

**Program Year 2010**  
**OREGON**  
**HIDTA**  
**Threat Assessment**



***Oregon HIDTA Supplemental Drug Threat Assessment  
&  
Counter-drug Strategy***

**TABLE OF CONTENTS**

**THREAT ASSESSMENT**

<b>I.</b>	Executive Summary	Page 3
<b>II.</b>	Overview	Page 5
<b>III.</b>	Production	Page 15
<b>IV.</b>	Transportation	Page 20
<b>V.</b>	Distribution	Page 25
<b>VI.</b>	Illicit Finance	Page 28
<b>VII.</b>	Outlook	Page 30
<b>VIII.</b>	Methodology	Page 32
<b>IX.</b>	Appendices	Page 33

**COUNTER-DRUG STRATEGY**

<b>X.</b>	Introduction	Page 36
<b>XI.</b>	Mission and Vision Statements	Page 37
<b>XII.</b>	Concept of Strategy	Page 38
<b>XIII.</b>	HIDTA Goal 1 <i>Dismantle and Disrupt Drug Trafficking Organizations</i>	Page 44
<b>XIV.</b>	HIDTA Goal 2 <i>Increase the Efficiency of Law Enforcement Agencies Participating in HIDTAs</i>	Page 46
<b>XV.</b>	Endnotes	Page 52

## I. EXECUTIVE SUMMARY

Methamphetamine and marijuana use and trafficking remain widespread in Oregon. Marijuana production is also widespread and expanding in scale. A 2008 study conducted by ECONorthwest estimated the total direct economic costs from drug abuse in Oregon at nearly \$2.7 billion in 2006. Of the estimated \$2.7 billion in costs, 70 percent was attributed to lost earnings from victims of crime and illicit drug users who perpetrate crime, 20 percent was tied to drug enforcement and the criminal justice system, and 10 percent was connected to healthcare costs<sup>1</sup>. The problem is compounded as drug users and distributors often engage in illegal activities such as money laundering, identity theft, burglaries, property theft, fraud and other crimes to support drug addictions and finance trafficking and distribution operations.

Federal arrests for drug violations increased in Oregon 44 percent from 2003 (180) to 2007 (259)<sup>2</sup>, the most recent data available. Additionally, 25 percent of the Oregon corrections population (includes incarcerated offenders and those on parole or probation) is in the system due primarily to drug offenses, twice the number for assault, burglary, and theft offense categories. Additionally, drug offenses account for over three times the number in the system for all other primary offense categories<sup>3</sup>.

Drug-related deaths<sup>4</sup> increased eight percent statewide in 2008, with overdose deaths rising from 212 in 2007 to 229 in 2008. Heroin-related deaths increased slightly from 2007 (118) to 2008 (119), the highest number since 2000. Methamphetamine use was responsible for the sharpest increase (45%) and the second highest number of deaths (106) in 2008. Deaths related to cocaine use declined slightly (18%) to 51 deaths in 2008 from 62 reported in 2007. Multnomah County, the most populous county in Oregon, reported the highest number of drug-related deaths statewide with 106 deaths in 2008. Marion County ranked second with 22 overdose deaths in 2008, followed by Lane (non-HIDTA county) (21), Washington (12), and Clackamas (9) counties. Heroin accounted for the most deaths in Multnomah County, whereas heroin and methamphetamine were nearly evenly split in Marion, Lane, Washington and Clackamas counties.

**Methamphetamine continues to be widely abused and trafficked throughout the HIDTA region.** However, reported local methamphetamine lab seizures remain at low levels. From 2004 to 2008, labs reported by law enforcement declined by 95 percent due largely to strict pseudoephedrine control legislation enacted by the Oregon legislature, as well as the enactment of the Federal Combat Methamphetamine Epidemic Act of 2005.

Analysis suggests that despite declines reflected by some indicators, methamphetamine abuse remains at a high level in the state. More than 90 percent of Oregon law enforcement surveyed in 2009 reported methamphetamine as their area's greatest drug threat, with 96 percent indicating methamphetamine as the drug which contributes most toward violent and property crime. Methamphetamine-related crime, such as identity theft, abused and neglected children, and other serious person and property crimes, continues to be a daily problem and is prevalent throughout the state.

During the last six 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 methamphetamine 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

## Oregon HIDTA Program

highly addictive Mexican-made "ice". **While reported methamphetamine labs remained low in Oregon during 2008 (21), crystal meth continued to be available as Mexican drug traffickers imported the finished product from labs outside the state and from Mexico.**

**In addition to methamphetamine abuse, marijuana abuse, cultivation, and trafficking are also expanding.**

Law enforcement officers report that the size of outdoor marijuana cultivation sites discovered on public and private lands in Oregon, although increasing over the past several years primarily due to the expansion of operations by Mexican DTOs, decreased in 2008. The number of known Mexican DTOs operating in the Oregon HIDTA region has more than doubled since 2005. The discovered plants number in the thousands per grow as opposed to tens of thousands seized in previous years. The harvested product is distributed both locally and nationally. Additionally, federal authorities report that Asian crime groups are increasingly involved in marijuana trafficking and have established large coordinated indoor grow operations in Oregon, Washington and Northern California.

**Oregon's Medical Marijuana Act<sup>a</sup>**, which allows for quantities of marijuana to be grown and used for pain suppression, continues to be exploited by local producers who use it to facilitate illegal cultivation for commercial purposes. The law presents a major barrier to effective enforcement and prosecution efforts and conflicts with the national safety regulations and requirements for medicines established by the Food and Drug Administration (FDA).

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

The threat posed by pharmaceutical abuse has grown in recent years. The non-prescribed use of prescription drugs appears to be an emerging market in Oregon and reflects a national trend. Treatment admissions increased 400 percent in Oregon in the last 10 years, surpassing admissions for cocaine in 2005<sup>5</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. Community anti-drug coalitions are 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 145 Drug Trafficking Organizations (DTOs) and eight Money Laundering Organizations (MLOs) with foreign and domestic connections that are actively operating in the HIDTA counties and throughout Oregon.

Nearly all drug trafficking operations (DTOs) in the state are considered "poly-drug" organizations, using well-established routes to traffic a variety of drugs to meet current demand. 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.

---

<sup>a</sup> Oregon Revised Statutes 475.300 - 475.346.

## Oregon HIDTA Program

Federal reporting indicates that Mexican DTOs are exerting more control over illicit drug trafficking throughout the nation, including Oregon. Mexican DTOs dominate the transportation and distribution of heroin, cocaine, and Mexican-produced marijuana while Caucasian DTOs control domestic indoor 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-hydroxybutyric acid), LSD (lysergic acid diethylamide), PCP (phencyclidine), ketamine (ketamine hydrochloride), psilocybin (hallucinogenic mushrooms), and pseudoephedrine are also smuggled into the HIDTA region.

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 (USMS) Portland office (a HIDTA fugitive task force) recently surveyed federal warrants in the District of Oregon and identified four individuals tied to Regional Priority Targets (RPOT), 42 people tied to Organized Crime Drug Enforcement Task Force (OCDETF) warrants and another 100 individuals connected to active federal felony drug warrants<sup>6</sup>. No Consolidated Priority Target (CPOT) warrants were identified in 2008. Since 2005 the Oregon USMS has made over 1,500 arrests with more than half of the arrests classified as drug-related. Furthermore, over 90 percent of individuals arrested by the USMS were classified as violent offenders in 2008.

## 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 2007 estimates, Oregon ranks twenty-seventh in the country in population with more than 3.7 million residents, of which 90 percent are Caucasian, 4 percent Asian, 2 percent African American, 1 percent Native American or Alaska Native, less than 0.5 percent Hawaiian or other Pacific Islander, 4 percent some other race, and 2 percent two or more races. Eleven percent of the state's population is of Hispanic or Latino descent<sup>7</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 2008 was 2,479,270 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 (717,880) being the most populated<sup>8</sup>.

Oregon encompasses a land area of 98,380 square miles and is the ninth largest state in the nation. 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

## Oregon HIDTA Program

Range. Oregon HIDTA covers 18,267 square miles a land mass greater than the combined size of Connecticut, Delaware, and Rhode Island.

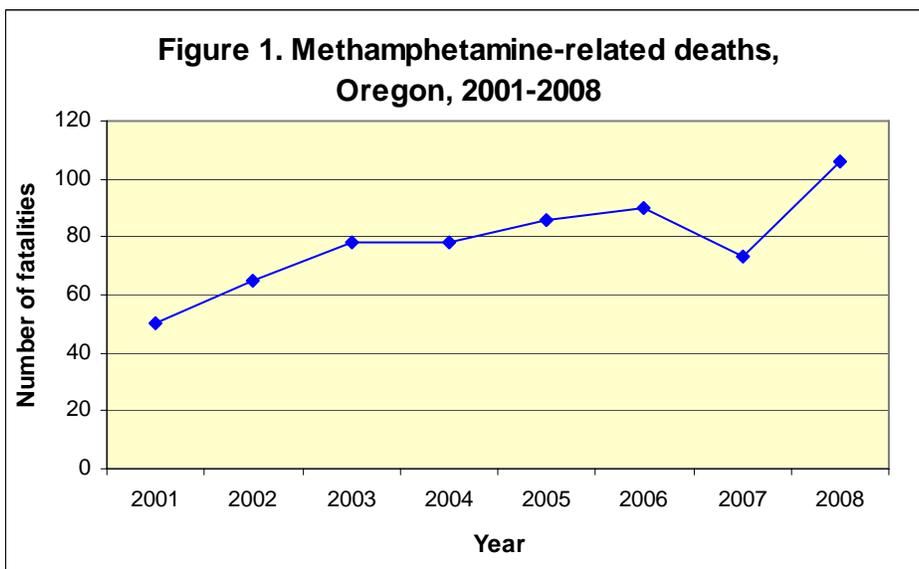
Geographically, the Oregon HIDTA region is diverse. Deschutes County is located in Central Oregon between the Cascade Mountain Range to the west and the High Desert to the east. Jackson County is located in southern Oregon and borders California to the south and is surrounded by the Cascade and Siskiyou 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 and remains the most serious drug threat to Oregon.**

According to the National Drug Intelligence Center<sup>9</sup>, the threat posed by methamphetamine to the Pacific Region<sup>b</sup> exceeds that of all other illicit drugs and poses significant public safety and health problems in the region. A study released by RAND in 2009 estimated that the economic burden of methamphetamine use in the United States in 2005 was roughly \$23.4 billion due to the cost of treatment, excess health service utilization, productivity losses, cost of associated crimes and the



Source: Oregon Medical Examiner.

“intangible burden” of addiction and premature death<sup>10</sup>.

Over 90 percent (48 of 53) of Oregon law enforcement agencies surveyed in 2009 reported methamphetamine as the greatest drug threat to their area, with 96 percent indicating methamphetamine as the drug that contributes most to violent and property crime<sup>11</sup>. Data collected from the Oregon Addiction and Mental

Health Division reveals that nearly 29 percent of people entering publicly-funded treatment in 2008 in

<sup>b</sup> Pacific Region includes California, Idaho, Nevada, Oregon, and Washington.

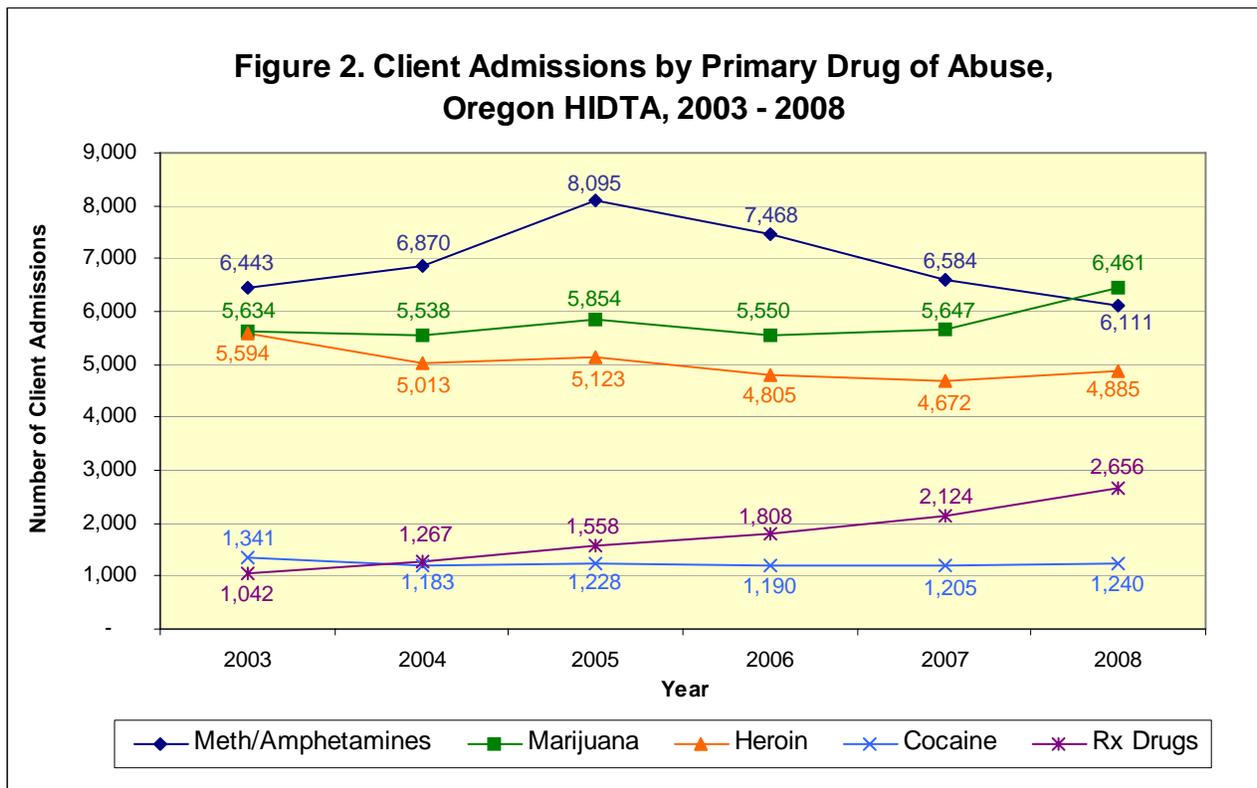
## Oregon HIDTA Program

the HIDTA region reported using methamphetamine, substantially higher than for all other illicit drugs with the exception of marijuana (30%)<sup>12</sup>. Additionally, the number of inmates who admit to regular methamphetamine use at intake rose 27 percent from 2005 to 2008<sup>13</sup>.

According to the Oregon State Medical Examiner Division<sup>14</sup>, the number of fatalities related to methamphetamine use jumped 45 percent from 2007 (73) to 2008 (106) reaching the highest level recorded since 1998 and more than doubling what was reported in 2001 (Figure 1). Fluctuation in methamphetamine purity may be an important factor in the recent rise in related deaths, however, a lack of accessibility to treatment may have also contributed to the increase<sup>15</sup>.

**While these indicators support sustained high levels of methamphetamine addiction and abuse, other measures reflect continued declines.**

Information evaluated from the Oregon Addiction and Mental Health (AMH) Division 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 24 percent from 2005 to 2008, declining seven percent in the last year (Figure 2).



Source: Graph derived from client admissions data obtained from the Addictions and Mental Health Division, Oregon Department of Human Services, March 2009.

Admissions for methamphetamine offenses rose by 42 percent from 2006 to 2008 due largely to the passage of enhanced sentencing laws in 2005<sup>16</sup>; however, methamphetamine-related arrests declined 30 percent from 2007 to 2008<sup>17</sup>.

## Oregon HIDTA Program

Recent declines have also been reported in workplace drug testing. Quest Diagnostics, the nation's largest provider of diagnostic testing, reported a 30 percent drop in the number of people testing positive for amphetamines (primarily methamphetamine) in Oregon through employer drug tests from 2003 to 2006<sup>18</sup>; the decline in positive tests for methamphetamine continued nationwide in 2007.

In the last several years, strong precursor restrictions, educational efforts, improved economy, and law enforcement pressure may have achieved some measure of success in decreasing the level of methamphetamine addiction in Oregon. However, determining whether reported declines are evidence of an actual drop in the level of methamphetamine addiction or related to other factors is challenging. While some indicators are positive and show outward support for a decline in methamphetamine abuse in Oregon, analysis reveals that evidence for a decline is far from certain.

For example, treatment admission levels are influenced by resource constraints. According to the Oregon Addictions and Mental Health Division, the decrease in the number of people admitted for methamphetamine abuse since 2005 has coincided with a significant drop in Medicaid coverage over the same period of time. Medicaid coverage affects people below the 100 percent federal poverty level and represents a sizeable proportion of AMH clients<sup>19</sup>. Additionally, declines in methamphetamine-related arrest levels in the last couple of years may not be as much an indication of fewer offenders as it is a resource shift in law enforcement from investigating domestic lab production to the more time-consuming effort of identifying and investigating traffickers of crystal meth. Generally, fewer arrests mean fewer referrals for court-ordered treatment.

Utilizing workplace drug tests as an indication of a decline in addiction levels is also problematic. A recent Government Accountability Office (GAO) study revealed that drug testing programs are highly vulnerable to manipulation by drug users who intentionally cheat the system through use of fake identification or drug masking products which are widely available on the internet and virtually undetectable at drug screening labs<sup>20</sup>.

Oregon's improved economy<sup>c</sup> in the last several years may have provided a favorable climate for a decline in methamphetamine addiction with more job opportunities and resources available for addicted individuals. However, the recent economic downturn and loss of jobs will likely result in increased addiction levels across the state. In March 2009, unemployment in Oregon climbed to an all-time high of 12.1 percent, the second highest rate in the nation<sup>21</sup>. Addiction levels are generally linked with economic conditions as more people tend to abuse drugs in a poor economy as a way to cope with stress<sup>22</sup>. Loss of employment, little or no access to services, and continued high demand and availability of crystal methamphetamine are favorable conditions for greater levels of addiction. Methamphetamine-associated crimes may also rise. For instance, intelligence and police reports have linked identity theft and property crime to methamphetamine abuse and trafficking.

## 2. Marijuana

Marijuana is widely abused in the HIDTA region and availability of the drug continues to rise as production and trafficking have expanded in recent years.

---

<sup>c</sup> The unemployment rate was 5.5 percent in February 2008.

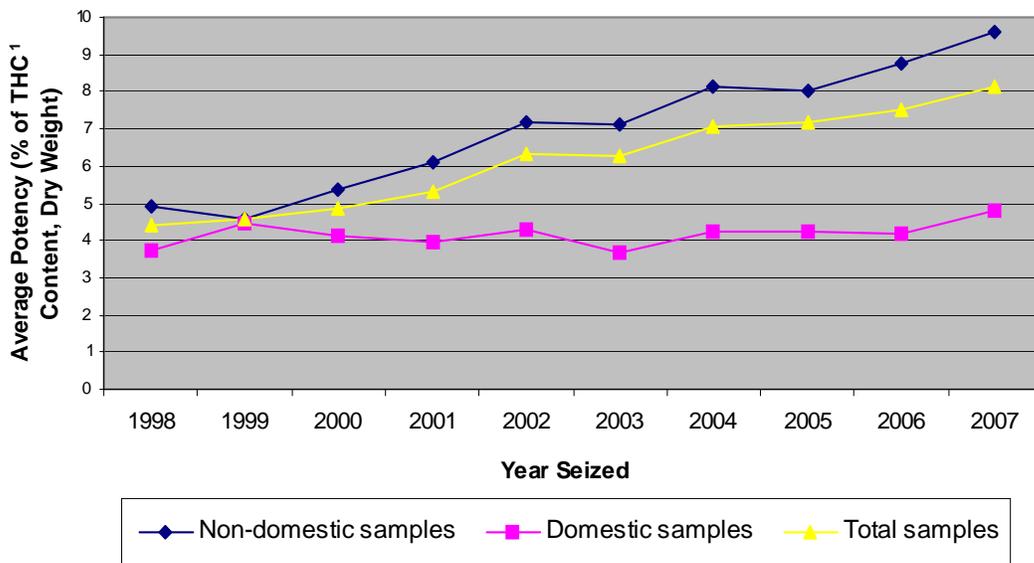
## Oregon HIDTA Program

According to the AMH, 6,461 adults admitted to treatment facilities in the eight HIDTA counties reported marijuana as their primary drug of abuse in 2008, a 14 percent increase from the 5,647 admitted in 2007<sup>23</sup> (Figure 2). 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>24</sup>. A recent survey of teen perceptions revealed that 42 percent of 12 to 17-year-olds stated they could buy marijuana in a day or less; half of 16 and 17-year-olds surveyed responded that smoking marijuana is more common than smoking cigarettes in their age group<sup>25</sup>.

Locally-produced marijuana, Canada-produced BC Bud, and Mexico-produced marijuana are available in the Oregon HIDTA counties. Law enforcement surveyed in Oregon report a high level of availability of marijuana in the HIDTA region and statewide. A high volume of marijuana is produced from indoor hydroponic methods which typically yield a better quality product and multiple crops year-around.

Recent analysis of marijuana potency (Figure 3) revealed that the average amount of THC in seized samples increased in 2008 to 10.1 percent, the highest level recorded since testing began in 1976. Increased potency has been attributed to sophisticated growing techniques and may pose greater health risks to users such as acute toxicity and mental impairment. According to the National Center on Addiction and Substance Abuse, the increased potency of THC (delta-9-tetrahydrocannabinol) corresponds to the increase in marijuana-related teen medical diagnoses, treatment admissions and emergencies<sup>26</sup>.

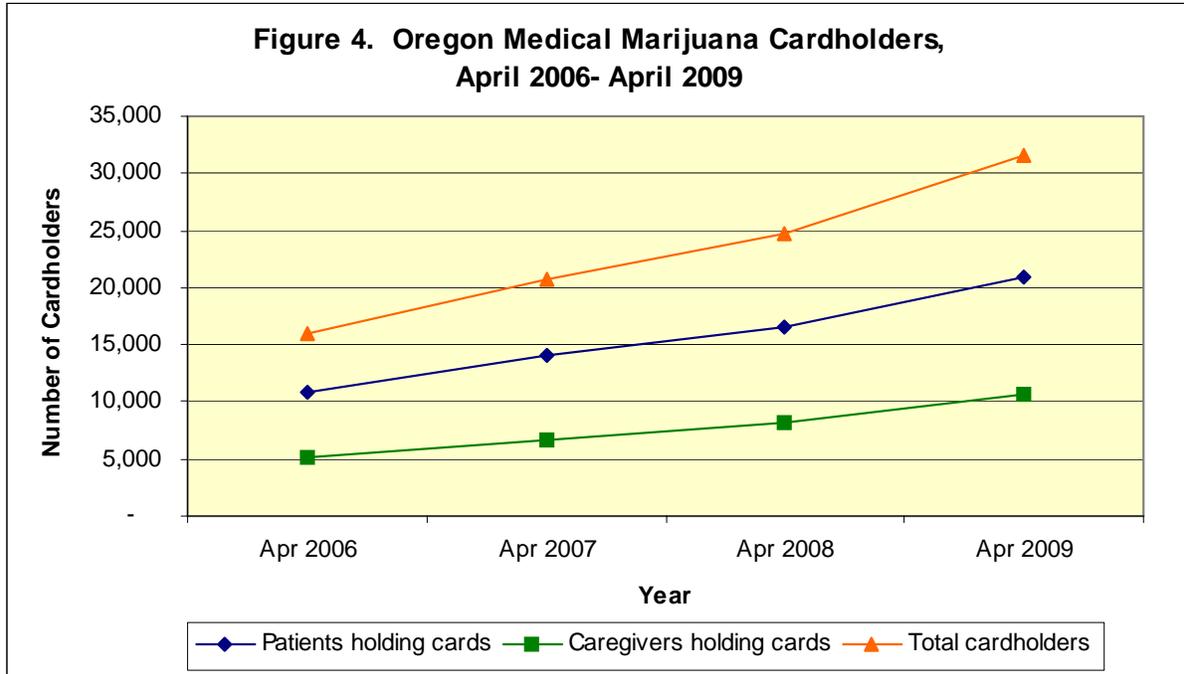
**Figure 3. Potency of Seized Marijuana, 1998-2007**



<sup>1</sup>THC (delta-9-tetrahydrocannabinol) is the primary psychoactive component found in marijuana. Domestic samples were taken from marijuana grown within the United States. Non-domestic samples were taken from marijuana grown outside of the United States, primarily Canada and Mexico. Source: University of Mississippi, National Center for Natural Products Research, Quarterly Report, Potency Monitoring Project, Report 100 (December 16, 2007 - March 15, 2008).

## Oregon HIDTA Program

The threat posed by this drug is heightened by exploitation of Oregon’s Medical Marijuana law<sup>d</sup>. The law conflicts with the national safety regulations and requirements for medicines established by the Food and Drug Administration (FDA). Under the program, each patient is allowed to possess 1.5 pounds of dried marijuana and up to six mature marijuana plants and eighteen seedlings. A typical high quality hydroponic plant produces one pound of marijuana, so the program, in effect, allows up to 7.5



Source: Oregon Medical Marijuana Program, Oregon Department of Human Services.

pounds of marijuana per patient. Caregivers are individuals who are licensed to grow marijuana for up to four patients at a time, allowing a single caregiver to possess up to six pounds of dried marijuana and up to 24 mature plants at one time.

Furthermore, recent changes in the law<sup>e</sup> have authorized people to register as “growers” to cultivate marijuana for registered OMMP cardholders. Growers can have an unlimited number of patients. With six mature plants and eighteen immature plants per patient, growers can legally possess plants numbering in the thousands. This provides a legal loophole for large quantity growers to exploit the program by claiming they are growing for legitimate OMMP patients.

The increasing number of cardholders, coupled with the large 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

On Halloween evening 2008, a 53-year-old resident of Long Creek, Oregon, and well-known medical marijuana provider, was the victim of an assault and burglary by two masked subjects initially believed to be pulling a Halloween prank. The situation became serious when one of the masked individuals displayed a handgun and threatened the homeowner. A fight ensued resulting in the handgun discharging and the perpetrators fleeing the scene.

Investigators believe the suspects’ motive was to steal medical marijuana from the victim’s residence.

“Suspect Sought in Assault, Burglary, Attempted Robbery of Grant County Resident”, Oregon State Police News Release, 11/1/08.

<sup>d</sup> ORS 475.300-ORS 475.346.

<sup>e</sup> 573 Or Laws 2007 (SB 161 (2007)).

## Oregon HIDTA Program

extensive abuse. Approximately one-third of law enforcement surveyed in Oregon reported that the number of out-of-compliance medical marijuana grows identified increased in 2008 compared to previous years. As of April 2009, there were 20,974 marijuana patient cardholders, almost double the number of cardholders in April 2006 (10,775) (Figure 4). The number of new and renewal applications received between April 1, 2008 and March 31, 2009 was 21,304 with 745 applications denied<sup>27</sup> (Appendices, Table 1).

As medical marijuana cultivation has become more prevalent in the state, grow sites have become lucrative targets for theft and violence. Oregon law enforcement reports caregivers are increasingly arming themselves to defend medical marijuana grow sites from theft and home invasion robberies<sup>28</sup>.

### 3. Heroin

Heroin abuse rates have fluctuated in the HIDTA region in recent years. AMH revealed that heroin treatment admissions decreased 16 percent from 2003 to 2007, but increased almost 5 percent from 2007 to 2008 (Figure 2)<sup>29</sup>. According to AMH, 4,885 adults admitted to treatment facilities in the HIDTA region reported heroin as their primary drug of abuse in 2008 compared with 4,672 in 2007<sup>30</sup>.

The number of fatalities associated with heroin use has fluctuated as well but has generally decreased since 1999. Historically heroin has been the leading cause of drug-related deaths in the state (heroin fatalities matched methamphetamine deaths in 2005; in 2006, methamphetamine deaths surpassed heroin deaths). Fatalities from heroin use increased less than one percent from 2007 (118) to 2008 (119), resulting in the highest number of fatalities since 2000 (131)<sup>31</sup>.

Over 60 percent of law enforcement surveyed reported a moderate or high level of availability of heroin in their area during 2008. The Regional Organized Crime and Narcotics Task Force in Multnomah County reported heroin as the greatest drug threat in their jurisdiction<sup>32</sup>. Some reporting suggests heroin use could increase as abusers of prescription opiates switch to heroin because it may be easier to obtain, cheaper, and provides a more intense high than diverted prescription opiates<sup>33</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 18 percent in 2008 (51) from 2007 (62) with a five-year average of 60 deaths<sup>34</sup>.

While Oregon has experienced a significant decrease (40%) in treatment admissions of cocaine in the last 10 years, admissions increased five percent between 2004 and 2007<sup>35</sup> (Figure 5, p. 12). According to AMH, 1,240 individuals admitted to treatment facilities in the HIDTA region in 2008 reported cocaine as their primary drug of abuse, a three percent increase from 1,205 admissions in 2007<sup>36</sup> (Figure 2).

Data from Quest Diagnostics indicates the percentage of workers and job seekers who tested positive for recent cocaine use dropped 18 percent nationally between 2007 and 2008<sup>37</sup>. This drop may

## Oregon HIDTA Program

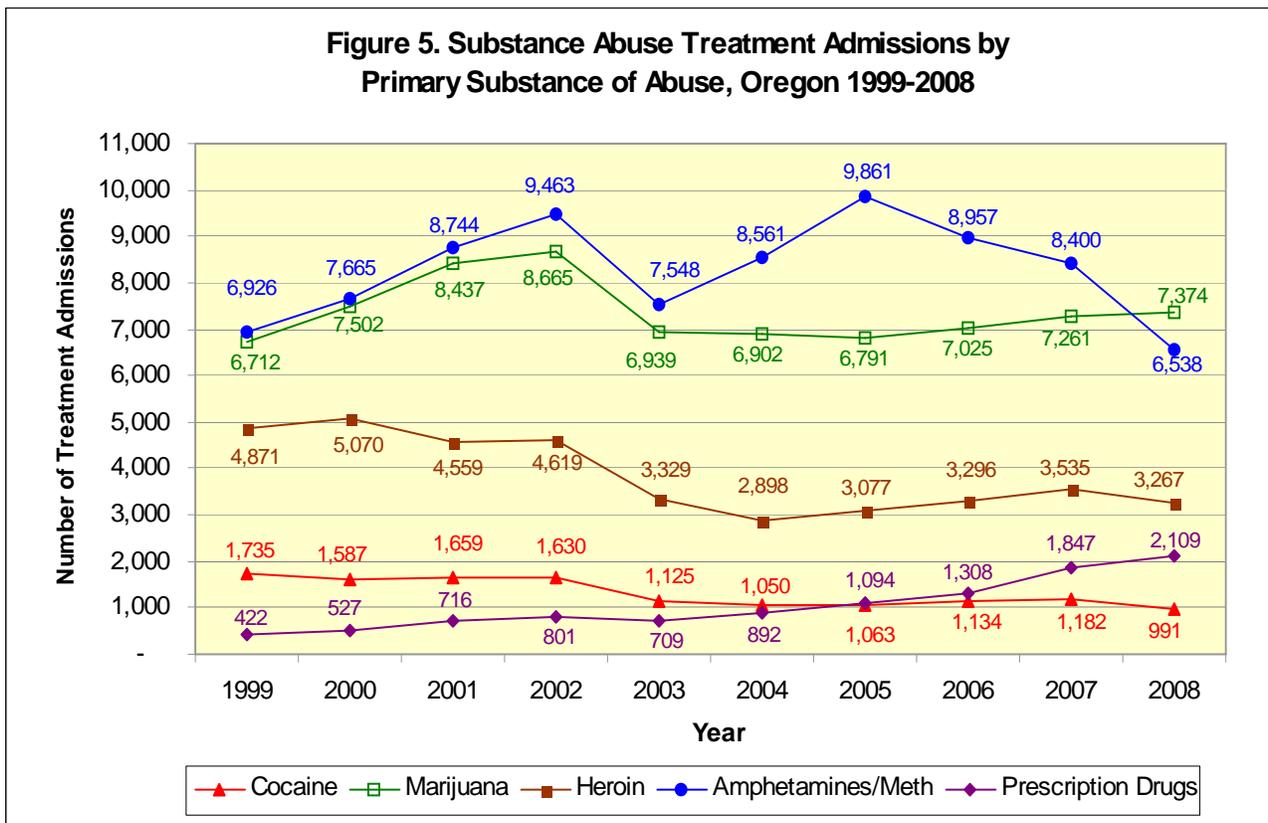
be supportive of a decline in overall workplace addiction levels or, as discussed in an earlier section, may have more to do with cheating than an actual decline in use.

According to federal sources, sporadic cocaine shortages occurred at the wholesale level in many U.S. drug markets from 2007 through mid-2008, likely from disruptions in supply due to major seizures at U.S. borders<sup>38</sup>. Availability of the drug has reportedly since returned to previous levels in most regional markets, including Oregon<sup>39</sup>. Nearly three-quarters of Oregon law enforcement surveyed in 2009 reported a moderate or high level of powder cocaine available in their area<sup>40</sup>.

Demand for cocaine may increase as methamphetamine is increasingly perceived as a stimulant with serious adverse effects, particularly by younger drug users.

### 4. Pharmaceutical Abuse

Recent data indicate prescription drug abuse is growing at a rapid rate in the United States<sup>41</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 400 percent in Oregon in the last ten years (1999-2008) and by 61 percent in the last three years (2006-2008), surpassing admissions for cocaine as individuals' reported primary drug of abuse since 2005<sup>42</sup> (Figure 5).



Source: Substance Abuse and Mental Health Services Administration, TEDS data for Oregon, extracted April 2009.

## Oregon HIDTA Program

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. According to federal authorities, illicit internet pharmacies have become one of the fastest growing methods of diverting controlled pharmaceuticals<sup>43</sup>. Dishonest or “rogue” internet pharmacies exist to profit from the sale of controlled prescription medications to buyers who have not seen a doctor or do not have a prescription from a legitimate doctor<sup>44</sup>.

The number of internet pharmacies advertising and selling controlled prescription drugs has increased significantly in recent years<sup>45</sup>. Drug Enforcement Administration (DEA) reporting indicates that most rogue sites currently in operation are located in the United States, collude with unscrupulous doctors and pharmacies, and employ increasingly sophisticated methods<sup>46</sup>.

New regulations designed to prevent the illegal distribution of controlled substances through the internet went into effect in April 2009 and may serve to diminish the influence of illicit pharmacies. The law amends the Controlled Substances Act through the addition of new provisions such as requiring at least one face-to-face patient medical evaluation and new registration, disclosure, and prescription reporting requirements for online pharmacies<sup>47</sup>.

Young adults are particularly at risk. Recent research suggests a link between non-medical use of prescription pain relievers and use of other illicit drugs. Nearly one-half of teens between the ages of 12 and 17 who have misused prescription pain relievers have also used two or more illicit drugs according to results from the most recent National Survey on Drug Use and Health (October 2008)<sup>48</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>49</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. According to University of Michigan researchers, non-medical use of prescription stimulants among U.S. college students is at its highest level in 15 years; 90 percent of survey respondents reported enhancement in studying as the reason they most often took stimulant drugs such as Ritalin, Adderall, and Concerta for non-medical purposes<sup>50</sup>. Recent studies indicate a growing number of adults may be using prescription drugs such as Ritalin to increase alertness, mental concentration, and to cope with stress<sup>51,52</sup>.

Abuse of prescription drugs is associated with other illicit drug use, such as methamphetamine, heroin and crack cocaine<sup>53,54</sup>. According to analysis of survey data by the Office of Applied Studies, college students who have used the ADHD<sup>f</sup> drug, Adderall, non-medically in the past year are more likely to be polydrug users than their non-Adderall using counterparts; nearly three times more likely to use marijuana, five times more likely to use pain relievers non-medically, eight times more likely to use cocaine, and eight times more likely to use tranquilizers non-medically<sup>55</sup>.

In March 2009, Federal narcotics officers seized records at the Payette Clinic in Vancouver, Washington as part of a regional investigation into illegal distribution of pain medication. DEA agents raided the clinic to inspect its' record and investigate complaints involving prescription of opiates such as hydrocodone and oxycodone. Additionally, the clinic was recently connected to the overdose death of a high school senior in Oregon who died in December 2008 after smoking an oxycodone pill originally prescribed to another individual who received the prescription from the Payette Clinic.

“DEA Raids Vancouver Pain Clinic”, KPTV.com, 3/34/09.

“Local Clinic Focus of DEA Investigation”, The Columbian, 3/25/09.

<sup>f</sup> Attention Deficit Hyperactivity Disorder.

## Oregon HIDTA Program

Recent information from AMH reveals that the number of individuals admitted to treatment facilities in Oregon for methadone obtained without a legal prescription rose 36 percent from 2007 (263) to 2008 (359) and was five times the number admitted in 2003 (71)<sup>56</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>57</sup>.

According to recent analysis by the Government Accountability Office, methadone's growing use for pain management has increased its availability, leading to a rise in associated overdose deaths<sup>58</sup>. Nationally, methadone prescribed for pain management grew nearly eightfold between 1998 and 2006<sup>59</sup>. The number of methadone deaths (131) in Oregon exceeded the number of fatalities linked to illicit substances such as heroin (119), methamphetamine (106), and cocaine (51) in 2008<sup>60</sup>. According to the Oregon State Medical Examiner, deaths related to methadone overdose occurred in chronic pain patients or individuals who obtained the drug illegally rather than those in addiction treatment programs<sup>61</sup>.

### 6. Other 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 found in urban areas.

MDMA (3,4-methylenedioxymethamphetamine), GHB (gamma-hydroxybutyric acid), LSD (lysergic acid diethylamide), and ketamine (ketamine hydrochloride), are generally abused by teenagers and young adults in the HIDTA region. MDMA 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.

Most Oregon law enforcement surveyed report that there is a low to moderate level of MDMA available in their jurisdictions<sup>62</sup>. However, federal sources indicate a high, and possibly increasing, level of MDMA production in Canada, leading to increased distribution of the drug into the United States<sup>63</sup>. MDMA is commonly purchased with other designer drugs at raves, such as ketamine and Foxy Methoxy. Foxy Methoxy (5-methoxy-N, N-diisopropyltryptamine (5-MeO-DIPT)) is sometimes offered with MDMA, LSD, and psilocybin (hallucinogenic mushrooms) and may be combined with other core drugs (cocaine, heroin, marijuana, and methamphetamine). Law enforcement reporting indicates adulteration of MDMA tablets with highly addictive drugs, such as methamphetamine, is rising<sup>64</sup>.

An emerging threat may appear in the form of "BZP", or Benzylpiperazine, a drug with highs similar to Ecstasy which can also expose the user to seizures and psychosis. Law enforcement reports the drug appears to originate in Canada where it is not yet regulated. Authorities have discovered heavy trafficking of BZP along the Canadian border in Washington state, in northern California, and the Portland Metro region<sup>65</sup>.

Psilocybin, the psychoactive ingredient found in certain mushrooms, is another drug that is available and abused in the HIDTA region. Psilocybin mushrooms grow wild in Oregon and are also produced indoors for illicit use in the state. Psilocybin mushrooms are often covered with chocolate to mask their bitter flavor and disguise the mushrooms as candy. The psilocybin produced in the HIDTA region is shipped to destinations throughout the state and worldwide. High school and college students

## Oregon HIDTA Program

are the most common abusers of the drug; with abuse of the drug normally occurring at raves in the HIDTA region and throughout Oregon.

### 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 drug trafficking operations (DTOs) as well as Caucasian independent growers; however, Mexican DTOs generally have been identified as operating the 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. Reporting indicates that one reason for the increase is the involvement of Mexican criminal groups in these operations. In 2008, the Marion County HIDTA/DEA Task Force participated in a multi-agency investigation into a Mexican National marijuana cultivation operation in Yamhill and Tillamook Counties. During the investigation agents seized close to 10,000 marijuana plants from six separate cultivation sites operated by the DTO and located on U.S. Forest Service, Bureau of Land Management, and private timber company lands. Investigators arrested four members of the DTO on federal charges and identified as part of a larger, family run DTO operating throughout Oregon and California.

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

## Oregon HIDTA Program

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.

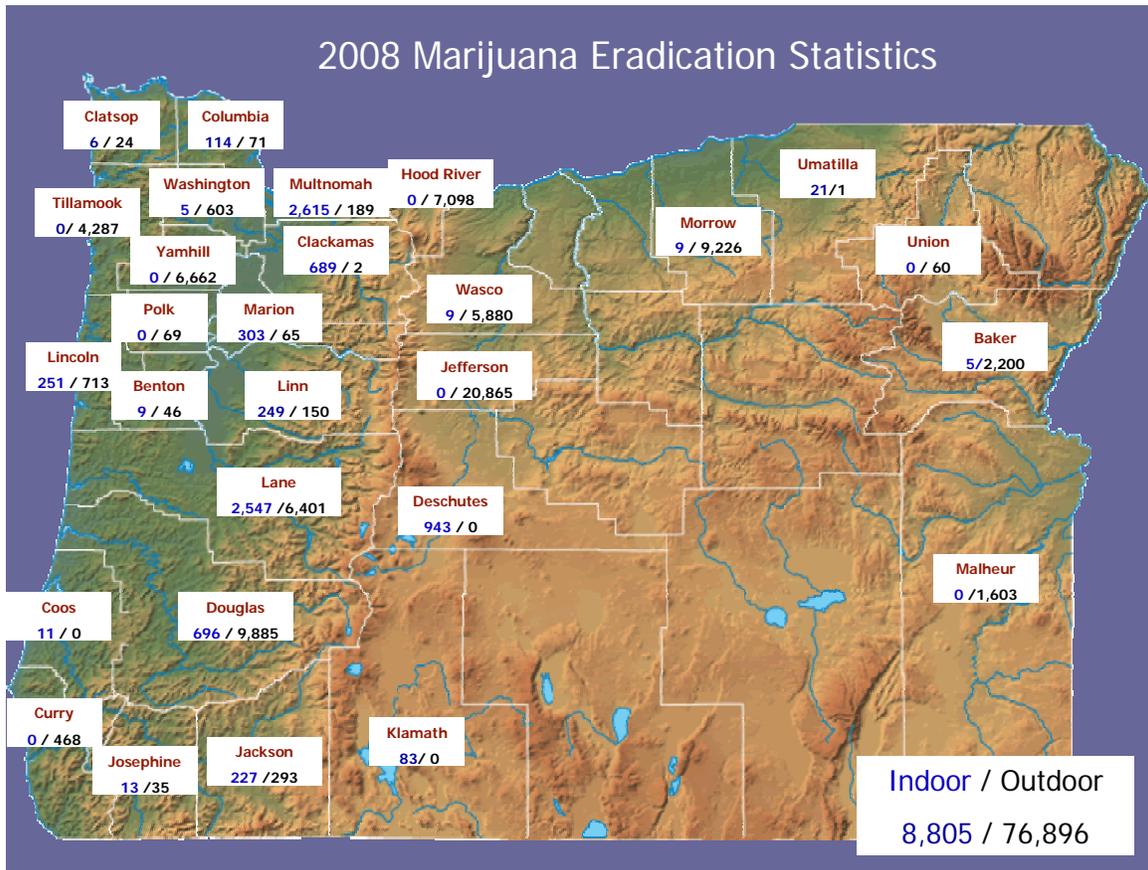
Mexican DTOs generally recruit workers, often illegal aliens, to establish and maintain the cannabis grows. As law enforcement pressure and eradication have intensified, evidence of weapons and counter-surveillance at grow sites has become more prevalent.

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.

The National Drug Intelligence Center (NDIC) reports that indoor cannabis cultivation is most prevalent in western states such as Oregon, Washington and California<sup>66</sup>. A continuing and growing threat is the spread of sophisticated indoor marijuana operations located in upscale suburban neighborhoods and controlled by Asian organized crime. According to the 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>67</sup>. In 2008, more than 17,000 plants were seized as a result of an investigation of Vietnamese Nationals in the Portland Metro area. Recent federal reporting indicates that Asian DTOs and criminal groups have increased indoor grow operations throughout the United States; some Asian DTOs operating in western states such as Oregon and Washington are linked to groups in other states, suggesting a high level of coordination among some groups in marijuana production operations<sup>68</sup>.

The number of marijuana plants seized from indoor and outdoor grow sites decreased by 86 percent in the HIDTA Region from 2007 to 2008 (Appendices, Table 2). Of the 85,701 plants seized in Oregon in 2008, 19 percent (16,537) of the plants were seized in the HIDTA counties. The plants seized during 2008 in the HIDTA region consisted of 5,499 indoor plants and 11,038 outdoor plants. The highest number of indoor plants was seized from Multnomah County (2,615), followed by Deschutes (943), Douglas (696), Clackamas (689), Marion (303), Jackson (227), Umatilla (21), and Washington (5) counties. The highest number of outdoor plants was seized from Douglas County (9,885), followed by Washington (603), Jackson (293), Multnomah (189), Marion (65), Clackamas (2), and Umatilla (1). Deschutes County did not report any outdoor plant seizures in 2008<sup>69</sup>.

Despite a decline in the number of plants seized from outdoor cultivation operations in 2008, the large amount of marijuana seized in the state since 2005 indicates marked expansion by drug trafficking organizations. The rise in seizures between 2005 and 2007 can be primarily attributed to the emergence of large grows operated by Mexican DTOs, specialized training for law enforcement and the addition of committed resources made possible by the National Marijuana Initiative which facilitated more effective investigations. In addition, the U.S. Attorney's Office for the District of Oregon has adopted a proactive approach of targeting large-scale grow operations and partnering with state and local law enforcement agencies in the early stages of investigations. This strategy resulted in the discovery of numerous cultivation sites and the federal prosecution of approximately 40 DTO members and associates in 2007. However, this same tactic may also have had a deterrent effect and could be a factor in the decrease in plant seizures in 2008. Other contributing factors include poor weather conditions which caused a late growing season and limitations on state and local law enforcement resources. Furthermore, there is



evidence that DTOs are altering grow operations, such as using smaller gardens, to make detection more difficult.

Similar to outdoor marijuana eradication trends, seizures from illegal indoor grow operations increased substantially (140%) in Oregon between 2006 and 2007, but fell 46 percent in 2008. The increase is likely due to greater involvement by law enforcement in targeting members of Asian organized crime groups who set up large, sophisticated indoor operations in the state. A possible factor in the decrease of indoor grow seizures may be a resource shift by drug task forces in investigating other types of drug activity.

### 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.

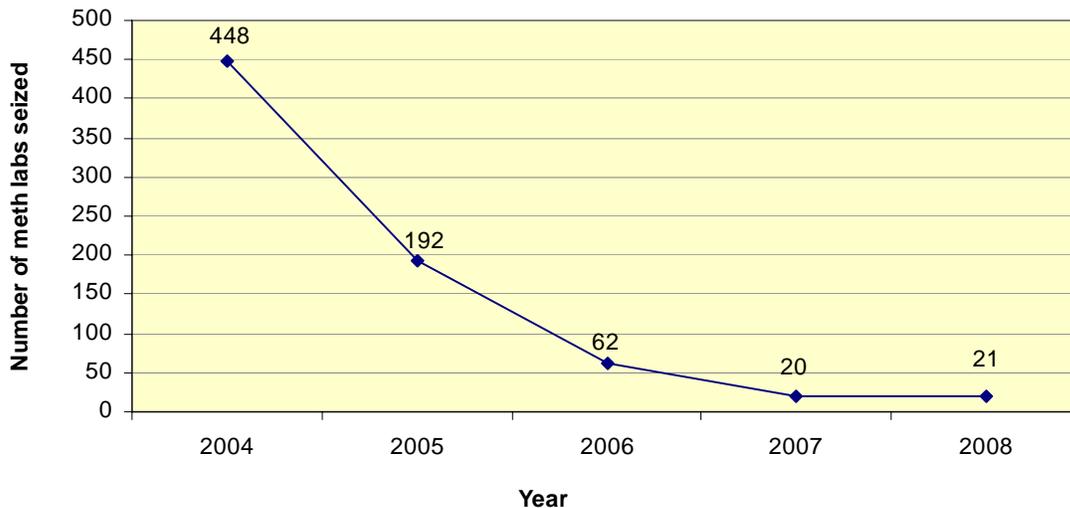
Oregon legislation restricting the availability of pseudoephedrine appears to have reduced the number of methamphetamine labs reported to be operating in the state. Law enforcement authorities seized 21 methamphetamine laboratories in the state in 2008, a 95 percent decrease from the 448 seized in 2004<sup>70</sup>. (Figure 7). The number of reported precursor purchases in Oregon declined 37 percent in the last year and dropped more than 90 percent from 2005 to 2008<sup>71</sup>. While calendar year 2008 data indicates low levels of domestic production statewide, Oregon law enforcement agencies report a high

## Oregon HIDTA Program

level of crystal methamphetamine continues to be available, most of which is imported as finished product from outside the state and from Mexico in the form of crystal methamphetamine or “ice.”<sup>72,73</sup>.

Federal sources suggest that recent ephedrine and pseudoephedrine import restrictions in Mexico contributed to a decline in methamphetamine production in Mexico, reducing flow of the drug into the United States during 2007 and 2008<sup>74</sup>. The Government of Mexico has implemented progressively tighter restrictions on ephedrine and pseudoephedrine imports since 2005, with a total ban on use of both chemicals in 2009<sup>75</sup>.

**Figure 7. Methamphetamine Lab Seizures, Oregon, 2004 - 2008**



Source: Methamphetamine Laboratory Seizures reported to the Oregon Department of Justice, Oregon State Intelligence Network (OSIN), April 2009.

Price reporting indicates that crystal meth continues to be sold at higher prices than in prior years<sup>76</sup>. 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>77</sup>.

Mexican DTOs may be circumventing tighter precursor rules by using alternate methods of production and establishing new sources and transshipment zones in other countries. DEA reports that non-ephedrine-based labs have increased in Mexico since 2006. Additionally, the Government of Mexico reported the seizure of two phenyl-2-propanone super labs in December 2007 that were capable of producing between 1,200 and 5,500 pounds per month<sup>78</sup>.

Mexican DTOs may also be circumventing precursor import and sale restrictions through establishing networks outside of Mexico. Recent reporting indicates Mexican DTOs are gaining a foothold in South America, using countries such as Peru and Argentina as source and transshipment locations for ephedrine and pseudoephedrine shipments destined for methamphetamine labs in Mexico and labs tied to Mexican DTOs operating in South America<sup>79</sup>. Some Mexican DTOs have reportedly transferred production operations into the United States, particularly California, as a way to avoid increased scrutiny and border conflict<sup>80</sup>.

## Oregon HIDTA Program

In August 2008, federal agents seized 134 pounds of crystal meth worth nearly \$5 million from a stash house in Phoenix, Arizona. Individuals arrested during the seizure were linked to a major Mexican drug trafficking organization that smuggled methamphetamine, cocaine and marijuana through Arizona for further dissemination in the United States<sup>81</sup>. In December 2008, DEA agents seized a record 165 pounds of crystal meth worth \$11 million hidden inside a truck stopped in New Jersey. The driver was identified as a member of a Mexican-based drug organization that trafficked illegal drugs into the United States<sup>82</sup>. 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<sup>83</sup>.

Additionally, Asian organized crime continues to expand their involvement in methamphetamine production and distribution. International reporting shows an increase in the illicit manufacture of precursor chemicals and amphetamine-type substances in countries such as China, Indonesia and the Philippines. For example, in February 2008, authorities dismantled a methamphetamine laboratory in the Philippines which was capable of producing one ton of the drug monthly<sup>84</sup>.

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>85</sup>. Information reported by the Royal Canadian Mounted Police reveals that Indo-Canadian crime groups are exerting increasing control over ephedrine smuggling into Canada from India for purposes of methamphetamine production. The groups collaborate, acting as brokers for organized crime networks in China that have connections to methamphetamine labs in British Columbia and Ontario. Canadian pseudoephedrine and ephedrine continue to be intercepted by U.S. and Canadian officials at the northern border but decreased slightly in 2007<sup>86</sup>. Possible factors which may account for the decline include stockpiling of previous shipments, continued undetected smuggling, and diversion of unregulated chemicals to produce finished illicit synthetic drugs.

The combination of tighter controls in Mexico and increased production in Asia may result in more distribution of methamphetamine through Asian organized crime influence from Canada. Federal reporting indicates that since 2006, Asian DTOs operating in Canada have significantly increased the amount of methamphetamine they distribute in the United States<sup>87</sup>.

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. Some methamphetamine cooks may revert to old methods using ingredients which are more readily available. In April 2008, sludge testing positive for P2P was seized from a shipment of methamphetamine being transported by a Mexican DTO from Central California through Oregon<sup>88</sup>. In December 2008, the Regional Organized Crime Narcotics Task Force (ROCN) seized a non-operational P2P methamphetamine lab at a residence in Portland.

Most methamphetamine produced in the state is consumed locally. Locally-produced methamphetamine is manufactured in small-scale laboratories. Slightly over 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 (4), followed by Jackson (3), Multnomah (2), Douglas (1), and Washington (1). Clackamas, Deschutes, and Marion counties reported no seizures in 2008<sup>89</sup>. (Appendices, Table 3).

## Oregon HIDTA Program

### **Designer Drugs**

Designer drugs, including MDMA, GHB, ketamine, and 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 in the past.

### **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.

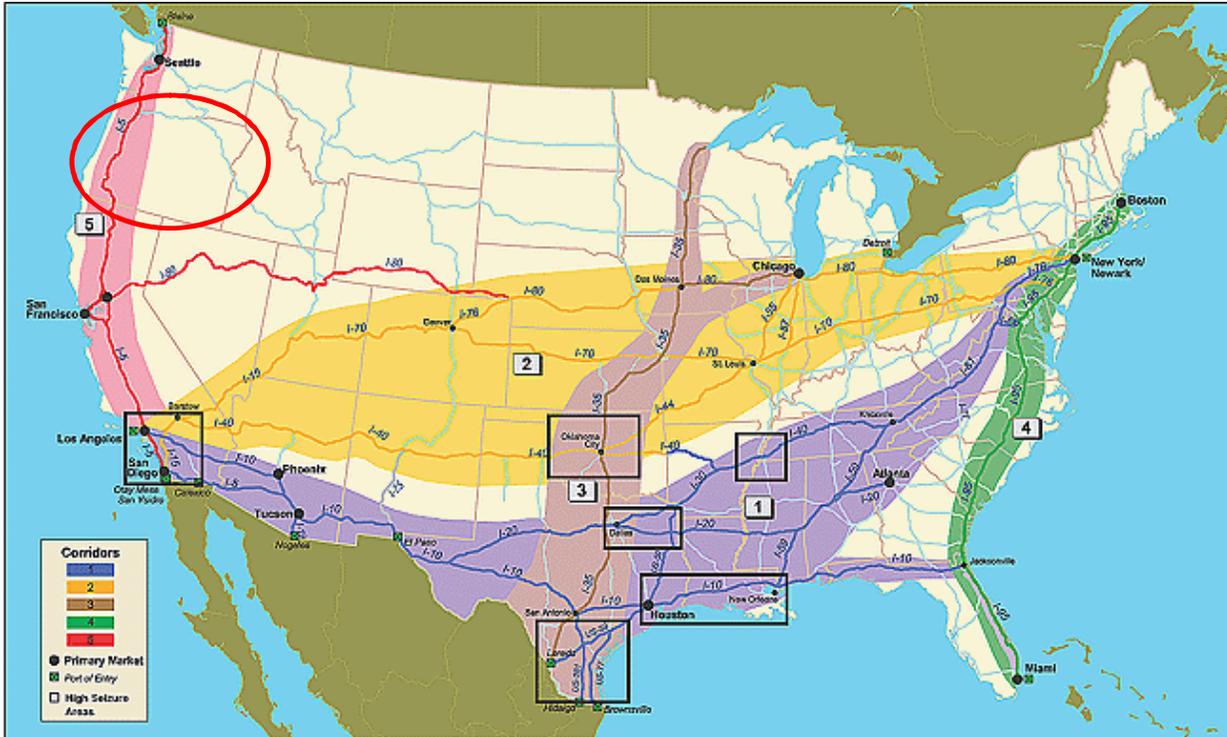
## **IV. TRANSPORTATION**

### **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 Interstate-5 (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

## Oregon HIDTA Program

(PDX), located in Multnomah County, is the largest commercial airport in Oregon and, in 2008, served 14.2 million passengers and 234,668 tons of goods. PDX is a hub for passenger transportation but is also a transshipment point for narcotics smuggling, both domestically and internationally.

The second largest airport in Oregon is the Eugene Airport located in the City of Eugene. The airport is situated along the I-5 corridor and offers over 50 passenger flights a day to and from Portland, Denver, Eugene, Medford, Las Vegas, Los Angeles, Phoenix, Salt Lake City, San Francisco, and Seattle. In addition, the airport also serves private, military and commercial cargo flights. Other major airports in Oregon include the Rogue Valley International-Medford airport located in Medford in Southern Oregon and the Roberts Field Airport located in Redmond in Central Oregon.

## 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* 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. The state has 19 freight railroads which operate on nearly 2,400 miles of rail. In 2007, an estimated 67.8 million tons of freight was moved on Oregon rail. 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

## Oregon HIDTA Program

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 twenty-sixth in the United States in total tonnage, with 14.1 million short tons of cargo being processed through the port's marine terminals in 2008. In addition, the Port of Portland is the largest wheat export port, the third largest volume auto import port, and the sixteenth largest container port in the United States.

### 4. Other

Package delivery services 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.

## Oregon HIDTA Program

### **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.

In early 2008, Marion County HIDTA/DEA Task Force completed a Title III investigation of a Mexican National DTO cell based in Oregon involved in transporting large loads of cocaine and methamphetamine from Mexico. Investigators identified a Mexican National DTO member operating out of Panama who conspired with three Salem area targets to import loads of 500 to 1,000 kilograms of cocaine from Columbia into Mexico for eventual distribution in Oregon, California, Washington and the East Coast of the United States. The investigation resulted in the arrest of 31 suspects and the seizure of 22 kilograms of cocaine, 4 pounds of methamphetamine, 25 firearms and over \$55,000 in cash.

## 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. Federal reporting indicates an apparent rise in the flow of MDMA into the United States largely due to increased production of the drug in Canada. Between 2003 and 2007, MDMA seizures at the U.S.-Canada border increased 900 percent, with most of the seizures occurring along entry points into Washington state<sup>90</sup>. In 2008, the Marion County HIDTA/DEA Task Force investigated a Mexican National DTO involved in importing MDMA from Canada for distribution in Oregon and California. The investigation resulted in a record seizure of 143 pounds of ecstasy and three pounds of pseudoephedrine from a vehicle traveling on Interstate-5 near Wilsonville, Oregon<sup>91</sup>.

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 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 primarily by Mexican DTOs operating in Mexico and to a lesser extent in California and the southwest states, 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, Outlaw Motorcycle Gangs, and increasingly, Asian DTOs, and transported to Oregon. Mexican or crystal meth is the primary form of methamphetamine seized throughout the state. However, production by Caucasian violators, although significantly decreased, continues to be a concern.

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.

## Oregon HIDTA Program

Methamphetamine trafficking is 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 varieties 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 2008, CCITF began an investigation into reports of a proliferation of heroin use and related issues near a large shopping mall in Clackamas County. Investigators identified a well-organized five-member Mexican DTO which delivered illicit drugs to approximately 80 customers daily. The investigation resulted in the conviction and deportation of all five members of the DTO as well as drug and cash seizures.

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,

## Oregon HIDTA Program

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 prevalent. Nearly three-quarters of Oregon law enforcement agencies surveyed report a moderate to high level of cocaine available in their jurisdictions<sup>92</sup>. Oregon State Police reported several sizeable cocaine seizures in 2008, ranging from 20 to 31 kilograms, suggesting a sustained level of availability in the HIDTA region.

Crack cocaine continues to be available, primarily in urban areas of the HIDTA region, such as Portland.

Mexican DTOs are the predominant wholesale distributors of powdered cocaine in Oregon. Mexican DTOs, criminal 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 Mexican DTOs, criminal street gangs and Caucasian DTOs.

### 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 perpetrators of robberies and burglaries of pharmacies in the HIDTA region have targeted oxycodone products. Thieves may abuse the drugs themselves or distribute them to other individuals, including friends and family members.

#### 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

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

## Oregon HIDTA Program

pseudoephedrine, ephedrine, or phenylpropanolamine. It appears, based on a 91 percent reported decline in other precursor purchases in Oregon between 2005 and 2008<sup>93</sup>, and a significant reduction in lab seizures, that local production of methamphetamine has significantly declined. However, local availability of methamphetamine has not decreased.

### 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 suggests an increase in the overall threat concerning these drugs. In 2008, ROCN completed a two-year investigation of a marijuana and ecstasy distribution network which involved several distribution locations in the Portland metropolitan area. Investigation led to a major disruption of the DTO involving seizure of 4,400 ecstasy pills, 45 pounds of marijuana, \$105,953 cash, and the arrest of four DTO members.

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. As in other states, investigators find that local DTOs launder money and utilize the proceeds to acquire goods and property.

According to the National Drug Intelligence Center, an estimated \$33 to \$56 billion in drug proceeds are generated annually from the sale of Canada-produced drugs in the United States, primarily by Asian DTOs, with much of the profit likely smuggled north across the U.S.–Canada border. Furthermore, Mexican and Columbian DTOs generate and launder between \$18 and \$39 billion in wholesale drug proceeds each year, most of which is believed to be smuggled out of the United States at the Southwest Border<sup>94</sup>. Recent analysis of the amount of repatriated U.S. banknotes points to significant bulk cash smuggling occurring along the U.S.-Mexico border<sup>95</sup> with federal reporting indicating a rise in volume due partly to increasingly effective anti-money laundering policies and procedures at U.S. financial institutions<sup>96</sup>.

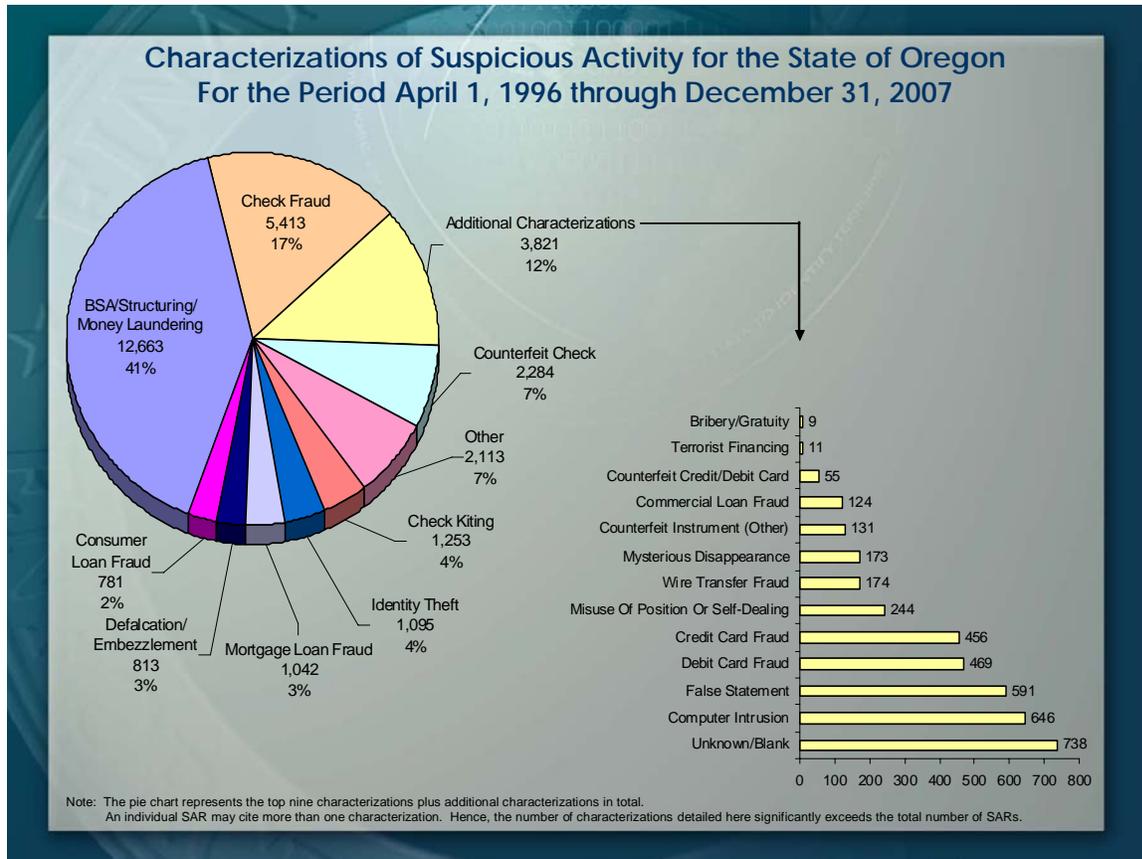
Smuggling bulk cash out of the United States is a well-established laundering method with cash concealed in vehicles, commercial shipments, express packages, and on private aircraft or boats. According to federal sources, bulk cash smuggling is the largest and most significant drug money

## Oregon HIDTA Program

laundering threat facing law enforcement. In November 2008, nearly \$270,000 in cash was seized from a concealed compartment in a vehicle traveling south on Interstate-5 from Vancouver, Washington to San Pedro, California. Through a follow-up investigation, the HIDTA Interdiction Team discovered and seized \$67,000 in cash buried under a residence as well as \$22,000 from a suspect's bank account.

DTOs also use structured money transfers through money remitter services or banks to launder drug proceeds and transfer profits outside of the country. Banks and other depository institutions remain the primary gateway to the U.S. financial system where illegal proceeds can be moved instantly by wire or commingled with legitimate funds<sup>97</sup>. New financial products and technology, such as stored value cards and e-currency, also provide opportunities for DTOs to facilitate cross-border movement of illicit drug proceeds.

Results from the National Drug Threat Survey 2009 indicate the most commonly identified money laundering methods reported by Oregon law enforcement were money services businesses (70%), bulk cash movement (60%) and cash-intensive businesses or front companies (53%). Real-estate and prepaid cards were also cited as methods used by DTOs in Oregon but to a lesser extent<sup>98</sup>.



## Oregon HIDTA Program

According to FINCEN, Oregon ranked 28th in the nation in total Suspicious Activity Report (SAR)<sup>§</sup> filings from April 1, 2006 to December 31, 2007 with the number of SARs reported in Oregon rising 70 percent between 2003 and 2007<sup>99</sup>. The most common filing of suspicious activity by far for Oregon was the category of “Bank Secrecy Act/Structuring/Money Laundering” (41%).

Drug trafficking is unquestionably centered on monetary gain. And, with every investigation, task force investigators evaluate the potential for the seizure of assets obtained as a result of the drug trafficking enterprise. Drug proceeds reported by Oregon HIDTA task forces for 2008 totaled \$141.9 million, three times the amount of proceeds seized in 2005. In 2008, Oregon HIDTA task forces seized \$5 million in drug-related assets, with \$3.2 million seized in cash/currency and \$1.8 million in other assets (e.g., vehicles, firearms).

The IRS and some of the HIDTA initiatives have active investigations into money laundering activities involving Mexican DTOs. For example, in 2007, the Westside Interagency Narcotics (WIN) team began an investigation of a DTO responsible for providing multiple pound quantities of methamphetamine and heroin in the Portland metropolitan area. The organization was composed almost entirely of illegal aliens from Michoacán and Sinaloa Mexico and discovered to launder large sums of money through several local Hispanic businesses. DTO members would use the money wire services to transfer funds into Mexico and California. In May 2008, the now multi-agency investigation resulted in the execution of 17 simultaneous search warrants and the arrests of over 40 suspects, 19 of which were federally indicted. Investigators seized more than 40 pounds of methamphetamine, 1.5 kilograms of cocaine, 4.5 pounds of marijuana, 25 vehicles, 19 firearms, and over \$200,000 in cash.

## 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. Recent economic conditions along with continued high demand and availability may lead to an increase in methamphetamine abuse, as well as other substance abuse. Methamphetamine-related crimes such as identity theft, property and violent crimes will continue to follow the trend of abuse.

Local manufacturing of methamphetamine will remain at low levels 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.

Outdoor production of marijuana controlled by Mexican DTOs is expected to resume expansion within the HIDTA counties as well as the rest of the state. The flow of marijuana from Canada will

---

<sup>§</sup> Suspicious Activity Report (SAR) is filed by depository institutions on transactions or attempted transactions involving at least \$5,000 that the financial institution knows, suspects, or has reason to suspect: involve money derived from illegal activities; are intended or conducted in order to hide or disguise funds or assets derived from illegal activity; are designed to evade Bank Secrecy Act requirements or other financial reporting requirements (structuring); or have no business or apparent lawful purpose.

## Oregon HIDTA Program

continue due to strong demand, a variety of transportation options and high profits with relatively low risk. Additionally, Asian organized crime groups will likely expand indoor marijuana production operations within Oregon as a way to avoid the risks associated with cross-border transport between Canada and the United States.

Exploitation of current Medical Marijuana laws will encourage larger indoor marijuana grow operations, impede law enforcement efforts to investigate illegal marijuana operations, and complicate prosecution efforts. Grow sites will continue to be lucrative targets for armed take-over robberies and burglaries. The potential for violence will rise as medical marijuana growers arm themselves against thieves to protect their product.

Growing perception, especially among young people, that methamphetamine is a stimulant with serious adverse effects may lead to greater demand for cocaine as an alternative.

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.

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

Oregon HIDTA law enforcement investigators have identified one-hundred and forty-five (145) drug trafficking organizations (DTOs) and eight money laundering organizations operating in Oregon during 2008. 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	145
Money Laundering	8

<b>Operational Scope</b>			
International	33	{Dismantled	1
		{Disrupted	7
Local	35	{Dismantled	5
		{Disrupted	8
Multi-State	85	{Dismantled	5
		{Disrupted	27

<b>DTO Characteristics*</b>	
African-American	3
Asian	3
Canadian	2
Caucasian	27
Caucasian American	11
Mexican	54
OMG	3
Black	1
Vietnamese	13
Hispanic	41
Mexican American	5
Laotian	2
Ukrainian	1
Honduran	1
Iranian	1
Cuban	1
Guatemalan	1
Multi-Ethnic	1
Unknown	6

\*DTO categories may have more than one ethnicity assigned.

## 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. NDIC analysts also reviewed the draft version of the 2009 Oregon HIDTA supplemental threat assessment for consistency of information with data presented in the 2009 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 supporting local, multi-state, and in some instances, international cases.

**IX. APPENDICES**

Appendix A. HIDTA Supplemental Report 2009 Tables

Table 1

As of April 1, 2009 Oregon medical marijuana statistics are as follows:

Number of persons currently holding medical marijuana cards:	20,974
Number of persons holding caregiver cards for the above persons:	10,626
Number of Oregon-licensed physicians who have signed applications for medical marijuana cards:	2,906
Number of new applicants for medical marijuana cards between 4/1/08 and 3/31/09:	10,714
Number of renewal applications between 4/1/08 and 3/31/09:	10,590
Number of pending applications on April 1, 2009:	2,794
Number of applications denied between 4/1/08 and 3/31/09:	745

*Reported medical conditions include:*

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

---

Source: Oregon Medical Marijuana Program.

Oregon HIDTA Program

Table 2

Marijuana Plants Seized in HIDTA Counties, 2004-2008										
HIDTA Counties	2004		2005		2006		2007		2008	
	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)	Crop Seizures	Total Plants (In/Outdoor)
Clackamas	22	1,268	6	404 (322/82)	14	255 (77/178)	21	1,507 (1,013/494)	8	691 (689/2)
Deschutes	9	273	21	683 (662/21)	4	95 (95/0)	25	1,164 (1,155/9)	20	943 (943/0)
Douglas	13	179	56	4,337 (452/3,885)	73	2,870 (546/2,324)	73	19,334 (457/18,877)	58	10,581 (696/9,885)
Jackson	13	339	66	26,549 (1,453/25,096)	52	43,860 (204/43,656)	27	54,482 (120/54,362)	21	520 (227/293)
Marion	9	352	14	522 (424/98)	19	642 (556/86)	17	3,251 (268/2,983)	16	368 (303/65)
Multnomah	39	2,118	31	1,740 (1,740/0)	46	2,891 (2,447/444)	86	8,778 (8,527/251)	60	2,804 (2,615/189)
Umatilla	*	*	2	9 (2/7)	17	5,967 <sup>2</sup> (29/5,938)	9	29,064 (17/29,047)	5	22 (21/1)
Washington	3	30	5	105 (3/102)	18	372 (131/241)	13	3,819 (682/3,137)	3	608 (5/603)
<b>HIDTA Total</b>	108	4,559	201	34,349 (5,058/29,291)	243	56,952 (4,085/52,867)	271	121,399 (12,239/109,160)	191	16,537 (5,499/11,038)
<b>Statewide Total</b>	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)	358	85,701 (8,805/76,896)

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

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

Notes:

1. Number of Indoor/Outdoor Plants was not available for 2004 by county.
2. The noteworthy increase in seizures during 2007 was likely the 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.

Source: DEA Domestic Cannabis Eradication/Suppression Program (DCE/SP).

Oregon HIDTA Program

Table 3

<b>Methamphetamine Laboratory Seizures in HIDTA Counties</b>						
<b>Year</b>	<b>2004</b>	<b>2005</b>	<b>2006</b>	<b>2007</b>	<b>2008</b>	<b>% Change (2004-2008)</b>
<b>Statewide</b>	448	192	62	20	21	-95%
<i><b>HIDTA area</b></i>						
<b>Clackamas</b>	24	15	0	1	0	-100%
<b>Deschutes</b>	5	0	0	0	0	-100%
<b>Douglas</b>	11	14	2	0	1	-91%
<b>Jackson</b>	17	6	6	0	3	-82%
<b>Marion</b>	7	11	2	0	0	-100%
<b>Multnomah</b>	138	33	11	3	2	-99%
<b>Umatilla</b>	91	39	3	5	4	-96%
<b>Washington</b>	28	12	8	1	1	-96%

Source: Oregon Department of Justice, Oregon State Intelligence Network.

## **COUNTER-DRUG STRATEGY**

### **X. 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

## Oregon HIDTA Program

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, computer technology and other matters. The success is measured by results, and each initiative is fully accountable for its success or failure in meeting its objectives.

## **XI. MISSION AND VISION 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

### **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:

### **Oregon HIDTA Program Vision Statement**

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 Performance Measurement Program (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.

## **XII. 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 DTOs in the state.

## Oregon HIDTA Program

### **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 drug trafficking organizations (DTOs) 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 Investigative Support Center (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.

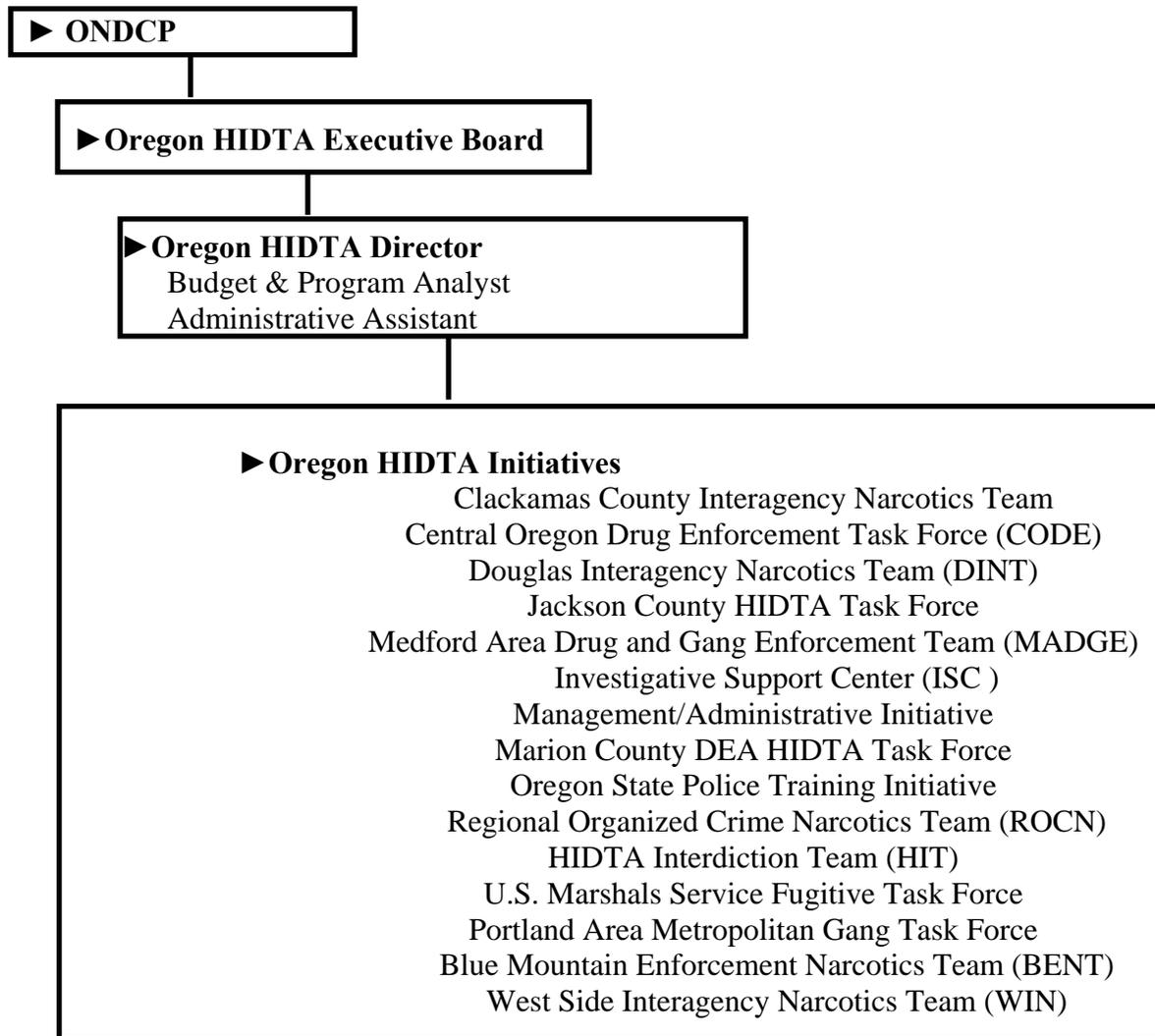
## Oregon HIDTA Program

### Methodology

The methodology used to prepare this Oregon HIDTA Counter Drug Strategy Report of PY 2010 was to evaluate the Oregon HIDTA Threat Assessment Supplemental Report, the National Drug Information 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



Oregon HIDTA Program

**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  
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 - Keith Aller, Special Agent in Charge  
United States Bureau of Land Management (BLM)
- 8 Federal - Colene Domenech , 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
- 13 Local - Craig Roberts, Clackamas County Sheriff  
Clackamas County Sheriff's Office (CCSO)
- 14 State - Donna Maddux, Assistant Attorney General  
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)  
Tim Hartnett, Executive Director  
Comprehensive Options for Drug Abusers (CODA)  
Sean Pritchard, President  
Oregon Narcotics Enforcement Association (ONEA)

Oregon HIDTA Program

**B. List of Participating Agencies**

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

Federal Law Enforcement:	33
State Law Enforcement:	42
Local Law Enforcement:	135
National Guard:	10
Tribal Law Enforcement	1
<b>Total:</b>	<b>211</b>

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

**Federal agencies:**

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  
Canby Police Department  
Central Point Police Department  
Clackamas Community Corrections Division  
Clackamas County District Attorney's Office  
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

Oregon HIDTA Program

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  
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  
Gladstone Police Department  
Jackson County Parole and Probation  
Molalla Police Department  
North Plains Police Department  
Sandy Police Department  
United States Attorney's Office  
United States Forest Service  
United States Postal Service Law Enforcement  
West Linn Police Department

### **XIII. 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 in FY 2010:**

**DTOs to be disrupted/dismantled for 2010 is 44**

**Actual DTOs disrupted/dismantled for 2008 was 49**

**MLOs to be disrupted/dismantled for 2010 is 3**

**Actual MLOs disrupted/dismantled for 2008 was 4**

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

**Targeted Return on Investment for 2010 is \$55.00**

**Actual Return on Investment for 2008 is \$59.26**

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

**Targeted Return on Investment for 2010 is \$2.00**

**Actual Return on Investment for 2008 is \$2.09**

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

**Targeted Return on Investment for 2010 is \$57.00**

**Actual Return on Investment for 2008 is \$55.56**

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

**Targeted value of clandestine methamphetamine labs to be dismantled for 2010 is to be determined.**

**Actual value of clandestine methamphetamine labs dismantled for 2007 is \$286,176.00**

Oregon HIDTA Program

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

<b>EXPECTED CLANDESTINE LABORATORY CASES, 2010</b>	
<b>OUTPUTS</b>	<b>EXPECTED</b>
Methamphetamine Labs Dismantled	9
Lab Dump Sites Seized	2
Chemical/Glassware/Equipment Seized	8
Children Affected	0

**Goal 1 Initiatives**

**A. Enforcement Subsystem**

During PY 2010 The Oregon HIDTA Executive Board and 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 drug trafficking and money laundering organizations (DTOs & 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.

## Oregon HIDTA Program

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**

One of the Oregon HIDTA enforcement initiatives has a HIDTA funded prosecutor attached: Central Oregon Drug Enforcement Task Force in Deschutes County. This prosecutor is cross-designated to bring cases in both federal and state court.

This enhanced prosecution component provides 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 the task force.

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

*Critical sharing of operational information and intelligence has expanded in the Oregon HIDTA region. Three programs were 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 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 share highway enforcement related data on a real-time basis.

The second program to enhance the efficiency of HIDTA participating agencies is the Oregon Terrorism Information Threat Assessment Network (TITAN) Fusion Center. This 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. Participating agencies include the Federal Bureau of Investigations, the Department of Homeland Security, the Oregon Military Department, the Internal Revenue Service, Transportation Security Administration, Salem Police Department, Bureau of Alcohol, Tobacco, Firearms and Explosives, 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

## Oregon HIDTA Program

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. The ISC and the Fusion Center collaborate to produce a package of strategic bulletins that are disseminated weekly. The Fusion Center has MOU's 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 also 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 HIDTA analyst and a full-time Oregon National Guard analyst assigned to the program that helps coordinate complicated marijuana manufacturing cases statewide. This partnership has enhanced the quality and complexity of numerous DTO marijuana cultivation cases in Oregon and the entire west coast region.

Training continues to be a high-priority of the Oregon HIDTA Executive Board. The Oregon HIDTA Program implemented a training initiative in 2004. The Training 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 deconfliction services.

OSIN operates on the Regional Information Sharing System (RISS). 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 the El Paso Intelligence Center (EPIC), the National Drug Pointer Index (NDPIX) and Law Enforcement Intelligence Unit (LEIU).

Using RISS access via a secure intranet, law enforcement agencies are able to make real-time intelligence submissions and inquires 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, specifically since the connection with the WSIN system was completed. In 2008, the combination of access from agencies in

Oregon HIDTA Program

the five western states boosted the total system use of the OSIN system to over 87,000. Investigators submitted 74,003 one-year records, and 3,982 five-year records. In addition, investigators in the WSIN region queried the system 81,231 times, and entered 2,621 tactical deconfliction events.

**Goal 2 Performance Targets**

**A. Number of students expected to be trained by HIDTA by Type of Training for PY 2010 is:**

<b>TRAINING ASSISTANCE TO BE PROVIDED, 2010</b>	
<b>COURSES TO BE OFFERED</b>	<b>EXPECTED</b>
Number of Students for Analytical/Computer Courses	125
Number of Students for Investigative/Interdiction Courses	750
Number of Students for Management/Administrative Courses	40
Hours of Training Provided for Analytical/Computer Courses	1,230
Hours of Training Provided for Investigative/Interdiction Courses	12,500
Hours of Training Provided for Management/Administrative Courses	780

**B. Event and Case De-conflictions Expected to be Submitted for PY 2010**

<b>EVENT AND CASE DE-CONFLICTIONS SUBMITTED, 2009</b>	
<b>OUTPUTS</b>	<b>EXPECTED</b>
Event De-conflictions Submitted	2,000
Case/Subject De-conflictions Submitted	30,000

**C. Number of Cases Expected to be Provided Analytical Support for PY 2010**

<b>CASES PROVIDED ANALYTICAL SUPPORT, 2010</b>	
<b>OUTPUTS</b>	<b>EXPECTED</b>
Cases Provided Analytical Support	525

Oregon HIDTA Program

**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, 2010</b>	
<b>OUTPUTS</b>	<b>EXPECTED</b>
HIDTA Initiative cases referred to other HIDTAs (Enforcement)	55
HIDTA Initiative cases referred to other HIDTAs (Intel)	0
<b>HIDTA Initiative cases referred to other HIDTAs (Total)</b>	<b>55</b>
HIDTA Initiative cases referred to other Agencies (Enforcement)	217
HIDTA Initiative cases referred to other Agencies (Intel)	0
<b>HIDTA Initiative cases referred to other Agencies (Total)</b>	<b>217</b>

**Goal 2 Initiatives**

**A. Intelligence and Information Sharing Initiatives**

**Investigative Support Center**

The Oregon HIDTA/Oregon Department of Justice (ODOJ) Program has one Intelligence and Investigative Support Center (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 the Oregon State Intelligence Network (OSIN), which is a Western States Information Network (WSIN) partner and part of the Regional Information Sharing System Network (RISSNET), 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.

## Oregon HIDTA Program

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, El Paso Intelligence Center (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 300 intelligence products in 2006.
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 RISS, 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.
  - Electronically communicate via secure e-mail.

Oregon HIDTA Program

**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 Special Agent in Charge (Sworn)	1 Position (DOJ funded)
Oregon DOJ Asst. Special Agent in Charge (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.-7)	1 Position (HIDTA funded)
Technical Equipment Specialist	1 Position (ONG funded)
Computer Systems Specialist (I.S.S.-4)	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	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	1 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**

## Oregon HIDTA Program

### **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 the exercise 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.

## **XV. Endnotes**

---

<sup>1</sup> ECONorthwest, "The economic costs of alcohol and drug abuse in Oregon in 2006", January 14, 2008.

<sup>2</sup> DEA Briefs & Backgrounds, Drugs and Drug Abuse, State Factsheets, Oregon, January 2008.

<sup>3</sup> Oregon Department of Corrections, Population Demographics, October 1, 2008.

<sup>4</sup> Oregon State Medical Examiner, Oregon State Police, "Drug Related Deaths 2008."

<sup>5</sup> Data obtained from the Addictions and Mental Health Division, Oregon Department of Human Services, March 2009.

<sup>6</sup> Data obtained from United States Marshal's Service, District of Oregon, March 3, 2009.

<sup>7</sup> U.S. Census Bureau, 2007 American Community Survey, Data Profile Highlights: Oregon, extracted March 2009.

<sup>8</sup> Population Research Center, Portland State University, 2008 Oregon Population Report, extracted March 2009.

<sup>9</sup> National Methamphetamine Threat Assessment 2009, National Drug Intelligence Center.

## Oregon HIDTA Program

- <sup>10</sup> The Economic Cost of Methamphetamine Use in the United States, 2005, RAND, Drug Policy Research Center, 2009.
- <sup>11</sup> National Drug Threat Survey 2009, National Drug Intelligence Center, April 2009.
- <sup>12</sup> Data obtained from the Addiction and Mental Health Division, Oregon Department of Human Services, April 2009.
- <sup>13</sup> Data obtained from Oregon Department of Corrections, April 2009.
- <sup>14</sup> Oregon State Medical Examiner, Oregon State Police, "Drug Related Deaths 2008."
- <sup>15</sup> "Prescription Drugs Tope Oregon Overdose Stats", The Oregonian, April 1, 2009.
- <sup>16</sup> Data obtained from Oregon Department of Corrections, April 2009.
- <sup>17</sup> Data obtained from Oregon Criminal Justice Commission, April 2009.
- <sup>18</sup> Office of National Drug Control Policy, "Drug use drops in Oregon: employer drug tests detect five-year low," July 2006.
- <sup>19</sup> E-mail correspondence, Addiction and Mental Health Division, Oregon Department of Human Services, April 23, 2009.
- <sup>20</sup> Government Accountability Office, "Undercover Tests Reveal Significant Vulnerabilities in DOT's Drug Testing Program, November 1, 2007.
- <sup>21</sup> U.S. Department of Labor, Bureau of Labor Statistics, Local Area Unemployment Statistics, Oregon, website: <http://data.bls.gov>, April 2009.
- <sup>22</sup> Substance Abuse and Mental Health Services Administration,
- <sup>23</sup> Data obtained from the Addictions and Mental Health Division, Oregon Department of Human Services, March 2009.
- <sup>24</sup> Substance Abuse and Mental Health Services Administration, "State Estimates of Substance Use from the 2005-2006 National Surveys on Drug Use and Health", downloaded April 2008.
- <sup>25</sup> National Center on Addiction and Substance Abuse at Columbia University, National Survey of American Attitudes on Substance Abuse XIII: Teens and Parents, August 14, 2008.
- <sup>26</sup> The National Center on Addiction and Substance Abuse at Columbia University, "Non-Medical Marijuana III: Rite of Passage or Russian Roulette?", June 18, 2008.
- <sup>27</sup> Oregon Medical Marijuana Program, Oregon Department of Human Services, data updated April 1, 2009.
- <sup>28</sup> Oregon Department of Justice survey of law enforcement agencies in Oregon, April 2008.
- <sup>29</sup> Data obtained from the Addictions and Mental Health Division, Oregon Department of Human Services, March 2009.
- <sup>30</sup> Ibid.
- <sup>31</sup> Oregon State Medical Examiner, Oregon State Police, "Drug Related Deaths 2008."
- <sup>32</sup> National Drug Threat Survey 2009, National Drug Intelligence Center, April 2009.
- <sup>33</sup> National Drug Threat Assessment 2009, National Drug Intelligence Center.
- <sup>34</sup> Oregon State Medical Examiner, Oregon State Police, "Drug Related Deaths 2008."
- <sup>35</sup> Data obtained from the Substance Abuse and Mental Health Services Administration, Treatment Admissions by Primary Substance Abuse, April 2009.
- <sup>36</sup> Data obtained from the Addictions and Mental Health Division, Oregon Department of Human Services, March 2009.
- <sup>37</sup> National Drug Threat Survey 2009, National Drug Intelligence Center, April 2009.
- <sup>38</sup> U.S. Department of Justice, National Drug Intelligence Center, National Drug Threat Assessment 2009.
- <sup>39</sup> Ibid.
- <sup>40</sup> Oregon Department of Justice survey of law enforcement agencies in Oregon, April 2009.
- <sup>41</sup> "Prescription for Danger: A Report on the Troubling Trend of Prescription and Over-the-Counter Drug Abuse Among the Nation's Teens", Office of National Drug Control Policy, Executive Office of the President, January 2008.
- <sup>42</sup> Data obtained from the Substance Abuse and Mental Health Services Administration, Treatment Admissions by Primary Substance Abuse, April 2009.
- <sup>43</sup> "Online Pharmacies and the Problem of Internet Drug Abuse, DEA Congressional Testimony, June 24, 2008.
- <sup>44</sup> "New Rules Governing Internet Pharmacies Go Into Effect Today", DEA News Release, April 13, 2009.
- <sup>45</sup> The National Center on Addiction and Substance Abuse at Columbia University, "'You've Got Drugs' V: Prescription Drug Pushers on the Internet", July 2008.
- <sup>46</sup> "Online Pharmacies and the Problem of Internet Drug Abuse, DEA Congressional Testimony, June 24, 2008.
- <sup>47</sup> "New Rules Governing Internet Pharmacies Go Into Effect Today", DEA News Release, April 13, 2009.
- <sup>48</sup> "Nearly One-Half of Youths Who Have Ever Misused Prescription Pain Relievers Have Also Used Two Or More Illicit Drugs", Cesar Fax, October 20, 2008.
- <sup>49</sup> The Gulf Coast Addiction Technology Transfer Center, "Trends in the abuse of prescription drugs", November 2006.
- <sup>50</sup> "College Students Say Nonmedical Use of ADHD drugs helps them study", Media Newswire, December, 16, 2008.
- <sup>51</sup> "Survey Shows One in Five Adults Misuse Cognitive Enhancing Drugs", Join Together, October 15, 2008.
- <sup>52</sup> Science Daily, "Stress may lead students to use stimulants", April 11, 2008.
- <sup>53</sup> Pharma Investments, Ventures & Law Weekly, "Non-medical use of prescription medications associated with drug abuse among college students", March 23, 2008.
- <sup>54</sup> Science Daily, "Non-medical use of prescription medications associated with drug abuse among college students", March 4, 2008.

## Oregon HIDTA Program

---

- <sup>55</sup> “Nonmedical Use of Adderall Among Full-time College Students”, Office of Applied Studies, Substance Abuse and Mental Health Services Administration, April 7, 2009.
- <sup>56</sup> Data obtained from the Addictions and Mental Health Division, Oregon Department of Human Services, April 2009.
- <sup>57</sup> Join Together, “Prescription Drugs Blamed for Rising Overdose Deaths”, February 22, 2008.
- <sup>58</sup> “Methadone-associated Overdose Deaths”, Government Accountability Office, March 2009.
- <sup>59</sup> Ibid.
- <sup>60</sup> “State Medical Examiner Reports Drug-Related Deaths Increasing”, Oregon State Police News Release, April 1, 2009.
- <sup>61</sup> Ibid.
- <sup>62</sup> National Drug Threat Survey 2009, National Drug Intelligence Center, April 2009.
- <sup>63</sup> U.S. Department of Justice, National Drug Intelligence Center, National Drug Threat Assessment 2009.
- <sup>64</sup> Ibid.
- <sup>65</sup> “New ‘Club Drug’ in Shape of Cartoon Characters Coming from Canada”, Scripps Howard News Service, March 13, 2009.
- <sup>66</sup> U.S. Department of Justice, National Drug Intelligence Center, National Drug Threat Assessment 2009.
- <sup>67</sup> Oregonlive, “Cartels use suburban homes to grow pot”, September 26, 2006.
- <sup>68</sup> U.S. Department of Justice, National Drug Intelligence Center, National Drug Threat Assessment 2009.
- <sup>69</sup> Data obtained from the DEA Domestic Cannabis Eradication/Suppression Program (DCE/SP), March 2009.
- <sup>70</sup> Methamphetamine laboratory seizures reported to the Oregon Department of Justice, Oregon State Intelligence Network (OSIN), April 2009.
- <sup>71</sup> Ibid.
- <sup>72</sup> National Drug Threat Survey 2009, National Drug Intelligence Center, April 2009.
- <sup>73</sup> U.S. Department of Justice, National Drug Intelligence Center, National Drug Threat Assessment 2009.
- <sup>74</sup> Ibid.
- <sup>75</sup> International Narcotics Control Strategy Report, Bureau of International Narcotics and Law Enforcement Affairs, March 2008.
- <sup>76</sup> Oregon Department of Justice Threat Assessment Survey, April 2009.
- <sup>77</sup> U.S. Department of Justice, National Drug Intelligence Center, National Drug Threat Assessment 2008.
- <sup>78</sup> U.S. Department of Justice, National Drug Intelligence Center, National Drug Threat Assessment 2009.
- <sup>79</sup> International Narcotics Control Board, 2008 Report, February 19, 2009.
- <sup>80</sup> U.S. Department of Justice, National Drug Intelligence Center, National Drug Threat Assessment 2009.
- <sup>81</sup> “DEA and Local Law Enforcement Seize Over 134 Pounds of ‘Ice’ Methamphetamine”, DEA News Release, August 22, 2008.
- <sup>82</sup> “DEA Nets Largest Meth Seizure Ever In New Jersey”, DEA News Release, December 2, 2008.
- <sup>83</sup> U.S. Department of Justice, National Drug Intelligence Center, National Methamphetamine Threat Assessment 2008, December 2007.
- <sup>84</sup> International Narcotics Control Board, 2008 Report, February 19, 2009.
- <sup>85</sup> “Drug Situation in Canada – 2007”, Royal Canadian Mounted Police.
- <sup>86</sup> Ibid.
- <sup>87</sup> U.S. Department of Justice, National Drug Intelligence Center, National Drug Threat Assessment 2009.
- <sup>88</sup> Westside Interagency Narcotics Team information, April, 2008.
- <sup>89</sup> Methamphetamine laboratory seizures reported to the Oregon Department of Justice, Oregon State Intelligence Network (OSIN), April 2008.
- <sup>90</sup> U.S. Department of Justice, National Drug Intelligence Center, National Drug Threat Assessment 2009.
- <sup>91</sup> “OSP Traffic Stop Leads to Seizure of 143 lbs. of Ecstasy - Interstate 5 near Wilsonville “, Oregon State Police News Release, November 12, 2008.
- <sup>92</sup> National Drug Threat Survey 2009, National Drug Intelligence Center, April 2009.
- <sup>93</sup> Oregon Department of Justice, April 2009.
- <sup>94</sup> U.S. Department of Justice, National Drug Intelligence Center, National Drug Threat Assessment 2009.
- <sup>95</sup> Ibid.
- <sup>96</sup> 2007 National Money Laundering Strategy, Appendix A. U.S. Money Laundering Threat Assessment.
- <sup>97</sup> Ibid.
- <sup>98</sup> National Drug Threat Survey 2009, National Drug Intelligence Center, April 2009.
- <sup>99</sup> Suspicious Activity Report Filings by States and Territories, April 1, 2006 through December 31, 2007. Extracted from FINCEN, April 2009.