Office  
Multnomah County Sheriff's Office  
Oregon City Police Department  
Pendleton Police Department  
Portland Police Bureau  
Prineville Police Department  
Redmond Police Department  
Regional Organized Crime and Narcotics Task Force  
Roseburg Police Department  
Salem Police Department  
Tigard Police Department  
Umatilla County Sheriff's Office  
Umatilla Tribal Police Department  
Vancouver, Washington Police Department  
Washington County Sheriff's Office  
Western States Information Network

Part-time only

Amtrak Police Department  
Canby Police Department  
Gladstone Police Department  
Molalla Police Department  
North Plains Police Department  
Port of Portland Police Department  
Sandy Police Department  
United States Postal Service Law Enforcement

## **XII. HIDTA GOAL 1: Dismantle and Disrupt Drug Trafficking Organizations**

The enforcement components of the Oregon HIDTA will aggressively pursue criminal drug smuggling, manufacturing, distribution, and money laundering organizations in order to disrupt and reduce the supply of illegal drugs in the state, region and country.

### **Goal 1 Performance Targets**

#### **A. Number of Drug Trafficking Organizations and Money Laundering Organizations targeted for disruption or dismantlement by scope in FY 2009:**



<b>OUTPUTS</b>	<b>DTOs &amp; MLOs TO BE DISRUPTED/DISMANTLED</b>
<b>DRUG TRAFFICKING ORGANIZATIONS</b>	
International DTOs	10
Multi-State DTOs	30
Local DTOs	32
<b>TOTAL</b>	<b>72</b>
<b>MONEY LAUNDERING ORGANIZATIONS</b>	
International MLOs	2
Multi-State MLOs	8
Local MLOs	5
<b>TOTAL</b>	<b>15</b>
<b>GRAND TOTAL</b>	<b>87</b>

**B. Return on Investment (ROI) expected for Drugs Removed from the Marketplace by Law Enforcement Initiatives:**

**Targeted Return on Investment for 2009 is \$100.00**

**Actual Return on Investment for 2007 is \$189.36**

**C. Return on Investment (ROI) expected for Assets Removed from the Marketplace by Law Enforcement Initiatives:**

**Targeted Return on Investment for 2009 is \$2.00**

**Actual Return on Investment for 2007 is \$1.07**

**D. Return on Investment (ROI) expected for Drugs and Assets Removed from the Marketplace by Law Enforcement Initiatives:**

**Targeted Return on Investment for 2009 is \$102.00**

**Actual Return on Investment for 2007 is \$191.03**

**E. Value of Clandestine Methamphetamine Labs expected to be identified and dismantled:**

**Targeted value of clandestine methamphetamine labs to be dismantled for 2009 is \$17,456**

**Actual value of clandestine methamphetamine labs dismantled for 2007 is \$11,600**

**F. HIDTA Clandestine Laboratory Activities Expected:**

<b>EXPECTED CLANDESTINE LABORATORY CASES, 2009</b>	
<b>OUTPUTS</b>	<b>EXPECTED</b>
Methamphetamine Labs Dismantled	11
Lab Dump Sites Seized	4
Chemical/Glassware/Equipment Seized	9
Children Affected	15

**Goal 1 Initiatives**

**A. Enforcement Subsystem**

During FY 2009 ONDCP will fund twelve multi-agency drug enforcement (investigative) task forces in the Oregon HIDTA Program:

- **Clackamas County**  
Clackamas County Interagency Narcotics Team (CCINT)
- **Deschutes County**  
Central Oregon Drug Enforcement Task Force (CODE)
- **Douglas County**  
Douglas Interagency Narcotics Team (DINT)
- **Jackson County**  
Jackson County HIDTA Task Force  
Medford Area Drug and Gang Enforcement Team (MADGE)
- **Marion County**  
Marion County – DEA HIDTA Task Force
- **Multnomah County**  
HIDTA Interdiction Team (HIT)  
Portland Area Gang Task Force  
Regional Organized Crime Narcotics Task Force (ROCN)  
United States Marshal’s Service HIDTA Fugitive Task Force
- **Umatilla County**  
Blue Mountain Enforcement Narcotics Team (BENT)
- **Washington County**  
Westside Interagency Narcotics Team (WIN)

All twelve of the Oregon HIDTA Program enforcement initiatives implement the strategy by concentrating the “value-added” HIDTA resources on enforcement and investigative enhancements which enable them to target the members of high-value DTOs and MLOs which results in better cases, targeted prosecutions, reduced drug trafficking, reduced drug use, reduced drug availability, improved community livability, and reduced drug-related crime and violence.

These enforcement and investigative enhancements are primarily targeted at identified drug trafficking organizations and their members by utilizing additional HIDTA funds to purchase evidence and information, analyze the meaning of that information, work additional overtime, employ new technology and obtain training to improve the effectiveness and efficiency of investigators. Every effort is made by HIDTA initiatives to leverage resources and information by enhancing collaboration between federal, state, and local law enforcement agencies.

## **B. Prosecution Subsystem**

Two of the Oregon HIDTA enforcement initiatives have a HIDTA funded prosecutor attached: Central Oregon Drug Enforcement Task force in Deschutes County and Jackson County HIDTA Task Force. These prosecutors are cross-designated to bring cases in both federal and state court.

These enhanced prosecution components provide direct case consultation for major investigations and enables the prosecution of targeted and complex drug cases including additional prosecutions of appropriate cases in federal court. This component increases the impact of enforcement and the investigative capabilities of each task force.

## **XIII. HIDTA GOAL 2: Increase the Efficiency of Law Enforcement Agencies Participating in HDTAs**

*Critical sharing of operational information and intelligence has expanded in the Oregon HIDTA region. Several programs have been initiated that will greatly enhance operational assistance to HIDTA task forces and law enforcement agencies throughout the state of Oregon and the Pacific Northwest.*

The **Domestic Highway Enforcement Program** was adopted by the Oregon HIDTA, and information sharing protocols were established in the Oregon HIDTA Intelligence and Investigation Support Center (ISC) Watch Center. Officers in the field can now enter data into the Oregon State Intelligence Network (OSIN) regarding criminal suspects and vehicles encountered during enforcement encounters. The Watch Center staff tracks this information, shares the information directly with the El Paso Information Center (EPIC) seizure database, and participates in the preparation of statistical trends and periodic bulletins for patrol officers. In a partnership with the Oregon State Police, Washington State Patrol, Idaho State Police, and the Oregon HIDTA Program, all three agencies are now sharing highway enforcement related data on a real-time basis.

The **Oregon TITAN Fusion Center** resides within HIDTA space and acts as the state's clearinghouse for terrorism related intelligence, tips, and requests for investigative support from state, local, and federal law enforcement agencies. Agencies that have pledged participation are the FBI, the Department of Homeland Security, the Oregon National Guard, the IRS, BATFE, the Oregon Department of Justice, and the Oregon State Police.

This partnership, and the collocation of the unit within the HIDTA space, will allow the collation of critical narcotics and drug trafficking intelligence with terrorism related tips, leads, and investigative data. The collocation also allows robust networking between all agencies involved, and greatly increases

the quality of the research and strategic intelligence products as a wider variety of agencies have a stake in the program. Currently, the ISC and the Fusion Center collaborate to produce a package of strategic bulletins that are disseminated weekly. The Fusion Center has memorandums of understanding (MOUs) with 120 agencies that receive and distribute these bulletins and include a separate publication for each of the following subject matters: Gangs and Narcotics, Terrorism, Financial and Property Crimes, Officer Safety and Training.

The Oregon HIDTA ISC is an organizational leader and participant in the **National Marijuana Initiative**. This program connects the five western states by allowing analysts to collaborate and share marijuana trafficking organization intelligence directly with one another. Currently, the ISC has a full-time analyst and a full-time Oregon National Guard analyst assigned to the program that helps coordinate complicated marijuana manufacturing cases statewide. This partnership has led to many successful marijuana investigations throughout the Pacific Northwest.

Training continues to be a high-priority of the Oregon HIDTA Executive Board. The Oregon HIDTA Program implemented the **Oregon State Police Training Initiative** in 2004. This Initiative serves participating agencies and task forces within the eight HIDTA counties and other law enforcement agencies within the HIDTA region. The Training Initiative exists to provide law enforcement officers, supervisors and managers with the training needed to more efficiently and effectively disrupt and dismantle the drug trafficking organizations that exist in the state of Oregon.

The Oregon HIDTA hosts and operates the **Oregon State Intelligence Network (OSIN)**, one of the most successful regional intelligence sharing databases in the nation. OSIN provides all Oregon drug task forces, HIDTA Initiatives, state and local law enforcement agencies, and Federal law enforcement agencies, remote access to the intelligence database and tactical-event de-confliction services.

OSIN operates on the Regional Information Sharing System Network (RISSNET) system. This system provides its users with a secure and encrypted means of networking classified and confidential information. This includes e-mail communications, which are now integrated with the FBI sponsored Law Enforcement On-line (LEO) communication system. This system provides users with a gateway to other RISS intelligence databases, and direct access to EPIC, the National Drug Pointer Index (NDPIX) and Law Enforcement Intelligence Unit (LEIU).

Using RISSNET access via a secure intranet, law enforcement agencies are able to make real-time intelligence submissions and inquire directly into the OSIN system. A query of the system provides law enforcement personnel access to criminal intelligence information which includes both narcotic trafficking and other criminal related organizations. This integration of intelligence resources enables personnel to recognize the connection narcotic suspects have with other major crimes, such as weapons related offenses, identity theft, financial fraud, auto theft, and gang related violence.

In 2007, the Oregon HIDTA Program partnered with the Western States Information Network (WSIN) and created a seamless connection between the WSIN system and the OSIN system. Officers in Oregon can now seamlessly search the OSIN system and obtain valuable intelligence submitted by investigators in the five western states.

Use of the OSIN system has increased dramatically in the recent years. In 2007 over 1,700 law enforcement officers utilized the system 32,601 times. Investigators searched OSIN 24,910 times, submitted 5,047 intelligence records, and de-conflicted 2,644 tactical events.

**Goal 2 Performance Targets**

**A. Number of students expected to be trained by HIDTA by Type of Training for FY 2009 is:**

<b>TRAINING ASSISTANCE TO BE PROVIDED, 2009</b>	
<b>COURSES TO BE OFFERED</b>	<b>EXPECTED</b>
Number of Students for Analytical/Computer Courses	220
Number of Students for Investigative/Interdiction Courses	400
Number of Students for Management/Administrative Courses	45
Hours of Training Provided for Analytical/Computer Courses	1,070
Hours of Training Provided for Investigative/Interdiction Courses	10,500
Hours of Training Provided for Management/Administrative Courses	235

**B. Event and Case De-conflicts Expected to be Submitted for FY 2009**

<b>EVENT AND CASE DE-CONFLICTIONS SUBMITTED, 2009</b>	
<b>OUTPUTS</b>	<b>EXPECTED</b>
Event De-conflicts Submitted	2,500
Case/Subject De-conflicts Submitted	29,000

**C. Number of Cases Expected to be Provided Analytical Support for FY 2009**

<b>CASES PROVIDED ANALYTICAL SUPPORT, 2009</b>	
<b>OUTPUTS</b>	<b>EXPECTED</b>
Cases Provided Analytical Support	210

#### D. HIDTA Initiative Cases Expected to be Referred to Other HIDTAs and Other Agencies

<b>HIDTA INITIATIVE CASES REFERRED TO OTHER HIDTAS AND OTHER AGENCIES, 2009</b>	
<b>OUTPUTS</b>	<b>EXPECTED</b>
HIDTA Initiative cases referred to other HIDTAs (Enforcement)	67
HIDTA Initiative cases referred to other HIDTAs (Intel)	0
<b>HIDTA Initiative cases referred to other HIDTAs (Total)</b>	<b>67</b>
HIDTA Initiative cases referred to other Agencies (Enforcement)	162
HIDTA Initiative cases referred to other Agencies (Intel)	0
<b>HIDTA Initiative cases referred to other Agencies (Total)</b>	<b>162</b>

#### Goal 2 Initiatives

##### A. Intelligence and Information Sharing Initiatives

###### **Investigative Support Center (ISC)**

The Oregon HIDTA Program one ISC located in Salem, Oregon. The key functional components and services of the ISC to date are:

1. A Watch Center staffed five days per week, 10 hours per day with 24-hour remote coverage for event de-confliction and officer safety.
2. A web-enabled statewide criminal intelligence database called OSIN which is accessible by law enforcement via RISSNET or by phone through the Watch Center.
3. OSIN includes case/subject and event de-confliction via the web-enabled criminal intelligence database and geo-event tracking and mapping system which is monitored by the Watch Center.
4. Post-seizure analysis services are available through assigned intelligence analysts on a case-by-case basis.
5. Long-term analytical case support is available through assigned intelligence analysts on a case-by-case basis.

6. Electronic, secure, email connectivity is available for federal, state, and local law enforcement agencies, criminal databases, national intelligence centers, WSIN, EPIC, and other databases via RISSNET.
7. The ISC Strategic Analytical Unit develops and publishes an Annual Drug Threat Assessment, tracks initiative activities for the HIDTA Annual Report, and published over 170 intelligence products in 2007.
8. The ISC publishes criminal intelligence bulletins on a regular basis.
9. The ISC has trained over 1,800 federal, state, and local law enforcement personnel over the last four years on procedures for utilizing the OSIN system for case investigations, de-confliction, and officer safety.
10. The technical computer staff has assisted local task forces with specialized case management database development for identity theft crimes and other drug related investigations.
11. The Oregon HIDTA ISC offers the OSIN home page which includes numerous investigative services and connectivity links.
12. The ISC now has a seamless secure electronic interface between the OSIN and WSIN to create an automatic query and data submission capacity between networks.
13. All clan-lab data is entered in OSIN and forwarded to EPIC.
14. The ISC initiative supports and implements the strategy by providing a “one stop” law enforcement resource and service center accessible both by phone, and electronically via RISSNET, for authenticated law enforcement personnel anywhere in the nation to securely, and reliably:
  - Electronically share criminal intelligence with the appropriate federal, state, or local agencies and/or databases;
  - Electronically query appropriate databases for investigative leads;
  - Electronically share criminal case and officer safety information;
  - Electronically de-conflict cases or events;
  - Electronically communicate crime trends;
  - Electronically communicate training information;
  - Electronically share case photographs and reports; and,
  - Electronically communicate via secure e-mail.

**The current full-time staffing of the HIDTA ISC is as follows:**

**Number of people, by agency, who are and will be collocated:**

**ISC MANAGEMENT COMPONENT**

Oregon DOJ Chief Criminal Investigator (Sworn) 1 Position (DOJ funded)

**ISC SUPERVISORY COMPONENT**

Analytical Supervisor 1 Position (HIDTA funded)

Watch Center Supervisor 1 Position (HIDTA funded)

**ISC TECHNICAL SUPPORT COMPONENT**

Computer Systems Manager (I.S.S-8) 1 Position (HIDTA funded)

Computer Systems Technician (I.S.S.-5) 1 Position (HIDTA funded)

Technical Equipment Specialist 1 Position (HIDTA funded)

Computer Systems Specialist 1 Position (WSIN funded)

**ISC ANALYTICAL COMPONENT**

Criminal Intelligence Analyst 3 4 positions (HIDTA funded)

Criminal Intelligence Analyst 3 1 position (WSIN funded)

Criminal Intelligence Analyst 4 1 position (DOJ funded)

Criminal Intelligence Analyst 3 4 positions (DOJ funded)

**ISC WATCH CENTER COMPONENT**

Research Analyst 1 3 positions (DOJ funded)

Office Specialist 2 1 position (DOJ funded)

Research Analyst 1 4 positions (HIDTA funded)

Word Processing Tech 2 1 position (HIDTA funded)

**FUSION CENTER COMPONENT**

Fusion Center Director (Supervising Analyst) 1 position (DOJ Funded)

FBI Agent 1 position (FBI Funded)

ATF Analyst 1 position (ATF Funded)

Criminal Intelligence Analyst 2 positions (ONG Funded)

Crime Analyst 1 position (OSP Funded)

IRS Agents (Part time) 2 positions (IRS Funded)

Criminal Detectives 2 positions (OSP Funded)

Detective Sergeant 1 position (OSP Funded)

Criminal Intelligence Analyst 3 2 positions (DOJ Funded)

**ISC LEGAL COMPONENT (legal advisor)**

Assistant Attorney General 1 position (DOJ employee)

**TOTAL: 40 HIDTA ISC Initiative Positions**



## **B. Support Initiatives**

### **Administration (Management and Coordination)**

The Administrative Initiative handles the day-to-day business for the Oregon HIDTA Program and is the primary point of contact between each initiative, the Oregon HIDTA Executive Board, ONDCP, the National HIDTA Assistance Center (NHAC), and other private and government agencies. This initiative is staffed by one (1) full-time contract employee, the Oregon HIDTA Program Director, and two (2) full-time Oregon Department of Justice employees, the financial manager and the administrative assistant.

Duties of all administrative staff are to manage the day-to-day HIDTA functions on behalf of the Oregon HIDTA Executive Board. The first priority is programmatic support, information coordination, fiscal and technical service to the HIDTA participating agencies.

The duties include: the administration and/or developing of the four annually required documents of the HIDTA program: The annual Threat Assessment, the annual Counter-Drug Strategy, annual Initiative Budget and Proposal, and the Annual Report.

Additional duties include programmatic, administrative, and fiscal oversight in support of all HIDTA initiatives to ensure they are in compliance with the ONDCP/HIDTA Program policy, and other program requirements; establish and maintain a central inventory tracking system for property purchased with HITDA funds; assist HIDTA agencies/initiatives in establishing and recording measurable outcomes and outputs based upon the PMP; provide advice and counsel to the Executive Board concerning the status, direction, and success of the HIDTA initiatives, programs, and ONDCP requirements; establish an internal review process to evaluate the effectiveness and efficiency of each initiative in achieving its targeted outputs and outcomes.

### **Training Initiative**

The Training Initiative is managed by the Oregon State Police with part-time staff. The mission of the Training Initiative is to provide the Oregon HIDTA, participating agencies, task forces and regional law enforcement officers with targeted, high priority training and an information sharing forum that directly enhances their effort to measurably disrupt and/or dismantle drug trafficking organizations, money laundering operations and related violent crime groups in accordance with ONDCP and HIDTA strategy.

Oregon HIDTA Initiatives and participating agencies are surveyed every year relating to their training needs necessary to assist them with their operations that support the Oregon HIDTA strategy. The surveys are used to identify, prioritize and schedule training. Efforts are made to insure equitable training opportunities are available for all Initiatives and participating agencies.

## XIV. APPENDICES

### Appendix A. Oregon HIDTA Threat Assessment & Counter Drug Strategy Tables

Table 1

As of April 1, 2008 Oregon medical marijuana statistics are as follows:

Number of persons currently holding medical marijuana cards:	16,635
Number of persons holding caregiver cards for the above persons:	8,164
Number of Oregon-licensed physicians who have signed applications for medical marijuana cards:	2,865
Number of new applicants for medical marijuana cards between 4/1/07 and 3/31/08:	8,168
Number of renewal applications between 4/1/07 and 3/31/08:	9,243
Number of pending applications:	2,348
Number of applications denied between 4/1/07 and 3/31/08:	619

*Reported medical conditions include:*

- Agitation related to Alzheimer's disease
- Cachexia
- Cancer
- Glaucoma
- HIV/AIDS
- Nausea
- Severe pain
- Seizures
- Persistent muscle spasms

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Table 2

Marijuana Plants Seized in HIDTA Counties, 2003-2007										
HIDTA Counties	2003		2004		2005		2006		2007	
	Crop Seizures	Total Plants (In/Outdoor)	Crop Seizures	Total Plants <sup>1</sup>	Crop Seizures	Total Plants (In/Outdoor)	Crop Seizures	Total Plants (In/Outdoor)	Crop Seizures	Total Plants (In/Outdoor)
Clackamas	ND	ND	22	1,268	6	404 (322/82)	14	255 (77/178)	21	1,507 (1,013/494)
Deschutes	ND	ND	9	273	21	683 (662/21)	4	95 (95/0)	25	1,164 (1,155/9)
Douglas	ND	ND	13	179	56	4,337 (452/3,885)	73	2,870 (546/2,324)	73	19,334 (457/18,877)
Jackson	ND	ND	13	339	66	26,549 (1,453/ 25,096)	52	43,860 (204/43,656)	27	54,482 (120/54,362)
Marion	ND	ND	9	352	14	522 (424/98)	19	642 (556/86)	17	3,251 (268/2,983)
Multnomah	ND	ND	39	2,118	31	1,740 (1,740/0)	46	2,891 (2,447/444)	86	8,778 (8,527/251)
Umatilla	*	*	*	*	2	9 (2/7)	17	5,967 <sup>2</sup> (29/5,938)	9	29,064 (17/29,047)
Washington	ND	ND	3	30	5	105 (3/102)	18	372 (131/241)	13	3,819 (682/3,137)
<b>HIDTA Total</b>	ND	ND	108	4,559	201	34,349 (5,058/ 29,291)	243	56,952 (4,085/ 52,867)	271	121,399 (12,239/ 109,160)
<b>Statewide Total</b>	515	32,346 (15,944/ 16,402)	582	62,621 (16,855/ 45,766)	482	47,605 (7,590/ 40,015)	430	108,573 (6,834/ 101,739)	578	262,013 (16,454/ 245,559)

Notes:

<sup>1</sup>Number of Indoor/Outdoor Plants was not available for 2004 by county.

<sup>2</sup>The noteworthy increase in seizures during 2007 was a result of a greater level of knowledge on the part of law enforcement, an expanded commitment of resources made by possible by the National Marijuana Initiative, and increased growing activity by Mexican DTOs within the state.

ND = Data was not available due to system maintenance problems.

\*County did not receive HIDTA designation for the year indicated.

Sources: Data obtained from the DEA Domestic Cannabis Eradication/Suppression Program (DCE/SP).

Table 3

<b>Methamphetamine Laboratory Seizures in HIDTA Counties</b>						
<b>Year</b>	<b>2003</b>	<b>2004</b>	<b>2005</b>	<b>2006</b>	<b>2007</b>	<b>% Change (2006-2007)</b>
<b>Statewide</b>	473	448	192	62	20	-68%
<i>HIDTA area</i>						
<b>Clackamas</b>	7	24	15	0	1	-
<b>Deschutes</b>	6	5	0	0	0	-
<b>Douglas</b>	11	11	14	2	0	-100%
<b>Jackson</b>	17	17	6	6	0	-100%
<b>Marion</b>	33	7	11	2	0	-100%
<b>Multnomah</b>	70	138	33	11	3	-73%
<b>Umatilla</b>	62	91	39	3	5	67%
<b>Washington</b>	70	28	12	8	1	-88%

## XV. Endnotes

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