



INDIAN COUNTRY DRUG THREAT ASSESSMENT



NATIONAL DRUG INTELLIGENCE CENTER
U.S. DEPARTMENT OF JUSTICE



2008

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TABLE OF CONTENTS

Preface	1
Key Findings.....	1
Methodology.....	2
Indian Country Overview	3
Drug Threat Overview	4
Drug Trafficking Organizations	5
Production	6
Transportation	6
Distribution	7
Abuse	7
Drug Related Crime.....	9
Outlook	11
Intelligence Gaps	11
Regional Perspectives.....	15
Pacific OCDETF Region	15
Southwest OCDETF Region	19
West Central OCDETF Region	22
Great Lakes OCDETF Region	25
New England OCDETF Region	28
Florida/Caribbean OCDETF Region	31
New York/New Jersey OCDETF Region	34
Southeast OCDETF Region	38
APPENDIX A.	
Organized Crime Drug Enforcement Task Force Regions	41
APPENDIX B.	
U.S. Census Bureau Definitions.....	42
APPENDIX C.	
Policing and Law Enforcement in Indian Country.....	43
APPENDIX D.	
Native Americans Committed to Federal Bureau of Prisons	47
APPENDIX E.	
Maps of U.S. Federally Recognized Reservations by Region	49
APPENDIX F.	
Federally Recognized Reservations Covered by Project Interviews	55
Sources	57



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PREFACE

At the request of the Law Enforcement Task Force of the Indian Affairs Executive Working Group of the White House Domestic Policy Council; the Office of National Drug Control Policy (ONDCP); and the U.S. Department of Justice, Office of Tribal Justice (OTJ), the National Drug Intelligence Center (NDIC) has produced the *Indian Country Drug Threat Assessment 2008*. This report is intended to provide policymakers; federal, state, and tribal law enforcement officials; and resource planners with strategic intelligence regarding drug trafficking and abuse in Indian Country.

The *Indian Country Drug Threat Assessment 2008* is a comprehensive, strategic assessment of the threat posed to Native American communities by drug trafficking organizations (DTOs), criminal groups, and gangs and the illicit drugs they distribute on reservations throughout the United States. This report examines the operations, capabilities, and vulnerabilities of drug traffickers who exploit Indian Country and the difficulties faced by federal, state, and tribal law enforcement officials in combating drug trafficking in Native American communities. It also identifies drug abuse patterns and trends most common to Indian Country, highlighting the illicit drugs posing the greatest threat to Native Americans in the United States. This assessment provides a national-level perspective of the drug-related problems facing reservations throughout the country. It also provides a more particularized regional perspective of the drug-related issues that law enforcement, public health, and tribal officials confront in Native American communities; for this purpose, regions are delineated along Organized Crime Drug Enforcement Task Force (OCDETF) regional boundaries.¹

1. See Appendix A, Map 1 for regional delineation—no federally recognized reservations exist within the Mid-Atlantic OCDETF Region.

KEY FINDINGS

- The illicit drug threat to Indian Country varies geographically across Native American communities. Overall, marijuana is the most widely available illicit drug on reservations. Ice methamphetamine, powder and crack cocaine, diverted pharmaceuticals, heroin, and MDMA also are available and abused at various levels on reservations throughout the United States.
- Most illicit drugs available throughout Indian Country are transported to reservations by Native American criminal groups and independent dealers who travel to nearby cities to purchase illicit drugs, primarily from Mexican DTOs and criminal groups, for distribution in their home communities.
- Mexican DTOs are the principal wholesale suppliers and producers of illicit drugs available to reservations throughout Indian Country and pose the greatest organizational threat to Native American communities across the United States. Mexican DTOs typically supply Native American traffickers with illicit drugs for distribution on their reservations. Mexican DTOs also smuggle marijuana, cocaine, methamphetamine, and heroin from Mexico into the United States through reservations that border Mexico.
- Canada-based Asian DTOs also pose an organizational threat to Indian Country, particularly to reservations near the U.S.–Canada border. These traffickers smuggle high-potency Canadian marijuana and MDMA through northern reservations along or near the U.S.–Canada border.
- Native American DTOs and criminal groups are the principal retail-level distributors of illicit drugs on reservations. African American and Caucasian criminal groups and independent dealers also engage in varying levels of drug distribution throughout Indian Country.



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- National and local street gangs are increasingly distributing retail-level quantities of illicit drugs on reservations; they also are committing a host of gang-related criminal activities in Native American communities to facilitate their distribution operations, including intimidation, assault, and burglary.
- Drug production in Indian Country is limited; however, Mexican DTOs are suspected of producing marijuana from cannabis cultivated at outdoor grow sites in remote locations on many reservations, particularly those in the Pacific Region. Additionally, African American criminal groups convert powder cocaine to crack cocaine on some reservations.
- Native American substance abuse levels are higher than those for any other demographic group. American Indians and Alaska Natives are more likely than any other racial group to report past year drug abuse, according to the National Survey on Drug Use and Health (NSDUH).
- The diversion of pharmaceutical drugs is an increasing concern of law enforcement on some reservations in Indian Country.
- The widespread availability and abuse of illicit drugs coupled with the formidable smuggling, transportation, and distribution operations of multiple criminal groups and gangs operating in Indian Country contribute to a wide range of violent and property crime. Drug traffickers generally engage in violent and property crimes to facilitate their drug trafficking operations. Native American abusers typically commit property crimes to support their addiction.

METHODOLOGY

At the request of the Law Enforcement Task Force of the Indian Affairs Executive Working Group of the White House Domestic Policy Council; the Office of National Drug Control Policy; and the U.S. Department of Justice, Office of Tribal Justice, the National Drug Intelligence Center has produced the *Indian Country Drug Threat Assessment 2008*. The purpose of the report is to provide a comprehensive, strategic assessment

of the threat posed to Native American communities by DTOs, criminal groups, and gangs and the illicit drugs they distribute on reservations throughout the United States.

Under agreement with the tasking officials for this report, only Native American reservations in the contiguous 48 states of the United States were studied. In order to assess the current drug situation in Indian Country, NDIC intelligence analysts collected information from 80 reservations throughout the country. The sampling of reservations (80 out of 330 that exist in the United States) was determined under the following criteria:

1. Reservations that share a border with either Canada or Mexico.
2. Reservations within 100 to 200 miles of the border with Canada or Mexico.
3. Reservations identified through federal investigations as being significantly affected by drugs and criminal activity.
4. Reservations bordering major metropolitan areas that serve as drug transshipment areas.
5. Reservations with considerable tourist industries or natural resources.

Sources of information for this report include personal interviews with federal, state, and tribal law enforcement officials by NDIC intelligence analysts; NDIC Field Program Specialist (FPS) Intelligence Reports (IRs); federal, state, and tribal law enforcement reporting; intelligence community reporting; open-source reporting; and data provided by numerous agencies, including the Bureau of Indian Affairs (BIA),² the Drug Enforcement Administration (DEA), the Federal Bureau of Investigation (FBI) Safe Trails Task Forces (STTFs), and Indian Health Service (IHS). (Please see [Sources](#) for complete listing.)

2. The Bureau of Indian Affairs (BIA) is responsible for the administration and management of 55.7 million acres of land held in trust by the United States for American Indians, Indian tribes, and Alaska Natives. These lands include those that are individually owned, federally owned, and owned and held in trust status.

INDIAN COUNTRY OVERVIEW

Approximately 55.7 million acres of land in the United States are held in trust by the U.S. Government for American Indians, Indian Tribes, and Alaska Natives. These lands, collectively referred to as “Indian Country,” are under the administration, management, and oversight of the BIA. Indian Country includes over 300 federally recognized reservations, upon which nearly 945,000 individuals reside. (See Table 1.) A majority of these individuals reside on reservations in Arizona, New Mexico, Washington, Montana, and South Dakota. (See Table 2 on page 4.) Approximately 55 percent of individuals residing on federally recognized reservations identified themselves as Native American or Alaskan Native during the last U.S. Census. (See Table 1.)

Indian Country constitutes less than 3 percent of the land area of the United States. (See Table 1.) It consists of vast tracts of land, often in geographically remote areas of the United States. Consequently, residents of Indian Country, who make up a very small segment of the overall population of the United States, are often isolated, and the societal problems that confront them, including drug abuse, are not as visible as those faced by residents of urban, suburban, and most rural areas of the country. Moreover, the remote and vast geographic nature of Indian Country impedes the efficient provision of public services, such as employment counseling, behavioral and health services, drug dependency treatment, and public safety programs.

The vast land area of Indian Country also creates considerable challenges for law enforcement officials in Native American communities. Law enforcement agencies generally cover thousands of square miles on reservations, often with limited

Table 1. Population, Land Area, and Socioeconomic Status of Federally Recognized Reservations in the U.S. and by OCDETF Region

	Population	Total Area (Square Miles)	Per Capita Income	Below Poverty Level	Unemployment Rate
United States	281,421,906	3,794,083.06	\$21,587	12.4%	5.8%
Federally Recognized Reservations	944,317*	112,637.29	\$12,452	28.4%	13.6%
Florida/Caribbean OCDETF Region**	2,939	269.59	\$15,675	16.0%	9.0%
Great Lakes OCDETF Region	105,644	5,691.48	\$13,843-\$19,867	13.1-22.4%	6.5-11.1%
New England OCDETF Region	2,514	330.58	\$10,831-\$27,261	4.2-31.6%	4.1-18.1%
New York/New Jersey OCDETF Region	15,106	135.40	\$12,930	21.3%	9.4%
Pacific OCDETF Region	215,117	12,288.83	\$11,090-\$19,767	16.4-25.0%	11.0-14.2%
Southeast OCDETF Region	14,507	119.13	\$6,729-\$18,210	13.9-58.9%	5.8-26.6%
Southwest OCDETF Region	415,368	47,077.93	\$7,642-\$19,767	13.2-43.5%	5.6-22.9%
West Central OCDETF Region	223,382	47,572.59	\$8,480-\$17,391	13.7-42.3%	5.5-18.3%

Source: U.S. Census Bureau, 2000.

*Fifty-five percent of this number, or approximately 519,000, are Native Americans.

Note: The U.S. Census Bureau calculates the per capita income, poverty level, and unemployment rate for all Indian reservations in each state. Reservations in OCDETF regions are reported as ranges from the lowest to the highest state figures for that region.

**There are no federally recognized reservations in the Mid-Atlantic OCDETF Region.



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Table 2. States With the Highest Number of Individuals Residing on Reservations in the Continental United States

State	Population on Reservation
1. Arizona	179,064
2. New Mexico	138,839
3. Washington	116,827
4. Montana	63,616
5. South Dakota	59,355

Source: U.S. Census Bureau, 2000.

personnel and equipment. For example, BIA had fewer than 10 certified drug investigators to cover all of Indian Country during 2007. Moreover, a limited number of correctional facilities in Indian Country to house juvenile and adult offenders poses manpower and public safety issues to Native American communities, since law enforcement officials must often travel great distances to commit offenders to correctional facilities, sometimes leaving their communities with limited or no police services. (See [Appendix C](#) for further discussion regarding policing and law enforcement in Indian Country.)

High levels of unemployment and poverty are prevalent throughout Indian Country and contribute to Native American communities' susceptibility to substance abuse and exploitation by drug traffickers. Unemployment on reservations in Indian Country (13.6%) is more than twice as high as the national rate (5.8%). (See [Table 1 on page 3.](#)) High unemployment is due, in large part, to the limited availability of employment opportunities on reservations. Most Native Americans who are employed work in low-paying jobs with area retailers; social, health, and human services agencies; and tribal offices. The average poverty level on federally recognized reservations (28.4%) is more than double the national poverty level (12.4%) Reservations in the Southeast, Southwest, and West Central Regions have the highest reported poverty levels, while reservations in the New England Region (specifically, in Massachusetts and Connecticut) have the lowest. (See [Table 1 on page 3.](#))³

3. See [Appendix B](#) for U.S. Census Bureau definitions.

DRUG THREAT OVERVIEW

The illicit drug threat to Indian Country varies geographically across Native American communities. (See [Regional Perspectives](#) section, beginning on page 15, for regional variations.) Overall, marijuana is the most widely available illicit drug on reservations throughout the United States. Ice methamphetamine, powder and crack cocaine, diverted pharmaceuticals, heroin, and MDMA are also available to varying degrees on reservations throughout the nation. Drug production in Indian Country is limited. Traffickers transport most illicit drugs available on reservations from nearby cities; they also smuggle illicit drugs from Canada to reservations adjacent to the U.S.–Canada border and from Mexico to reservations adjacent to the U.S.–Mexico border. However, cannabis is cultivated by Mexican DTOs on a number of reservations, particularly those located in the Pacific Region, and methamphetamine is reportedly produced by abusers in personal use quantities on some reservations. Additionally, limited quantities of crack cocaine are converted from powder cocaine by African American criminal groups on some reservations, particularly those in the Southeast and Florida/Caribbean Regions.

Mexican DTOs and criminal groups are the primary significant transporters, wholesale distributors, and producers of illicit drugs in Indian Country, mirroring current national-level trends. These organizations vary in their operational sophistication and areas of operation. Canada-based Asian DTOs smuggle high-potency Canadian marijuana and MDMA into and through reservations, primarily those along the U.S.–Canada border. Various other traffickers, including Native American DTOs and criminal groups; African American and Caucasian criminal groups, street gangs, and independent dealers; and outlaw motorcycle gangs (OMGs) also transport and distribute illicit drugs throughout Indian Country.

Drug Trafficking Organizations, Criminal Groups, and Gangs

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

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

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

DRUG TRAFFICKING ORGANIZATIONS

Mexican DTOs are the principal suppliers of most illicit drugs available on reservations throughout Indian Country, as is true throughout the nation. Mexican DTOs pose the greatest organizational threat to Indian Country. They supply wholesale and midlevel quantities of cocaine, marijuana, ice methamphetamine, and heroin to traffickers who distribute the drugs on reservations in many areas of Indian Country.

Mexican DTOs are suspected to be the primary cultivators of marijuana on reservations in Indian Country. Mexican DTOs cultivate cannabis at outdoor grow sites on reservations, primarily in the Pacific and West Central Regions. Significant grow operations have been discovered on reservations in California and Washington.

Canada-based Asian DTOs smuggle high-potency Canadian marijuana and MDMA into the United States through Native American reservations, primarily in the New York/New Jersey and Pacific OCEDEF Regions. Canada-based Asian DTOs, particularly Vietnamese DTOs, reportedly smuggle high-potency Canadian marijuana and MDMA onto and through reservations adjacent to the U.S.–Canada border for distribution on reservations and in drug markets throughout the United States.

Native American criminal groups are actively engaged in drug trafficking on reservations throughout the country. Native American criminal groups transport and distribute wholesale quantities of marijuana, cocaine, and MDMA and lesser quantities of crack cocaine, and heroin.

Native American DTOs, criminal groups, and independent traffickers are the principal retail-level distributors of illicit drugs on reservations. Most retail drug distribution on reservations throughout the country is conducted by Native American traffickers. They generally travel to urban areas near reservations to acquire illicit drugs for distribution to Native American abusers.

African American criminal groups maintain varying levels of operation on reservations throughout the country; however, they dominate cocaine trafficking on reservations in the Florida/Caribbean Region. African American criminal groups routinely distribute illicit drugs, particularly powder and crack cocaine, on reservations and to other traffickers who supply abusers in Native American communities. The extent of their trafficking activities varies widely by reservation; however, law enforcement reporting reveals that they control most facets of cocaine trafficking on reservations in the Southeast and Florida/Caribbean Regions.

Members of various national and local street gangs distribute illicit drugs at the retail level throughout Indian Country. While many of these gangs claim affiliation with national gang structures such as Bloods and Crips, the majority are hybrid



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gang structures that have little or no affiliation with the national gang other than the names, symbolism, and representing style. Some national-level street gangs⁴ use members to distribute retail-level quantities of marijuana, powder and crack cocaine, heroin, methamphetamine, MDMA, and diverted pharmaceuticals on reservations throughout the country; local street gangs⁵ also distribute these drugs within Native American communities.

Gang members who distribute illicit drugs on reservations are exposing certain members of Native American communities to gang culture. Some Native Americans have formed relationships with nontribal street gang members who distribute illicit drugs within their communities. As a result, an emulation of urban-based gang behavior is occurring in many tribal communities, including style of dress, body markings, and other manifestations of gang behavior.

Drug trafficking organizations, criminal groups, and gangs use a variety of methods to communicate and facilitate their drug trafficking operations. The use of communication devices is vital to drug trafficking groups in order to maintain their day-to-day operations. Drug trafficking groups, criminal groups, and gangs in some regions of Indian Country use various communication devices, including cell phones, disposable telephones, land lines, and trac phones where such service is available, to increase the security of their communication. Some criminal groups use more sophisticated methods, including electronic mail correspondence, Internet chat rooms, and text messaging, while others prefer the reliability of person-to-person communication.

4. National-level gangs generally are highly structured, have a large number of members, and have ties to transnational criminal and drug trafficking organizations. They generally maintain loyal subgroups, commonly referred to as chapters or sets, located in communities in multiple states throughout the country.

5. A local street gang is one whose members develop in local communities but identify with nationally affiliated gangs through the use of traditional gang tattoos, signs, and colors; local street gangs typically have little or no actual affiliation to the national gang other than identifying with them by name.

PRODUCTION

Minimal drug production occurs on reservations throughout Indian Country. Drug production on reservations is limited because of the ready supply of drugs that typically is available in cities near reservations and, in the case of reservations adjacent to the U.S.–Mexico and U.S.–Canada borders, the ready supply of illicit drugs from Mexico and Canada. Nonetheless, limited drug production does occur throughout Indian Country. Cannabis is cultivated by traffickers, mainly Mexican DTOs, at remote outdoor grow sites on a number of reservations, particularly those in the Pacific Region. Small methamphetamine laboratories occasionally surface in Indian Country, but they are not common. Most methamphetamine laboratories seized over the past several years were operated by abusers and were capable of producing only personal use quantities of the drug. Limited quantities of crack cocaine are converted from powder cocaine by African American traffickers on some reservations, particularly on those located in the Southeast and Florida/Caribbean Regions.

TRANSPORTATION

Native American traffickers transport most illicit drugs available in Native American communities to reservations from major drug markets. Native American traffickers are the primary transporters of illicit drugs to reservations throughout the United States; they principally travel by private vehicle to urban areas near reservations or to reservations located along international borders to obtain illicit drugs from various DTOs, criminal groups, and gangs. In some instances tribal members from remote or isolated reservations travel great distances to obtain drugs for distribution within their communities.

Wholesale drug traffickers frequently smuggle large quantities of illicit drugs from source countries into the United States through reservations. Mexican DTOs smuggle significant quantities of marijuana, cocaine, methamphetamine, and heroin from Mexico into the United States through reservations along the U.S.–Mexico border. Canada-based

Asian DTOs, particularly Vietnamese DTOs, and members of outlaw motorcycle gangs smuggle high-potency Canadian marijuana and MDMA onto and through reservations adjacent to the U.S.–Canada border.

Most illicit drugs smuggled by traffickers from Canada and Mexico into and through reservations are destined for major drug markets throughout the United States; however, some are abused on the reservations. High-potency Canadian marijuana and MDMA smuggled by Canada-based traffickers through reservations near the U.S.–Canada border are often destined for drug markets throughout the United States. Likewise, marijuana, cocaine, methamphetamine and heroin smuggled by Mexican DTOs through reservations near the U.S.–Mexico border are generally destined for drug markets throughout the country.

DISTRIBUTION

Mexican DTOs and criminal groups control the distribution of most illicit drugs available on reservations throughout Indian Country. Mexican DTOs and criminal groups dominate the wholesale distribution of illicit drugs available on reservations throughout much of Indian Country. These DTOs typically supply Native American and non-Native American drug traffickers with midlevel and retail quantities of Mexican marijuana, cocaine, heroin, and methamphetamine for distribution on reservations. Wholesale quantities of marijuana are commonly seized on reservations in the Southwest Region because of their proximity to the Southwest Border and wholesale suppliers in the region. Lesser quantities of marijuana, including gram, ounce, and kilogram quantities, are customarily seized on most other reservations.

Native American and independent traffickers are the primary retail-level distributors within Native American communities. Cocaine is frequently distributed in gram, ounce, and pound quantities by tribal members and independent traffickers. Smaller quantities of heroin, methamphetamine, and diverted pharmaceutical drugs are distributed by tribal members and independent

traffickers on most reservations; however, larger quantities of these drugs are generally available on reservations in the Southwest.

Traffickers frequently use stash houses on reservations to facilitate drug trafficking activities. Stash houses are frequently used by Mexican, African American, Caucasian, and Native American drug traffickers on many reservations to offload and store wholesale drug shipments pending distribution to locations within and outside Indian Country. Traffickers generally use residences and/or outbuildings as stash locations to conceal or repackage illicit drug loads.

Retail-level drug distribution on reservations frequently takes place in casinos, hotels, and parking lots, and during special events. Casinos, hotels, and parking lots on reservations are commonly used by traffickers as retail distribution sites; retail-level distributors use these sites to supply cocaine, marijuana, and diverted pharmaceuticals to Native American abusers as well as tourists who visit Indian casinos and hotels. Illicit drug distribution also commonly occurs during special tribal events and social gatherings such as fairs, music concerts, Native Days, Pow-Wow Circuits, rodeos, motorcycle rallies, and Sun Dances.

ABUSE

Marijuana is the most readily available and widely abused illicit drug on reservations;⁶ it is

6. Reservation-specific drug abuse data are difficult to assess because standardized reporting on abuse specific to reservations is either substandard or not reported at all. Additionally, Native Americans residing on reservations seek treatment for abuse at private or public treatment facilities where treatment admission data do not identify their reservation status. Nonetheless, national data sets such as the Substance Abuse and Mental Health Services Administration (SAMHSA) Treatment Episode Data Set (TEDS) and the National Survey on Drug Use and Health (NSDUH) do provide some overall insight into abuse disorders among those individuals identifying themselves as American Indian. While these data are less than optimal, since they do not identify abuse specific to reservations, they do provide a general perspective on the abuse patterns present among Native Americans overall. Consequently, the data indicate a wide pattern of abuse that varies by region based on the availability of drugs, with marijuana being widely reported as a drug of abuse in all regions.



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Table 3. Percentage of Primary Illicit Drug Mentions Reported by American Indians at Time of Admission, 2002–2006

Substance	2002	2003	2004	2005	2006
Marijuana	38.0	38.6	38.2	37.9	37.9
Methamphetamine	12.6	13.6	14.1	15.8	17.4
Cocaine	14.4	16.2	15.3	14.9	14.5
Pharmaceuticals	9.2	10.2	10.6	10.4	7.8
Heroin	6.6	7.3	5.4	5.0	4.7

Source: Treatment Episode Data 2002–2006.
 Note: Data for Alaska and Hawaii are excluded.

also the primary illicit drug for which Native Americans seek treatment, according to the latest data available from the Treatment Episode Data Set (TEDS). Additionally, current data from IHS reveal that marijuana is the most common illicit drug for which Native Americans seek treatment at IHS facilities. In fact, over the past 5 years, the number of Native Americans seeking treatment for marijuana abuse at IHS facilities increased overall from 1,119 in 2003 to 2,147 in 2007. The prevalence of methamphetamine abuse varies across reservations throughout the country; however, TEDS and IHS data reveal that methamphetamine is the second most frequently mentioned drug among Native Americans in drug-related treatment admissions.

Cocaine and diverted pharmaceutical abuse also is prevalent throughout Indian Country; the drugs account for a significant number of drug-related treatment admissions. Heroin abuse in Indian Country appears to be relatively low; treatment admissions for heroin abuse are well below those for other illicit drugs. (See Tables 3 and 4 and Table 5 on page 9.)

Illicit drugs are widely abused by Native Americans, more so than by any other population group. According to the NSDUH, the abuse of illicit drugs is more prevalent among Native Americans than any other population group. The latest available NSDUH data reveal that between 2002 and 2005 American Indians and Alaska Natives were more likely than members of other racial groups to report past year illicit drug use. During this time frame, approximately 18.4 percent of American Indians and Alaska Natives⁷ aged 12 and older reported past year illicit drug use disorders versus 14.6 percent for members of other racial groups.

American Indians are increasingly abusing methamphetamine. According to TEDS data, methamphetamine-related treatment admissions increased over 60 percent between 2002 and 2006, the latest year for which such data are available. (See Table 4.) Moreover, the number of American Indians and Alaska Natives seeking treatment at

7. Data for Alaska Natives could not be excluded from this data set.

Table 4. Number of Illicit Drug Mentions by American Indians at Time of Treatment Admission, 2002–2006

Drug	2002	2003	2004	2005	2006	Percent Change 2002–2006
Cocaine	5,181	5,546	5,671	5,987	6,093	17.6
Heroin	2,375	2,486	2,008	1,985	1,997	-15.9
Marijuana	13,704	13,249	14,168	15,200	15,959	16.5
Methamphetamine	4,550	4,666	5,226	6,347	7,308	60.6
Pharmaceuticals*	3,326	3,513	3,932	4,159	3,294	-1.0

Source: Treatment Episode Data Set 2002–2006.

*Pharmaceutical numbers include individuals reporting abuse of nonprescription methadone, other opiates, other amphetamines, other stimulants, benzodiazepines, other tranquilizers, barbiturates, and other sedatives at time of admission.

Note: Data for Alaska and Hawaii are excluded.

IHS facilities increased overall between 2001 and 2007; admissions peaked in 2005 and declined thereafter, but remained well above earlier levels. (See Table 5.) Increased methamphetamine abuse is of particular concern to tribal leaders and police officials on many reservations, since they are experiencing increasing levels of methamphetamine-related violent crime in their communities.

Table 5. Number of American Indian and Alaska Native Individuals Treated for Substance Abuse at IHS Facilities 2001–2007

Year	Amphetamine	Cocaine	Marijuana	Heroin
2001	272	0	446	0*
2002	215	0	719	0
2003	345	0	1,119	0
2004	169	0	829	0
2005	693	0	1,091	0
2006	637	172	2,070	0
2007	621	0	2,147	0
Total	2,952	172	8,421	0

Source: Indian Health Service.

Note: Data include American Indian and Alaska Native individuals age 13 and older; data for Alaska and Hawaii are excluded.

*IHS services are administered through a system of 12 area offices and 163 IHS and tribally managed service units. For purposes of this data, any service unit with a count of less than 100 individuals was reported by IHS as a zero.

DRUG RELATED CRIME

Most DTOs, criminal groups, and gang members operating throughout Indian Country engage in a variety of personal, property, and violent crimes in order to sustain their drug trafficking activities. Current law enforcement reporting and data do not directly establish a link between drug trafficking and criminal activity within Native American communities. However, law enforcement reporting reveals that drug traffickers, gang members, and their associates who operate on reservations in Indian Country engage in myriad criminal activities, including personal crime (threats and intimidation), property crime (arson, burglary, tagging, and theft), and violent crime

(aggravated, physical, and sexual assault; murder; and homicide). Law enforcement officials on reservations throughout the country consistently report that most violent and property crime that occurs in Indian Country is related to drug trafficking, drug abuse, and gang activity. For instance, drug abusers generally engage in property crime to acquire funds to purchase illicit drugs. Moreover, the abuse of illicit drugs results in impaired personal behavior, which may lead to criminal behavior, including domestic violence and sexual abuse.

Drug traffickers and gang members are increasingly carrying weapons for personal protection or to use in the commission of crimes on and off the reservations. Law enforcement officials on many reservations throughout the country report an increase in weapon possession by drug distributors and gang members who frequent reservations; these criminals reportedly use the weapons to protect themselves from other criminals and to facilitate their criminal activities. Over the past several years, law enforcement officials seized a wide variety of weapons from drug traffickers, gang members, and tribal members involved in criminal activity on reservations, including handguns, high-powered weapons (AK-47s), rifles, sawed-off shotguns, impact weapons (bats, beer bottles, handmade clubs, pipes, and razors), and knives.

A wide range of crime typically occurs throughout Indian Country. According to Uniform Crime Reports (UCR) data submitted by BIA, most types of crime that occur throughout the nation at large occur within Indian Country. However, because of reporting inconsistencies and data limitations, it is not possible to ascertain the direct link between these crimes and drug trafficking. However, significant increases in certain criminal offenses occurred in Indian Country between 2005 and 2006, the latest year for which such data are available. In fact, incidences of most offenses increased over 100 percent during this time. However, BIA officials advise that much of this increase may be attributed to a vastly improved reporting mechanism that was implemented by BIA in 2006



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Table 6. Bureau of Indian Affairs Reporting To FBI Uniform Crime Reports 2002–2006*

	2002	2003	2004	2005	2006	Indian Country Change 2002–2006	National Change 2002–2006	Indian Country Change 2005–2006	National Change 2005–2006
Violent Crime	11,403	10,217	9,687	3,568	7,193	-36.9%	-0.4%	101.6%	1.9%
Murder & Nonnegligent Manslaughter	106	148	84	61	121	14.2%	5.0%	98.4%	1.8%
Forcible Rape	1,219	613	483	219	757	-37.9%	-2.9%	245.7%	-2.0%
Robbery	186	258	173	147	416	123.7%	6.3%	183.0%	7.2%
Aggravated Assault	9,892	9,198	8,947	3,141	5,899	-40.4%	-3.4%	87.8%	-3.4%
Property Crime	17,831	17,400	15,048	8,208	37,767	111.8%	-4.5%	360.1%	-1.9%
Burglary	4,585	4,690	3,469	2,013	4,565	-.4%	1.5%	126.8%	1.3%
Larceny-Theft	9,752	9,767	9,648	4,826	11,847	21.5%	-6.4%	145.5%	-2.6%
Motor Vehicle Theft	2,742	2,941	1,931	1,369	21,328	677.8%	-4.3%	1,457.9%	-3.5%
Arson	752	1,029	550	551	1,406	87.0%	NA	155.2%	NA

Source: Federal Bureau of Investigation Uniform Crime Reports 2002–2006.

*This information is based on law enforcement reporting of crime on reservations to BIA and is not necessarily indicative of any drug-related specific crimes.

for criminal offenses committed in Indian Country.⁸ (See Table 6.)

Drug traffickers use reservations in laundering drug proceeds, particularly reservations adjacent to the U.S.–Canada and U.S.–Mexico borders. Mexican DTOs and criminal groups most likely transport bulk cash derived from drug sales in the United States through reservations near the U.S.–Mexico border to Mexico. Similarly, Canada-based traffickers, including Asian DTOs, use reservations near the U.S.–Canada border to smuggle bulk cash into Canada. Additionally, traffickers may use casinos on reservations in an attempt to mask the nature of their illicit proceeds.

8. Because of enhanced reporting mechanism implemented by BIA in 2006 for criminal offenses in Indian Country, trend analysis and comparison to national level rates can not be undertaken at this time—only 1 year's worth of reliable data exists.

Native Americans committed to custody with the Federal Bureau of Prisons (BOP)⁹ have been incarcerated for a wide range of criminal offenses. The majority of Native Americans currently in the custody of BOP are committed for violent criminal offenses that occurred on state and government reservations. Over 3,300 Native Americans are currently committed to BOP custody; over 50 percent of these prisoners are

9. The roster data of Native Americans committed to Federal BOP custody for this analysis were current as of January 29, 2008. The Bureau of Prisons uses race standards set by the Office of Management and Budget; i.e., an American Indian or Alaska Native is a person who has origins in any of the original peoples of North and South America (including Central America) and who maintains tribal affiliation or community attachment. For the purposes of this report, only U.S. citizens were included in the BOP count, and data from Alaska federal courts of jurisdiction were excluded.

incarcerated for violent crimes, such as sexual abuse, assault, murder, and manslaughter. (See [Figure 1 on page 12](#) and [Appendix D](#).) However, the connection between these crimes and drug trafficking activity is uncertain. Moreover, approximately 19 percent of Native Americans committed to BOP custody are incarcerated for drug-related crimes, and over 12 percent are incarcerated for firearms crimes. (See [Figure 2 on page 13](#) and [Figure 3 on page 14](#) as well as [Appendix D](#).)

The majority of Native Americans in BOP custody are committed to federal facilities in the Southwest and West Central Regions. The Southeast Region also figures prominently in terms of the number of Native Americans incarcerated for firearms offenses.

OUTLOOK

Most reservations throughout the country may experience increased drug availability and abuse in the near term, largely because of poor socioeconomic conditions within Native American communities and a lack of resources available for law enforcement, drug treatment programs, and drug education campaigns. Additionally, gang proliferation on reservations throughout the country will most likely continue as Native American youth become more exposed to gang culture through the media and personal contact with gang members. Consequently, gang-related criminal activity will quite likely increase on reservations as it has in many other areas of the nation. Native American communities are committed to changing this outlook; they are promoting drug awareness and educational programs, instituting community-oriented public safety programs, and partnering with federal, state, and tribal law enforcement officials. However, without a comprehensive national-level strategy aimed at dedicating greatly needed resources to combating drug trafficking and abuse in Indian Country, including improved data collection methods regarding Indian Country, the overall illicit drug situation on most reservations will deteriorate.

INTELLIGENCE GAPS

Analytic efforts for this strategic assessment have identified several intelligence gaps. When possible, information regarding these gaps is being collected for further analysis. Intelligence gaps include the following:

- Drug overdose and mortality statistics for Indian Country.
- The extent of the drug trafficking and abuse problem on reservations outside the contiguous 48 states.
- The drug trafficking and abuse problem in off-reservation trust lands and in state-designated American Indian statistical areas and reservations.



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The Number of Native Americans Currently in Federal BOP Custody for Violent Crimes by Organized Crime Drug Enforcement Task Force Regions

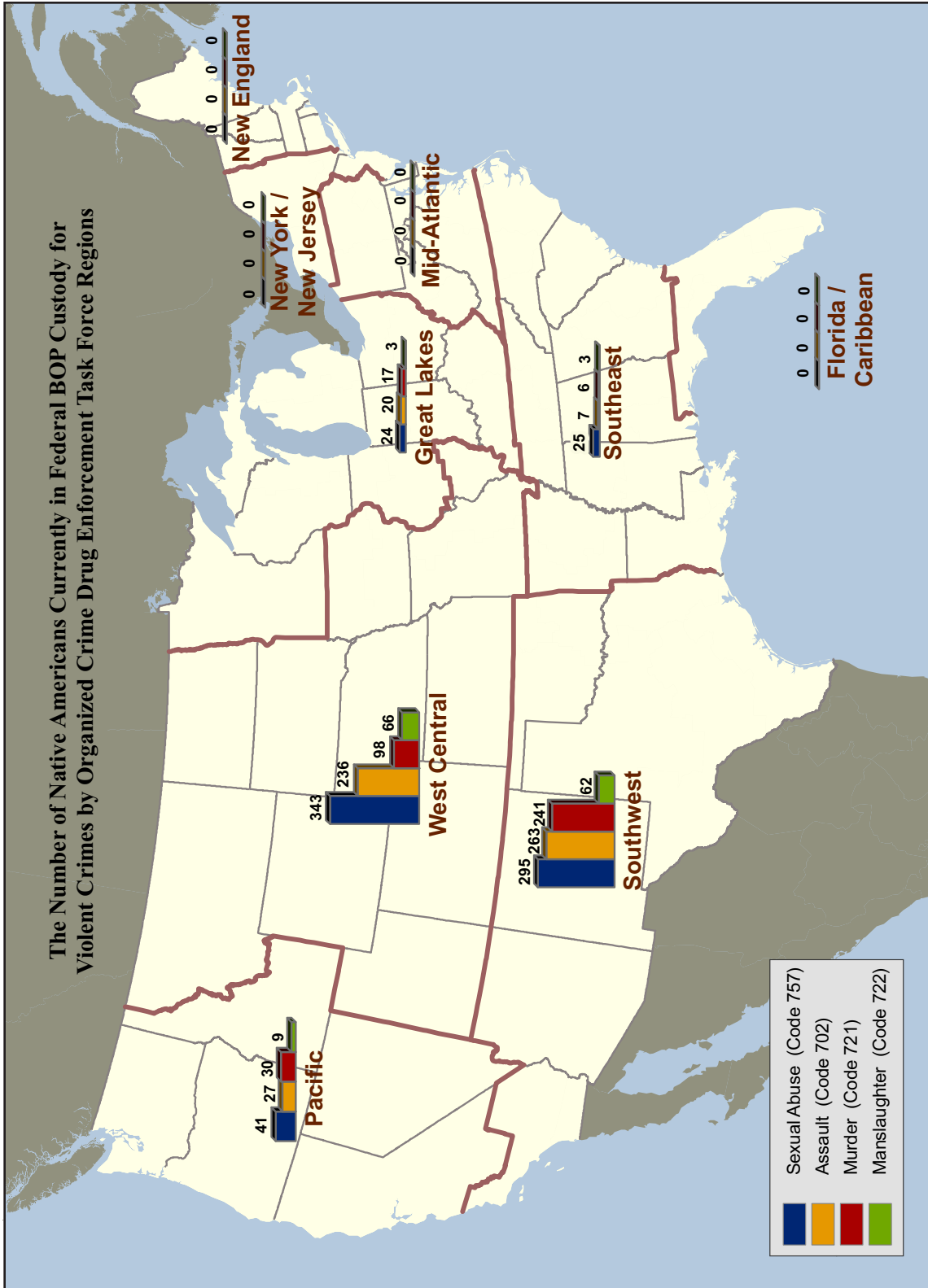


Figure 1. Native Americans committed to BOP custody for violent crimes.

INDIAN COUNTRY DRUG THREAT ASSESSMENT

2008

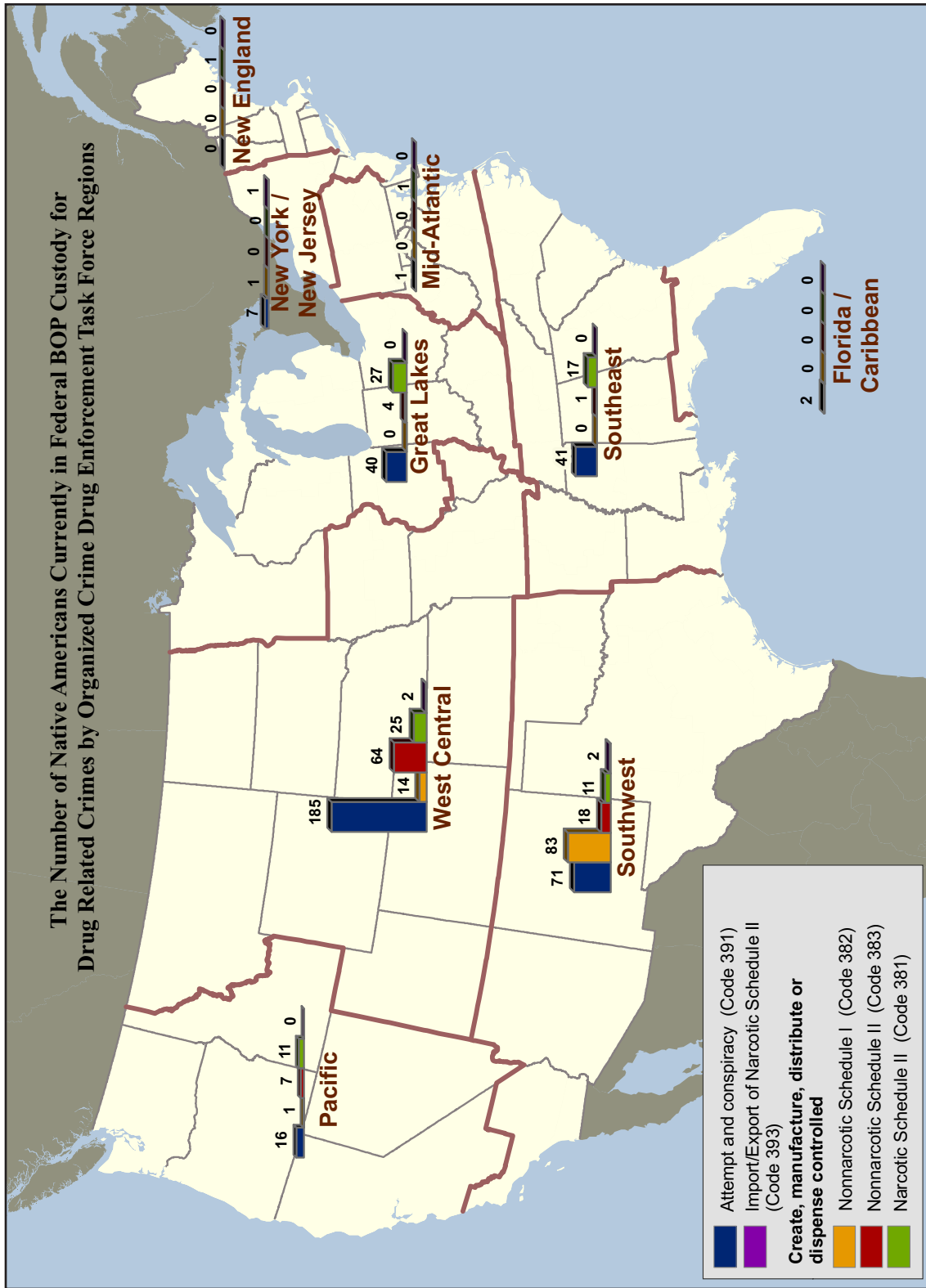


Figure 2. Native Americans committed to BOP custody for drug offenses.



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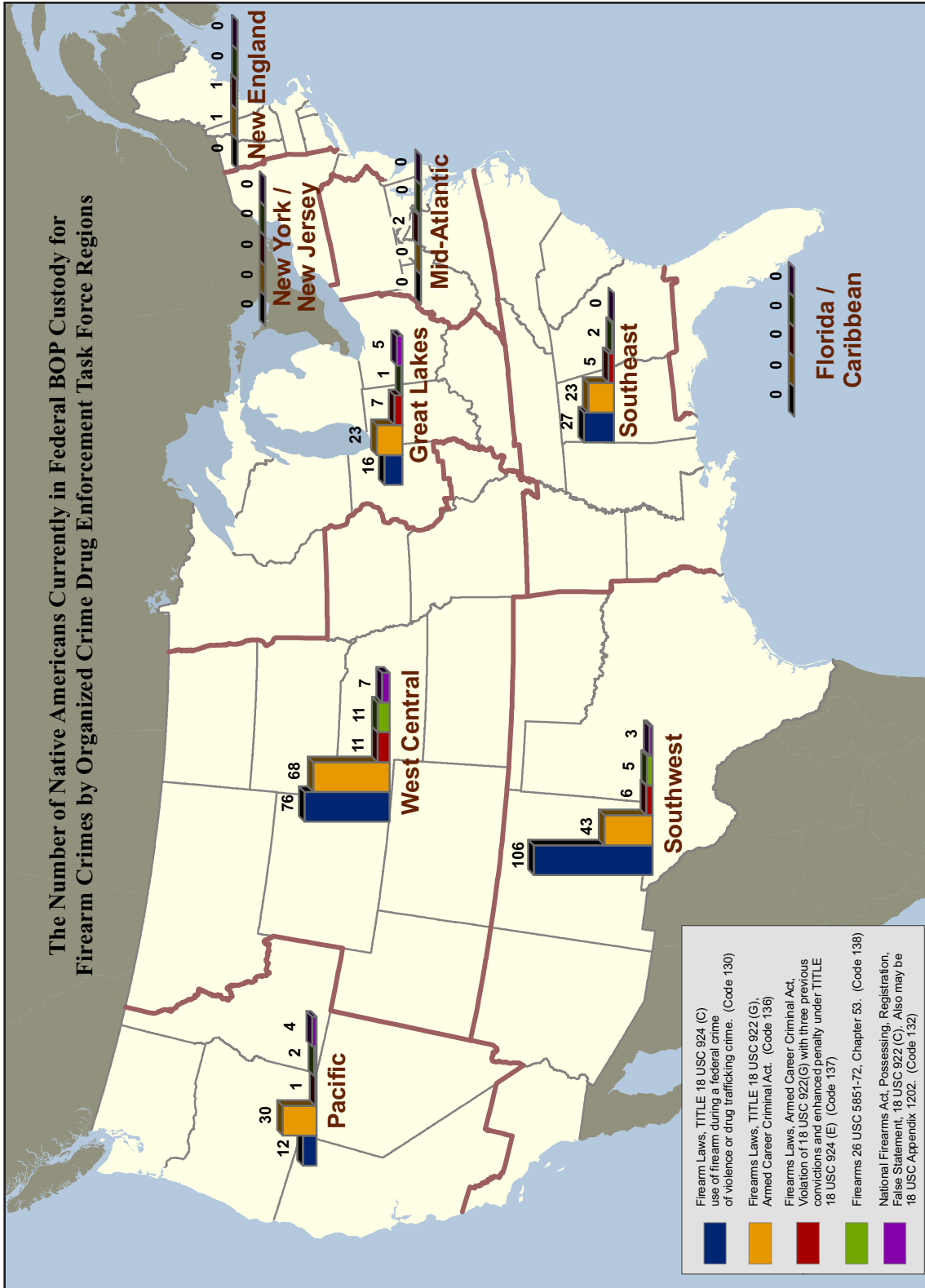


Figure 3. Native Americans committed to BOP custody for firearms offenses.

REGIONAL PERSPECTIVES

The dynamics of drug trafficking and abuse within Indian Country vary greatly by region. The following regional summaries provide overviews of the current drug situation on federally recognized reservations situated within OCDETF regions,¹⁰ highlighting significant regional trends, law enforcement concerns, and public health issues regarding drug trafficking and abuse. This section is organized by the number of federally recognized reservations in each region, in descending order.

PACIFIC OCDETF REGION

KEY FINDINGS

- Mexican DTOs are suspected of operating large-scale marijuana grow sites on several reservations in the Pacific Region, particularly in Washington and Oregon. Some grow sites consist of thousands of cannabis plants and employ sophisticated growing techniques.
- Several DTOs operating in the region exploit reservations located on or near the U.S.–Canada border to smuggle drugs into the United States. These DTOs use reservations primar-

10. The nine OCDETF Regions in the United States are the Florida/Caribbean, Great Lakes, Mid-Atlantic, New England, New York/New Jersey, Pacific, Southeast, Southwest, and West Central Regions. Because no federally recognized reservations exist in the Mid-Atlantic Region, a Mid-Atlantic regional summary is not included herein.

ily as entry points and transshipment areas for high-potency Canadian marijuana and MDMA. Most of the marijuana and MDMA is destined for urban and suburban areas of the Pacific Region; however, some is supplied by DTOs to retail distributors on reservations for distribution within Native American communities.

- Methamphetamine and marijuana are the most widely available and abused drugs by Native Americans in the region; the distribution and abuse of diverted pharmaceuticals are increasing.

DRUG THREAT OVERVIEW

Methamphetamine and marijuana are the illicit drugs most widely available and commonly abused by Native Americans residing on reservations; their abuse is of great concern to tribal leaders and law enforcement officials. Marijuana is produced at cannabis cultivation sites on several reservations in the region by Mexican DTOs, Native American criminal groups, and Caucasian traffickers. Diverted pharmaceuticals also are of great concern to tribal officials, since their distribution and abuse on reservations in the region are increasing. Cocaine and heroin are available in limited quantities on some reservations. Most of the drugs available in the region are transported to reservations from nearby cities by Native American traffickers. However, high-potency Canadian marijuana and MDMA are transported onto reservations in the region from Canada by DTOs

Pacific OCDETF Region Indian Country Fast Facts

States	Idaho, Nevada, Oregon, Washington, northern and central California
Number of Reservations	395
Population on Reservations	215,117
Area (Square Miles)	12,228.83
Per Capita Income	\$11,090-\$19,767
Poverty Level	16.4-25.0%
Unemployment	11.0-14.2%

Source: U.S. Census Bureau.



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PACIFIC OCDETF REGION

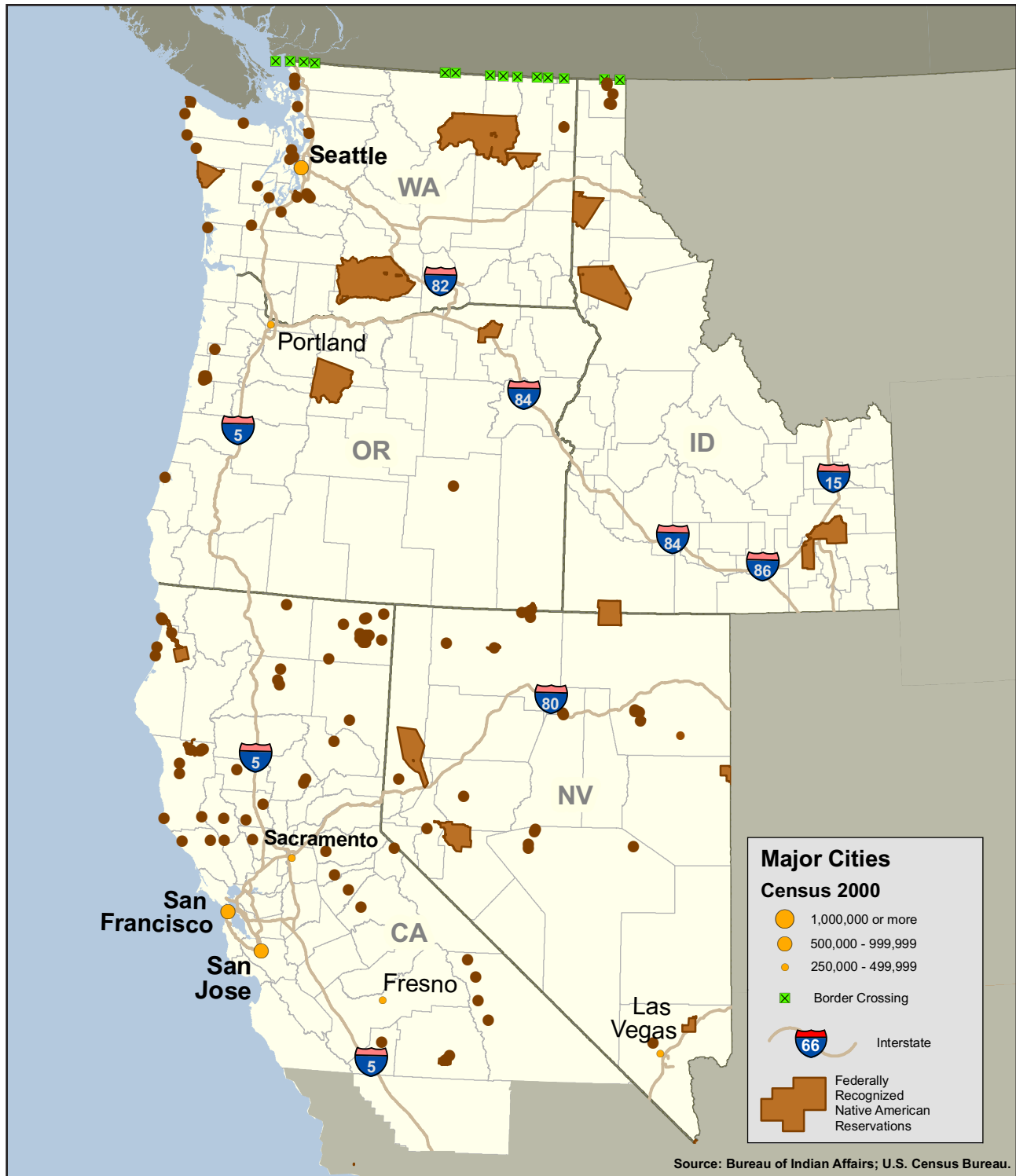


Figure 4. Federally recognized Native American reservations within the Pacific OCDETF Region.

INDIAN COUNTRY DRUG THREAT ASSESSMENT

2008

PACIFIC OCDETF REGION

that use remote areas of reservations as entry points to smuggle the drugs into the United States. Native American traffickers are the primary distributors of illicit drugs on reservations in the region.

ORGANIZATIONS

Mexican DTOs actively engage in drug trafficking on reservations throughout the Pacific Region. Mexican DTOs are active on reservations throughout the region and engage in activities ranging from drug manufacturing and distribution to operating stash sites. Mexican DTOs operating on reservations in the region primarily distribute methamphetamine and produce and distribute marijuana. Marijuana production is a particular problem on some reservations in the region.

A number of trafficking groups, other than Mexican DTOs, operate on reservations within the region; some simultaneously operate on several reservations. Caucasian and Native American criminal groups, street gangs, and OMGs distribute retail-level quantities of assorted illicit drugs on various reservations throughout the region.

Street gangs are present on a number of reservations in the Pacific Region and engage in a host of criminal activities, including retail-level drug distribution.¹¹ Street gang members distribute retail-level quantities of methamphetamine and marijuana on a number of reservations in the Pacific Region; they also engage in other criminal activity, including assault, burglary, and theft.

Most street gangs operating on reservations in the region are local gangs with no national affiliation to national-level street gangs. Most gangs operating on reservations in the region are local gangs composed of young people from the reservations who emulate national-level gangs.

11. While many of these gangs claim affiliation with national gang structures such as Bloods and Crips, the majority are hybrid gang structures that have little or no affiliation with the national gang other than the names, symbolism, and representing style.

The number of active gang members on reservations throughout the region is limited. Some of the local gangs reportedly operating in the region are Indian Power, Mean Violent Natives Organization, Native Gangster Bloods, New HUD Family Gang, and West Side Crip Villains. Additionally, nationally recognized gangs such as 18th Street, MS 13, Norteños, and Sureños have been identified on some reservations in the region.

PRODUCTION

Drug production on reservations in the region is generally limited to marijuana production. Most of the marijuana available on reservations in the region is from Mexico; some high-potency marijuana from Canada is also available. However, significant amounts of marijuana are produced by Mexican DTOs on many reservations in the region. Native American criminal groups and Caucasian traffickers also cultivate cannabis and produce marijuana on reservations in the region.

TRANSPORTATION

Native American traffickers are the primary transporters of illicit drugs to reservations in the region. Native American traffickers generally travel to cities near reservations in private vehicles to obtain retail-level quantities of illicit drugs for distribution within Native American communities. Non-Native American traffickers also supply illicit drugs to reservations; they typically transport multiple drugs in one shipment to reservations and provide them to local distributors, sometimes remaining on a reservation until the drugs are sold. Non-Native American traffickers typically transport larger quantities of drugs ranging from ounce to multipound quantities.

Traffickers exploit reservations in the region that are near the U.S.–Canada border to smuggle drugs from Canada into the United States. Canada-based DTOs, mostly Asian, transport high-potency Canadian marijuana and MDMA from Canada into the United States through



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PACIFIC OCDETF REGION

reservations along the U.S.–Canada border. Most of the drugs are intended for distribution in drug markets throughout the Pacific Region, but some are provided to local distributors for distribution in Native American communities.

DISTRIBUTION

Tribal members are the primary retail-level drug distributors on reservations throughout the region. Members of Native American communities in the region serve as the primary retail-level distributors on reservations. They commonly distribute marijuana and methamphetamine; they also distribute other illicit drugs, but to a much lesser extent. Native American traffickers typically deal in ounce quantities of marijuana. Native American traffickers also generally deal in gram to multigram quantities of methamphetamine; ounce amounts are occasionally seized by law enforcement officials. Additionally, Native American traffickers in the region occasionally distribute small quantities of cocaine and heroin. They commonly use casinos, hotels, and parking lots as retail distribution sites on reservations.

ABUSE

Methamphetamine and marijuana are the most widely available and frequently abused illicit drugs in Native American communities; however, law enforcement officials report that the abuse of diverted pharmaceuticals is rapidly increasing on some reservations. Methamphetamine and marijuana are the primary illicit substances of abuse on most reservations in the region. TEDS data indicate that the number of American Indians seeking treatment for methamphetamine abuse at the time of treatment admission increased overall from 26.6 percent of admissions in 2002 to 37.5 percent in 2006, the latest year for which such data are available. Additionally, the number of American Indians seeking treatment for marijuana

abuse at the time of treatment admission remained stable at relatively high levels between 2002 and 2006. The percentage of cocaine-related treatment admissions also remained relatively stable between 2002 and 2006; heroin-related admissions steadily decreased. According to TEDS data, the number of Native Americans seeking treatment for pharmaceutical abuse increased overall between 2002 and 2005, but declined sharply in 2006. (See [Table 7.](#)) Officials are not certain as to the reason for this reported decrease, particularly when recent law enforcement reporting indicates that pharmaceutical abuse is increasing on many reservations in the region. Abusers typically obtain diverted pharmaceutical drugs through doctor-shopping, theft from individuals, and prescription fraud.

Table 7. Primary Illicit Drug Mentions by American Indians Seeking Treatment for Abuse in the Pacific Region, 2002–2006

Drug	2002	2003	2004	2005	2006
Cocaine	15.3%	14.7%	14.8%	14.7%	14.4%
Heroin	12.7%	11.0%	10.8%	9.2%	8.8%
Marijuana	45.5%	44.5%	44.9%	45.6%	44.0%
Methamphetamine	26.6%	27.7%	26.6%	29.7%	37.5%
Pharmaceuticals	14.6%	14.1%	15.2%	15.7%	6.6%

Source: Treatment Episode Data Set 2006.

INDIAN COUNTRY DRUG THREAT ASSESSMENT

SOUTHWEST OCDETF REGION

2008

SOUTHWEST OCDETF REGION

KEY FINDINGS

- Mexican DTOs and criminal groups control the transportation and wholesale distribution of most illicit drugs on reservations in the Southwest OCDETF Region. These DTOs have extensive drug distribution networks throughout the country and transport and distribute marijuana, cocaine, and powder and ice methamphetamine to criminal groups, gang members, and independent traffickers within and outside Native American communities.
- Reservations located along the U.S.–Mexico border are key southwestern arrival zones for illicit drugs destined for the United States from Mexico. Law enforcement reporting indicates that Mexican traffickers routinely smuggle drugs through reservation border areas en route to U.S. drug markets.
- Methamphetamine and marijuana are the most widely abused drugs on reservations throughout the region.

DRUG THREAT OVERVIEW

Marijuana and methamphetamine, both powder and ice, are the most widely available illicit drugs on reservations in the Southwest Region. Powder and crack cocaine, Mexican black tar and brown powder heroin, and diverted pharmaceuticals

are also available to varying degrees on reservations. Mexican DTOs and criminal groups routinely use reservations adjacent to or near the U.S.–Mexico border as arrival and/or transit zones for illicit drugs destined for drug markets throughout the United States; they smuggle illicit drugs through these areas in private vehicles, by backpackers, and by couriers on horseback. Mexican drug traffickers control wholesale drug distribution on reservations in the region; they supply various retail-level distributors, including Native American traffickers, who distribute the drugs in Native American communities.

ORGANIZATIONS

Mexican DTOs control the transportation and wholesale distribution of most illicit drugs to reservations within the region. Mexican DTOs transport marijuana, cocaine, and methamphetamine to reservations in the region and distribute wholesale quantities of the drugs through established distribution networks; they also transport lesser quantities of Mexican black tar and brown powder heroin. Mexican DTOs typically supply illicit drugs to retail-level distributors who sell the drugs on reservations; however, they sometimes employ various criminal groups and street gang members to transport and distribute midlevel to retail-level quantities of illicit drugs on many reservations within the region on their behalf.

Southwest OCDETF Region Indian Country Fast Facts

States	Arizona, New Mexico, Oklahoma, southern California, and Texas
Number of Reservations	109
Population on Reservations	415,368
Area (Square Miles)	47,077.93
Per Capita Income	\$7,642-\$19,767
Poverty Level	13.2-43.5%
Unemployment	5.6-18.3%

Source: U.S. Census Bureau.



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SOUTHWEST OCDETF REGION

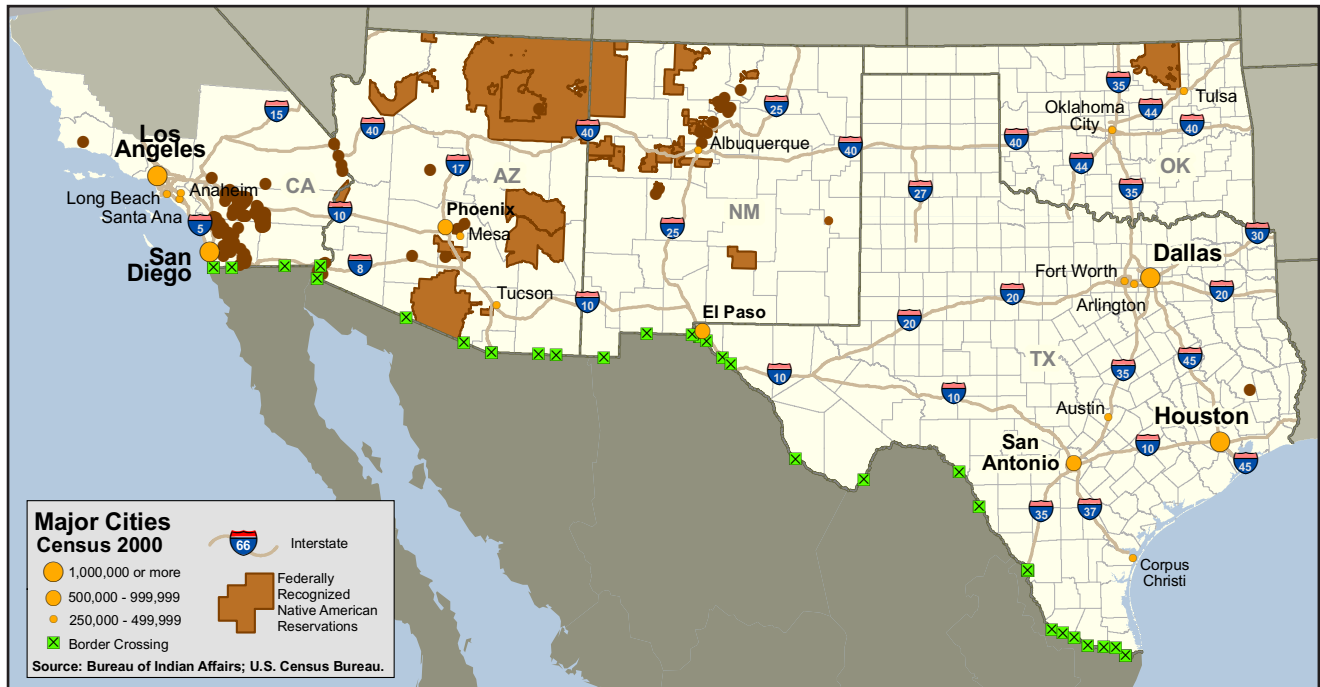


Figure 5. Federally recognized Native American reservations within the Southwest OCDETF Region.

Street gangs pose a significant threat to reservations in the region as a result of their drug distribution activities, violent tendencies, and the disruptive effect they have on Native American communities.¹² Nationally affiliated and local street gangs are active on a number of reservations in the region; they transport and distribute illicit drugs within most Native American communities. National-level gangs such as 18th Street, Bloods, Crips, and MS 13, which have ties to transnational criminal and drug trafficking organizations, are present on some reservations in the region, as are a number of local street gangs. Gang members generally distribute retail-level quantities of marijuana, powder and crack cocaine, MDMA, and powder and ice methamphetamine that they obtain from various wholesale traffickers, including Mexican DTOs and African American, Asian, Hispanic,

12. While many of these gangs claim affiliation with national gang structures such as Bloods and Crips, the majority are hybrid gang structures that have little or no affiliation with the national gang other than the names, symbolism, and representing style.

and Native American criminal groups, on many reservations in the region. Gangs are extremely disruptive and attempt to intimidate members of Native American communities by displaying gang-related graffiti markings and wearing bandanas with gang colors to publicly symbolize and represent their gang affiliations. Moreover, many gang members engage in myriad criminal activities on reservations, including personal crimes (threats, intimidation, and sexual assault), property crimes (tagging, stealing, and arson), violent crimes (murder, homicide, and physical assault), and weapons offenses. Additionally, on some reservations in the region, gang members reportedly engage in credit card and check fraud.

TRANSPORTATION

Retail-level distributors, including Native American and independent traffickers, transport illicit drugs that they receive from Mexican DTOs into Native American communities for distribution. Mexican DTOs and criminal groups

INDIAN COUNTRY DRUG THREAT ASSESSMENT

SOUTHWEST OCADETF REGION

2008

generally supply Native American and independent retail-level distributors with illicit drugs for distribution on reservations in the region. Retail-level distributors typically receive illicit drugs from wholesale suppliers off reservations or at remote reservation sites. After receiving drug supplies, retail distributors transport the drugs to Native American communities, distributing them on their own behalf or, less frequently, on behalf of Mexican DTOs.

Mexican traffickers frequently use remote stretches of land on reservations in the region to smuggle illicit drugs into the United States.

Mexican DTOs and criminal groups regularly use reservations along the U.S.–Mexico border as transshipment areas for illicit drugs, primarily Mexican marijuana, Mexican methamphetamine, and cocaine. They typically transport illicit drugs across the U.S.–Mexico border at remote sites on reservations.

DISTRIBUTION

Mexican DTOs and criminal groups control wholesale drug distribution; they generally supply Native American distributors, independent dealers, and street gang members. Mexican DTOs and criminal groups smuggle significant quantities of marijuana, cocaine, and methamphetamine to locations on reservations in the region; they also smuggle lesser quantities of Mexican black tar and brown powder heroin. Mexican traffickers provide retail-level quantities of illicit drugs to Native American traffickers, independent dealers, and street gang members for distribution within Native American communities. Most retail-level traffickers purchase illicit drugs from Mexican traffickers and distribute them on their own behalf.

Drug traffickers use a variety of communication devices that facilitate their drug operations. DTOs, criminal groups, gangs, and independent traffickers routinely use communication devices including cellular telephones, text messaging, and two-way radios to advance their operations where such services are available.

ABUSE

Mexican marijuana and methamphetamine are commonly abused throughout reservations in the Southwest. Mexican marijuana is readily available on reservations throughout the region; it is the most widely abused illicit drug. Powder and ice methamphetamine are prevalent on most reservations, including at casinos, where patrons purchase the drug from Native American traffickers or bring their own supplies. Powder and crack cocaine are typically available within Native American communities; Mexican black tar and brown powder are also available on some reservations, but to a limited extent. Law enforcement officials in the region report that some abusers use illicit drugs in combination, including heroin and methamphetamine; this combination is typically smoked or inhaled. Diverted pharmaceuticals, including OxyContin, Percocet, Lortab, Valium, and Vicodin, are commonly abused on some reservations. Abusers obtain pharmaceuticals through the diversion of legitimate prescriptions, doctor-shopping, and theft, as well as from family members.

Methamphetamine and marijuana are the primary illicit substances of abuse for which Native Americans in the Southwest seek treatment. According to TEDS data, American Indians in the Southwest who sought treatment for illicit drug abuse reported the use of methamphetamine (31.5%) and marijuana (30.1%) at treatment admission more than the use of any other illicit drug during 2006, the latest year for which such data are available. Cocaine, heroin, and pharmaceutical abuse were also reported, but to a much lesser degree. (See Table 8.)

Table 8. Primary Illicit Drug Mentions by American Indians Seeking Treatment for Abuse in the Southwest Region, 2002–2006

Drug	2002	2003	2004	2005	2006
Cocaine	11.0%	12.2%	9.7%	9.3%	9.8%
Heroin	9.1%	9.8%	8.0%	7.2%	6.9%
Marijuana	31.8%	33.6%	29.9%	29.8%	30.1%
Methamphetamine	29.9%	34.3%	27.5%	31.3%	31.5%
Pharmaceuticals	6.5%	7.2%	6.7%	6.7%	6.4%

Source: Treatment Episode Data Set.



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WEST CENTRAL OCDETF REGION

WEST CENTRAL OCDETF REGION

KEY FINDINGS

- Mexican DTOs supply wholesale and midlevel quantities of methamphetamine, cocaine, and marijuana to Native American, African American, and Caucasian criminal groups for distribution within Native American communities.
- Law enforcement officials report that Mexican DTOs often use remote areas on reservations as stash locations for illicit drug shipments destined for urban areas in the West Central Region and reportedly conduct trafficking operations from reservations in an attempt to avoid law enforcement scrutiny.
- Marijuana and methamphetamine are the most widely available and abused drugs on reservations in the region, and the abuse of pharmaceuticals is an increasing concern for law enforcement.

DRUG THREAT OVERVIEW

Marijuana and methamphetamine are the primary illicit drugs of abuse on reservations in the West Central Region; other illicit drugs are also abused to varying degrees. Mexican DTOs supply wholesale and midlevel quantities of marijuana, methamphetamine, and cocaine to Native American, African American, and Caucasian criminal

groups for distribution in Native American communities. Native American and non-Native American drug traffickers also travel to source locations in and outside the region in privately owned vehicles to obtain midlevel and retail-level quantities of illicit drugs for distribution on reservations.

ORGANIZATIONS

Mexican DTOs are the predominant wholesale suppliers of most illicit drugs available on reservations throughout the region. Mexican DTOs are the primary wholesale suppliers of illicit drugs to Native American criminal groups that distribute drugs within Native American communities throughout the region. Additionally, Mexican traffickers and the Native American criminal groups they supply use a variety of communication technologies to facilitate their drug operations, including cellular phones, trac phones, scanners, and text messaging.

Local street gangs serve as retail-level drug distributors on some reservations in the region.¹³ Local street gangs are active on some reservations in the West Central Region; most are small, local gangs that seek to emulate the gang cultures their members see in the media or observe during trips

13. While many of these gangs claim affiliation with national gang structures such as Bloods and Crips, the majority are hybrid gang structures that have little or no affiliation with the national gang other than the names, symbolism, and representing style.

West Central OCDETF Region Indian Country Fast Facts

States	Colorado, Iowa, Kansas, Missouri, Montana, Nebraska, North Dakota, South Dakota, Utah, and Wyoming
Number of Reservations	49
Population on Reservations	223,382
Area (Square Miles)	47,572.59
Per Capita Income	\$8,480-\$17,391
Poverty Level	13.7-42.3%
Unemployment	5.5-18.3%

Source: U.S. Census Bureau.

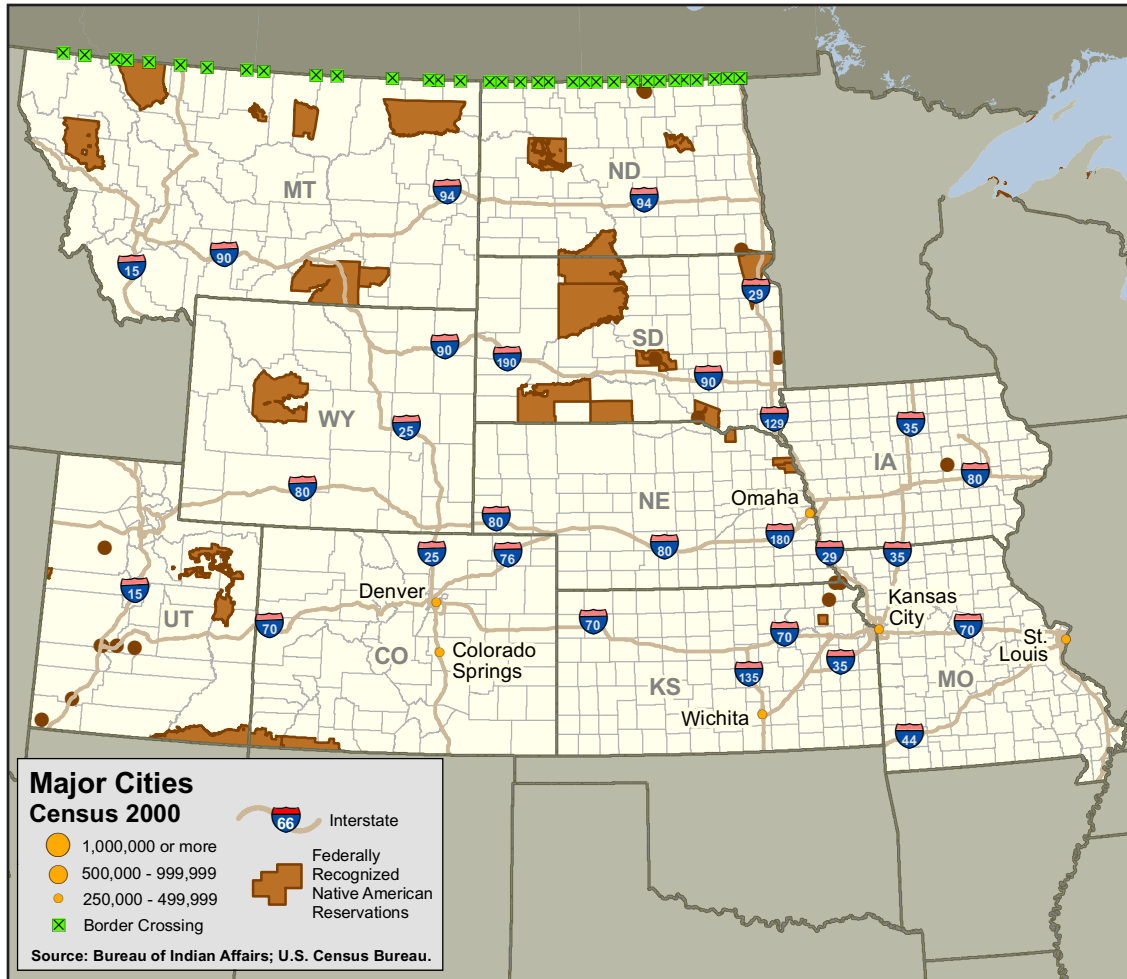


Figure 6. Federally recognized Native American reservations within the West Central OCDETF Region.

away from the reservations to attend school or visit family members. Also, some gang members have formed associations with gang members on other reservations in the region and with gang members in non-Native American communities in North and South Dakota. In addition to drug distribution, some gang members engage in property crimes (tagging, theft, and arson), violent crimes (threats, intimidation, physical assault, and sexual assault), and weapons offenses on reservations.

Methamphetamine Trafficking Group Dismantled on the Wind River Reservation

In May 2006 the DEA Denver Field Division in Wyoming, along with state and local officials, announced the dismantling of a major DTO with ties to Mexico that had been operating on the Wind River Indian Reservation. The 2-year investigation resulted in 53 indictments, 43 arrests, and the seizure of more than 20 pounds of methamphetamine, 20 weapons, and \$100,000 in cash. The organization had been distributing over 7 pounds of methamphetamine per month.

Source: Drug Enforcement Administration.



NATIONAL DRUG INTELLIGENCE CENTER

WEST CENTRAL OCDETF REGION

TRANSPORTATION

Native American drug traffickers are the **primary transporters of illicit drugs to reservations in the region.** Native American traffickers typically travel to urban areas to obtain supplies of illicit drugs, generally from Mexican traffickers, for distribution on reservations. In obtaining drug supplies, Native American traffickers generally travel to major drug markets in the West Central Region.

DISTRIBUTION

Drug distribution and gang activity on reservations in the region often occur at reservation events and casinos. Native American, African American, and Caucasian criminal groups often distribute illicit drugs at various tribal events and social gatherings such as fairs, music concerts, Native Days, Pow-Wows, rodeos, summer motorcycle rallies, and Sun Dances. Additionally, law enforcement officials in the region report that retail-level drug distribution occurs at casinos on reservations throughout the region.

ABUSE

Marijuana is the drug most widely abused by American Indians in the region. According to TEDS data, marijuana was the illicit drug most frequently reported by American Indians in the region who sought drug treatment during 2006, the latest year for which such data are available. Marijuana-related treatment admissions have been stable at relatively high levels on reservations in the region for several years. American Indians on reservations in the region also seek treatment for methamphetamine abuse at fairly high levels. (See Table 9.)

Table 9. Primary Illicit Drug Mentions by American Indians Seeking Treatment for Abuse in the West Central Region, 2002–2006

Drug	2002	2003	2004	2005	2006
Cocaine	6.8%	7.7%	7.7%	7.0%	7.2%
Heroin	0.9%	0.9%	0.8%	0.8%	1.0%
Marijuana	30.9%	31.0%	31.7%	32.3%	32.3%
Methamphetamine	8.9%	11.8%	13.4%	13.6%	12.6%
Pharmaceuticals	6.6%	7.5%	7.1%	4.9%	3.9%

Source: Treatment Episode Data Set.

INDIAN COUNTRY DRUG THREAT ASSESSMENT

GREAT LAKES OCDETF REGION

2008

GREAT LAKES OCDETF REGION

KEY FINDINGS

- Most illicit drugs available on reservations are transported from nearby urban areas by Native American traffickers and independent dealers.
- Native American traffickers and independent dealers often travel between reservations in the region to supply various Native American communities with illicit drugs.
- Marijuana is the illicit drug most frequently abused by Native Americans on reservations throughout the Great Lakes Region; this widespread abuse is reflected in a relatively high level of treatment admissions for the drug.
- The abuse of pharmaceutical drugs on reservations in the region is a rising concern to tribal, law enforcement, and public health officials.

DRUG THREAT OVERVIEW

Marijuana is the most widely available and frequently abused illicit drug on reservations in the region; cocaine abuse also is prevalent. Moreover, the abuse of diverted pharmaceutical drugs is increasing on many reservations, causing considerable concern to tribal, law enforcement, and public health officials. Most illicit drugs are transported in small quantities to reservations from nearby cities by Native American traffickers and independent

dealers; these traffickers are also the predominant retail-level distributors within the region's Native American communities. Occasionally, traffickers from the Southwest Border area ship small quantities of illicit drugs by package delivery services to retail-level distributors on reservations. The trafficking of large quantities of drugs into reservations is limited. Overall, law enforcement officials in the region report that illicit drug abuse on reservations has increased over the past 5 years. Some officials, however, report success in combating illicit drug problems, particularly officials with active drug task forces in their area or whose agency has recently participated in a major multiagency drug investigation.

ORGANIZATIONS

Illicit drug trafficking on reservations by Mexican and Native American DTOs has decreased in the region since 2006. Over the past several years, Mexican and Native American DTOs transported and distributed most illicit drugs on reservations in the Great Lakes Region. However, recent law enforcement operations have curtailed the activity of such traffickers. At present, Native American traffickers, independent dealers, and street gang members control most illicit drug distribution on reservations in the region.

Great Lakes OCDETF Region Indian Country Fast Facts

States	Illinois, Indiana, Kentucky, Michigan, Minnesota, Ohio, and Wisconsin
Number of Reservations	37
Population on Reservations	105,644
Area (Square Miles)	5,691.48
Per Capita Income	\$13,843-\$19,867
Poverty Level	13.1-22.4%
Unemployment	6.5-11.1%

Source: U.S. Census Bureau.



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GREAT LAKES OCDETF REGION

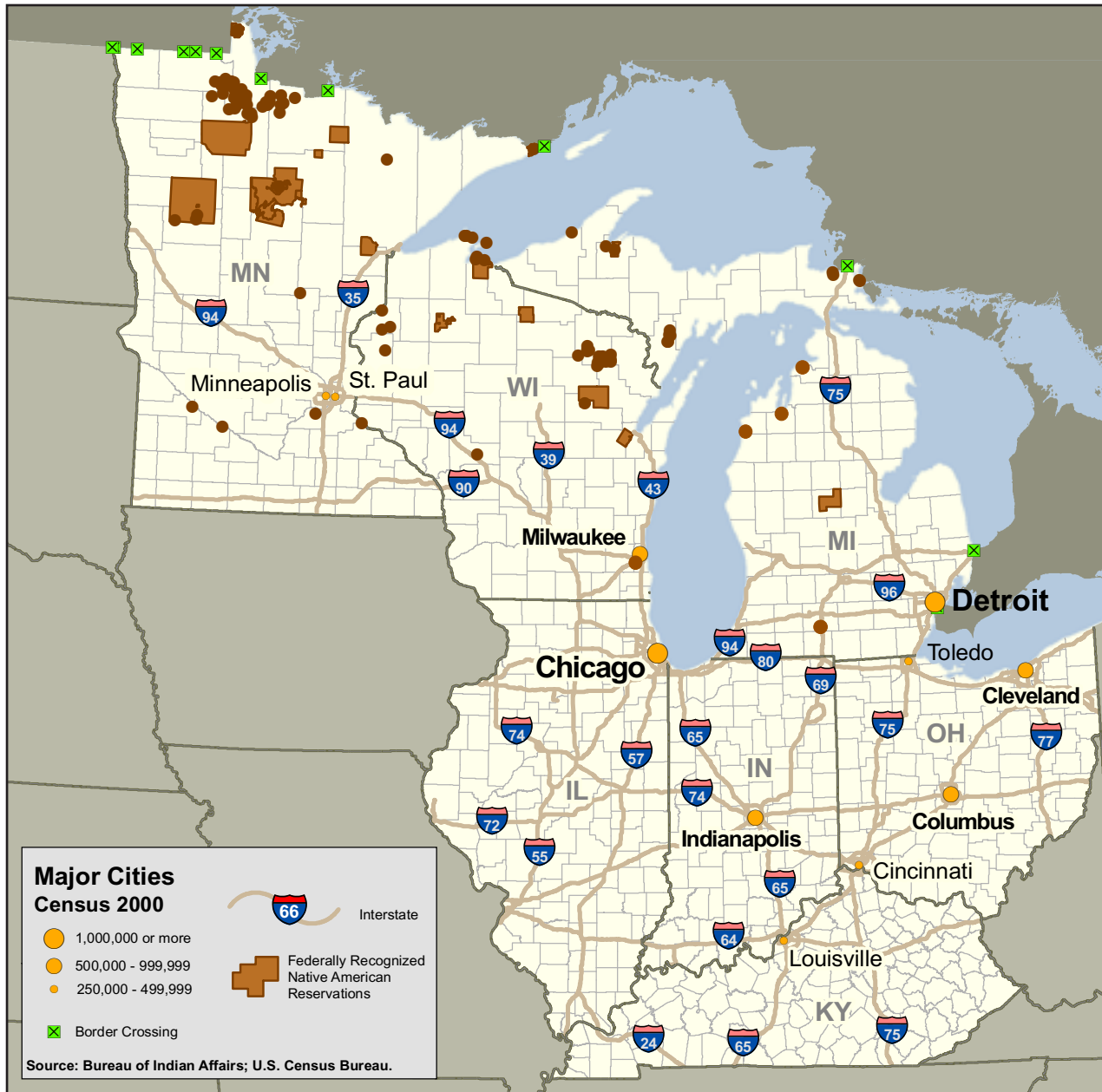


Figure 7. Federally recognized Native American reservations within the Great Lakes OCDETF Region.

Most of the gangs active on reservations in the region are either local street gangs or nationally affiliated street gangs with a large contingency of Native American youth.¹⁴ Most street gangs

involved in illicit drug distribution on reservations in the region are local street gangs composed of Native American youth; such gangs include 3rd Avenue Killers, Tract 33 Boys, and Allen's Bay Mob. However, some are nationally affiliated gangs such as Bloods, Crips, and Almighty Latin King Nation (aka Latin Kings).

14. While many of these gangs claim affiliation with national gang structures such as Bloods and Crips, the majority are hybrid gang structures that have little or no affiliation with the national gang other than the names, symbolism, and representing style.

INDIAN COUNTRY DRUG THREAT ASSESSMENT

GREAT LAKES OCDETF REGION

2008

Gang members frequently engage in an array of criminal activity including drug trafficking and personal and property crimes. Gang members operating on reservations in the region typically distribute drugs for their own profit; however, some gang members on some reservations in the region distribute illicit drugs on behalf of Native American traffickers. Gang members also commit a host of other crimes. Gang members on reservations engage in assault; other violent offenses, including intimidation and sexual assault; and property crimes, such as tagging, vandalism, and theft.

TRANSPORTATION

Native American traffickers and independent dealers generally transport illicit drugs to reservations from nearby urban areas; they also travel between reservations, supplying drugs to various Native American communities. Native American and independent traffickers typically travel to urban areas close to reservations, acquire small quantities of various illicit drugs from established distributors, and return to their home reservations to distribute the drugs. They also often travel between various reservations in the region to distribute drugs and, sometimes, to obtain additional supplies of illicit drugs from other distributors to sell on their home reservations.

DISTRIBUTION

Marijuana and cocaine are the primary illicit drugs distributed on reservations in the region; most distribution occurs at the retail level. Native American traffickers and independent dealers distribute primarily marijuana and cocaine on reservations in the Great Lakes Region; they distribute other illicit drugs as well, but to a much lesser extent. Accordingly, law enforcement officials most frequently seize marijuana and cocaine from Native American drug abusers. Marijuana seizures often vary from gram to multipound quantities, while cocaine seizures in the region typically range from gram to half-ounce quantities. Seizures of other illicit drugs, including methamphetamine, are usually limited in quantity. Pharmaceutical drugs are typically obtained by abusers through

doctor-shopping and from individuals who sell their legitimately prescribed prescriptions. Pharmaceuticals are also obtained by abusers and distributors through fraud, residential burglary, and unscrupulous physicians. Casino patrons and employees also distribute illicit drugs at reservation casinos. Such distribution usually occurs in unmonitored areas, including bathrooms, employee locker rooms, hotel rooms, and parking lots.

ABUSE

Marijuana is the most frequently abused illicit drug in the region; cocaine, methamphetamine, and pharmaceutical drug treatment admissions are increasing. According to TEDS data, marijuana was the illicit drug most frequently reported by American Indians at the time of treatment admission in 2006, the latest year for which such data are available. Cocaine-related treatment admissions rank second among illicit drugs; they increased significantly between 2002 and 2003 and have since remained relatively stable. The number of American Indians seeking treatment for methamphetamine abuse is low in comparison with the number who seek treatment for marijuana and cocaine abuse. However, reports of treatment admissions for methamphetamine did increase from 2002 to 2005, although abuse of the drug may have peaked—mentions declined from 2005 to 2006. Moreover, treatment admissions for pharmaceutical abuse increased overall between 2002 and 2006, while heroin-related admissions remained relatively stable. (See Table 10.)

Table 10. Primary Illicit Drug Mentions by American Indians Seeking Treatment for Abuse in the Great Lakes Region 2002–2006

Drug	2002	2003	2004	2005	2006
Cocaine	14.6%	18.0%	20.3%	21.3%	20.2%
Heroin	3.4%	2.9%	3.4%	3.2%	3.2%
Marijuana	45.6%	48.3%	49.2%	48.7%	48.8%
Methamphetamine	4.7%	5.4%	7.7%	9.6%	8.2%
Pharmaceuticals	3.6%	3.6%	4.3%	5.8%	5.8%

Source: Treatment Episode Data Set 2006.



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NEW ENGLAND OCDETF REGION

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KEY FINDINGS

- Native American traffickers and independent dealers from nearby cities supply most illicit drugs to reservations in the region.
- Drug abusers commit most routine criminal offenses on reservations in the region.
- The lack of correctional facilities in or near the region requires law enforcement to travel great distances to house offenders.
- The abuse of diverted pharmaceuticals on reservations in the region is increasing at a faster rate than abuse of any other illicit drug.

DRUG THREAT OVERVIEW

The abuse of diverted pharmaceuticals poses the greatest concern to officials on reservations in the region as a result of steadily increasing treatment admissions for pharmaceutical abuse among Native Americans in the area. Native American traffickers and independent dealers transport diverted pharmaceuticals, marijuana, and cocaine from nearby cities and Canada for distribution in the region’s Native American communities. These traffickers typically transport multiple-tablet quantities of diverted pharmaceuticals, ounce quantities of marijuana, and gram quantities of cocaine to reservations in private vehicles.

ORGANIZATIONS

Native American traffickers and independent dealers supply most illicit drugs available on reservations in the region. Most illicit drugs available on reservations in the region are transported and distributed by Native American traffickers and independent dealers, who obtain the drugs in cities near reservations. Many of these traffickers supply abusers on several reservations, transporting small quantities of diverted pharmaceuticals, multi-ounce quantities of commercial-grade marijuana, and gram quantities of cocaine to numerous Native American communities throughout the region. Additionally, some reservations in the region are experiencing a presence of local street gangs, such as Bloods, that are distributing illicit drugs at the retail level.

Some drug abusers engage in violent and property crime on reservations to support their drug habits. Law enforcement reporting indicates that drug abusers commit most routine criminal offenses on reservations in the New England Region. Abusers predominantly commit property crime, such as burglary and theft, to fund their addictions. However, abusers sometimes engage in violent crimes, primarily domestic assaults—the prevalence of violent crime (assaults, shootings, and homicides) on reservations in New England is low.

The limited number of correctional facilities in or near the region requires law enforcement to travel great distances to house offenders. A lack of correctional facilities to house offenders

New England OCDETF Region Indian Country Fast Facts

States	Connecticut, Maine, Massachusetts, New Hampshire, Rhode Island, and Vermont
Number of Reservations	10
Population on Reservations	2,514
Area (Square Miles)	330.58
Per Capita Income	\$10,831-\$27,261
Poverty Level	4.2-31.6%
Unemployment	4.1-18.1%

Source: U.S. Census Bureau.

INDIAN COUNTRY DRUG THREAT ASSESSMENT

2008

NEW ENGLAND OCDETF REGION

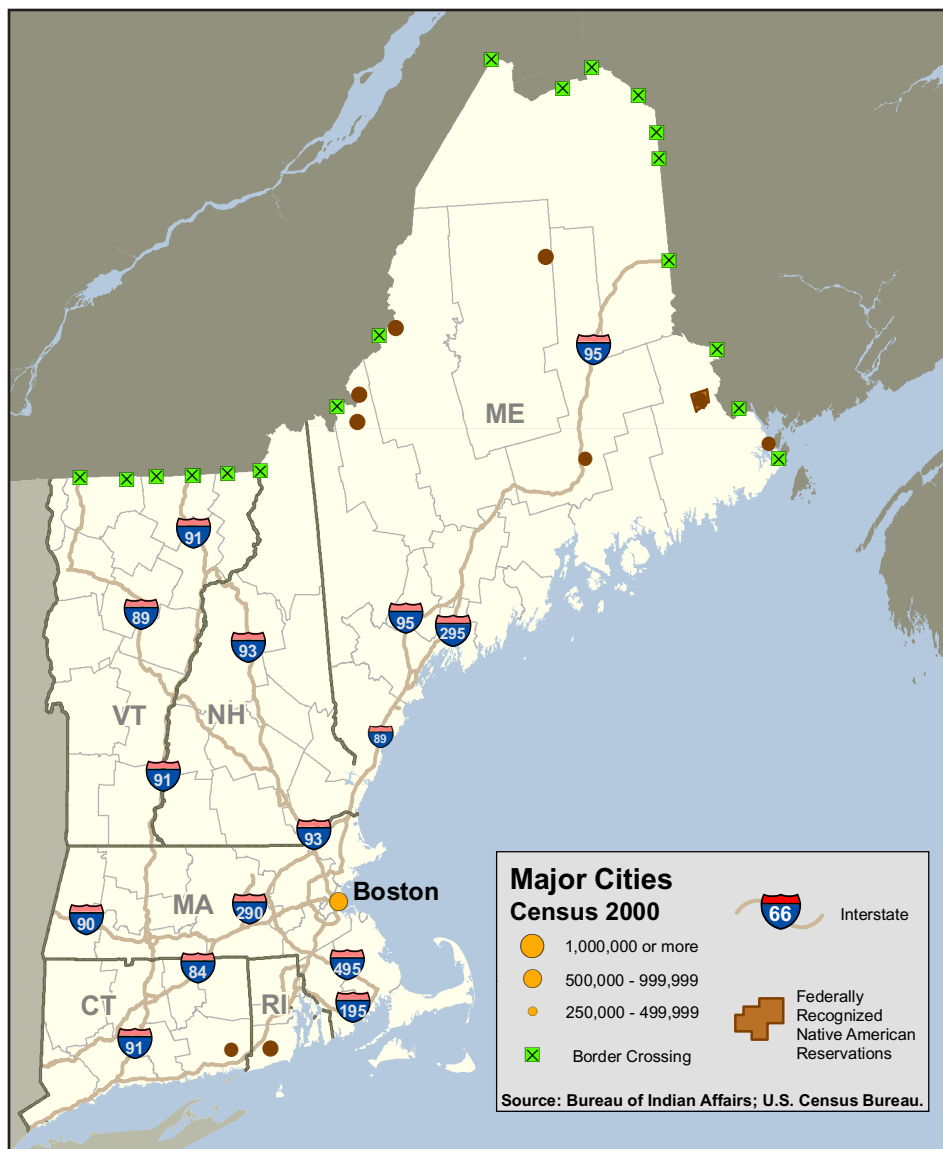


Figure 8. Federally recognized Native American reservations within the New England OCDETF Region.

constrains law enforcement efforts on reservations throughout the region. Tribal officials report that they are generally required to transport offenders great distances for court appearances and housing, thereby leaving their areas unprotected for long periods of time.

TRANSPORTATION

Urban areas close to reservations serve as the primary source of illicit drugs available within Native American communities throughout the New England Region. Native American traffickers and independent dealers transport retail and some midlevel quantities of illicit drugs, primarily diverted pharmaceuticals, marijuana, and cocaine, to reservations from nearby cities. These traffickers commonly use private vehicles while transporting drugs to and between reservations.



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NEW ENGLAND OCDETF REGION

DISTRIBUTION

Native American traffickers and independent dealers are the predominant illicit drug distributors on reservations throughout the region; they primarily distribute midlevel and retail-level quantities of diverted pharmaceuticals, marijuana, and cocaine. Native American traffickers and independent dealers commonly distribute diverted pharmaceuticals, commercial-grade marijuana, and cocaine on reservations throughout the region; they primarily distribute retail-level quantities of these drugs within Native American communities but occasionally distribute midlevel quantities to other traffickers. Native American traffickers typically use their residences as distribution sites, while independent dealers usually distribute illicit drugs from the homes of friends and acquaintances on reservations.

ABUSE

The abuse of diverted pharmaceuticals poses a significant threat to reservations in the region. OxyContin, Dilaudid, Percocet, and Vicodin are highly abused on Indian reservations. Most OxyContin pills seized on reservations are imprinted with the letters “CDN,” indicating a Canada-based source. Independent drug dealers from Bangor, Calais, Houlton, and Portland (ME) generally smuggle diverted pharmaceuticals from Canada into the United States and distribute them to tribal

members. Tribal members also obtain pharmaceuticals through doctor-shopping, fraudulent prescriptions, and theft.

The number of Native Americans reporting pharmaceutical drug abuse in the region is increasing at a faster rate than the number reporting abuse of any other illicit drug. TEDS data indicate that the percentage of American Indians reporting pharmaceutical drug abuse at the time of admission to publicly funded treatment facilities increased from 12.2 percent in 2002 to 29.4 percent in 2006, the latest year for which such data are available. Treatment admissions for marijuana, cocaine, and heroin have fluctuated over the past several years at relatively high levels. Methamphetamine-related treatment admissions are relatively low but have increased overall. (See Table 11.)

Table 11. Primary Illicit Drug Mentions by American Indians Seeking Treatment for Abuse in the New England Region 2002–2006

Drug	2002	2003	2004	2005	2006
Cocaine	30.4%	35.3%	30.0%	30.3%	32.0%
Heroin	28.3%	37.3%	23.4%	19.4%	20.7%
Marijuana	37.1%	30.9%	41.9%	38.4%	36.8%
Methamphetamine	0.4%	0.5%	0.4%	0.7%	0.7%
Pharmaceuticals	12.2%	15.0%	22.8%	21.7%	29.4%

Source: Treatment Episode Data Set 2006.

INDIAN COUNTRY DRUG THREAT ASSESSMENT

2008

FLORIDA/CARIBBEAN OCDETF REGION

FLORIDA/CARIBBEAN OCDETF REGION

KEY FINDINGS

- African American criminal groups dominate the transportation and distribution of powder cocaine and marijuana and the production and distribution of crack cocaine on reservations in the region.
- Members of some African American criminal groups cohabitate with Native American females on reservations in order to establish drug distribution networks.
- Cocaine is the illicit drug most commonly abused by Native Americans in the Florida/Caribbean Region; marijuana is also widely abused.

DRUG THREAT OVERVIEW

Cocaine and marijuana are the most widely available and frequently abused illicit drugs on reservations in the Florida/Caribbean Region. African American criminal groups from urban areas near reservations supply most of the marijuana and cocaine available in the region's Native American communities. These criminal groups also regularly convert powder cocaine to crack for distribution on reservations.

ORGANIZATIONS

African American criminal groups dominate the distribution of cocaine and marijuana on reservations in this region. Law enforcement officials in the Florida/Caribbean Region report that African American criminal groups dominate drug distribution on reservations. They typically transport powder cocaine and marijuana onto the reservations for distribution and convert powder cocaine to crack on reservation lands. Native American traffickers also transport and distribute cocaine and marijuana on reservations in the region, although to a lesser extent.

Unlike reservations in other regions of the country, the presence of street gangs on reservations in the region is limited. Law enforcement officials report that street gangs were present on reservations in the region in past years but that street gang activity at this time is minimal. Occasionally gang graffiti is observed on the reservation, or suspected gang members are observed frequenting casinos; however, such occurrences are attributed to gang members from urban areas traveling through the reservation.

Florida/Caribbean OCDETF Region Indian Country Fast Facts

States	Florida (Exclusions: Puerto Rico and U.S. Virgin Islands)
Number of Reservations	10
Population on Reservations	2,939
Area (Square Miles)	269.59
Per Capita Income	\$15,675
Poverty Level	16.0%
Unemployment	9.0%

Source: U.S. Census Bureau.



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FLORIDA/CARIBBEAN OCDETF REGION

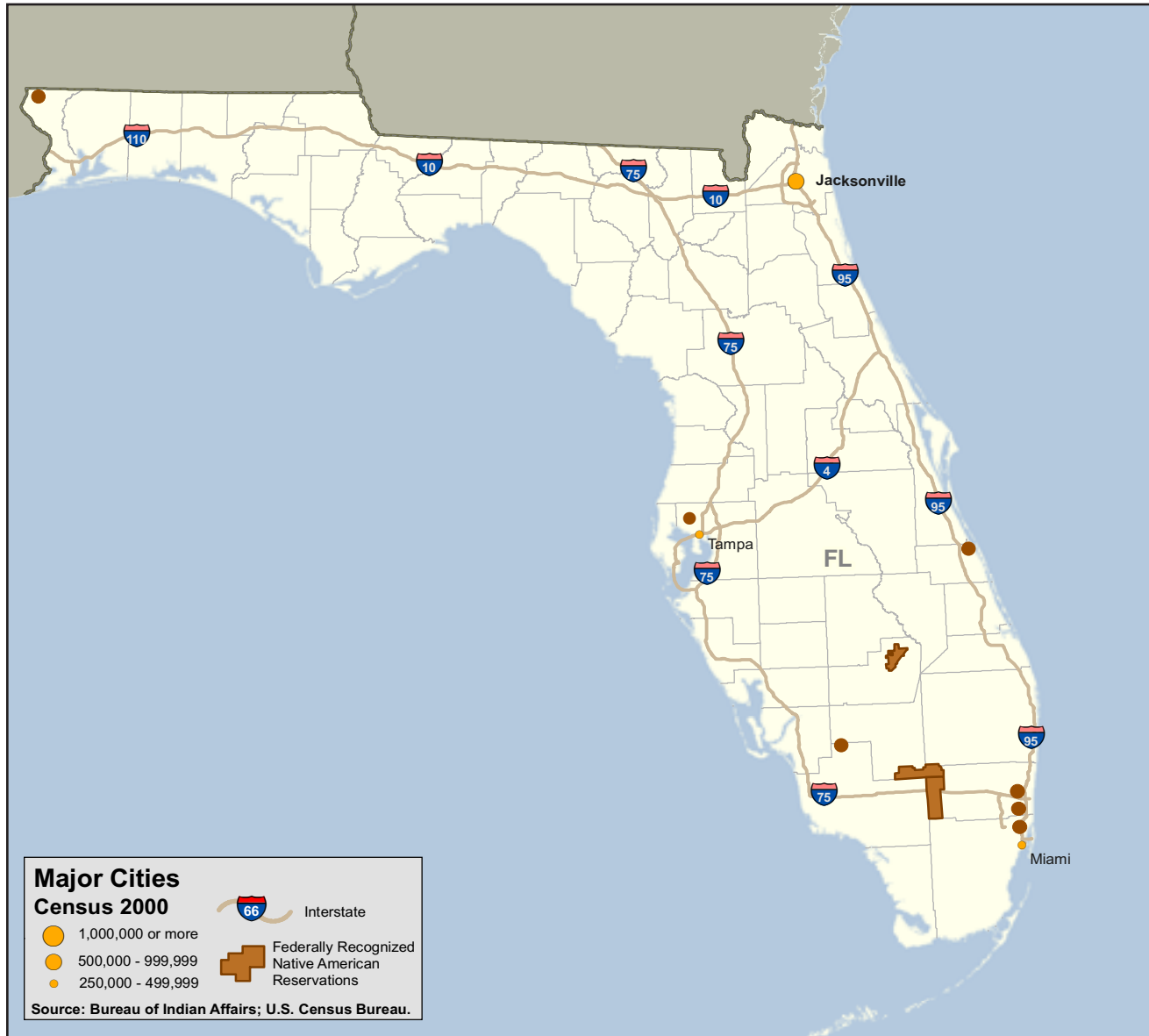


Figure 9. Federally recognized Native American reservations within the Florida/Caribbean OCDETF Region.

TRANSPORTATION

Traffickers generally obtain illicit drugs from urban areas near reservations and transport them onto and through reservations in private vehicles. African American criminal groups and Native American traffickers transport most illicit drugs available on reservations from urban

drug markets in the Florida/Caribbean Region, typically in private vehicles. Most members of African American criminal groups leave reservations after concluding their distribution operations; however, law enforcement reporting indicates that some co-habitate or marry tribal members in order to remain on the reservation and conduct their illicit activities.

INDIAN COUNTRY DRUG THREAT ASSESSMENT

2008

FLORIDA/CARIBBEAN OCDETF REGION

DISTRIBUTION

Tourist attractions and popular local settings often serve as retail-level drug distribution sites. African American and Native American traffickers often distribute illicit drugs at casinos and nightclubs and in parking lots on reservations in the region. Most sales result from personal contact between drug distributors and abusers.

ABUSE

Marijuana and cocaine are the most widely available and abused illicit drugs on reservations in the region. Marijuana and cocaine are the most abused illicit drugs on reservations in the Florida/Caribbean OCDETF Region. TEDS data indicate that cocaine abuse reported at the time of treatment admission by American Indians increased steadily from 2002 (25.3%) to 2006 (48.1%), the latest year for which such data are available. (See Table 12.) The overall number of treatment admissions for heroin, diverted pharmaceuticals, and methamphetamine is significantly lower than the number of admissions for cocaine and marijuana. However, pharmaceutical-related treatment admissions increased significantly between 2003 and 2005 and then declined substantially in 2006, to earlier levels. Additionally, law enforcement reporting suggests that methamphetamine is generally available on reservations in the region; however, TEDS data reveal a substantial decline in methamphetamine-related treatment admissions in 2006, after several years of increases.

Table 12. Primary Illicit Drug Mentions by American Indians Seeking Treatment for Abuse in the Florida/Caribbean OCDETF Region, 2002–2006

Drug	2002	2003	2004	2005	2006
Cocaine	25.3%	25.8%	32.9%	42.0%	48.1%
Heroin	3.8%	2.8%	0.9%	3.0%	3.2%
Marijuana	40.1%	40.4%	58.0%	44.4%	47.1%
Methamphetamine	2.9%	3.3%	5.0%	5.9%	1.6%
Pharmaceuticals	11.5%	10.8%	15.9%	27.8%	15.9%

Source: Treatment Episode Data Set 2006.



NATIONAL DRUG INTELLIGENCE CENTER

NEW YORK/NEW JERSEY OCDETF REGION

NEW YORK/NEW JERSEY OCDETF REGION

KEY FINDINGS

- The most highly structured Native American DTOs in Indian Country operate from reservations in the region. These DTOs smuggle wholesale quantities of high-potency Canadian marijuana and MDMA from Canada into the United States for distribution to drug markets throughout the country.
- Asian DTOs exploit reservations by smuggling high-potency Canadian marijuana and MDMA onto the reservation for eventual distribution in U.S. drug markets. They typically sell illicit drugs to Native American DTOs or contract with them to deliver the drugs to various DTOs and criminal groups throughout the United States.
- Members of Canadian chapters of outlaw motorcycle gangs are active on some reservations in the region. They smuggle high-potency Canadian marijuana and MDMA through reservations near the U.S.–Canada border, often using intimidation and violence to facilitate their trafficking operations.
- Crack cocaine and marijuana are the most widely available and abused drugs on reservations in the region; the abuse of diverted pharmaceuticals is increasing.

DRUG THREAT OVERVIEW

The primary illicit drugs abused by Native Americans on reservations in the New York/New Jersey are crack cocaine, marijuana, heroin, and diverted pharmaceuticals. Tribal members typically obtain crack cocaine, marijuana, and heroin from independent traffickers living in nearby cities, and diverted pharmaceuticals through doctor-shopping. Additionally, wholesale amounts of high-potency Canadian marijuana and MDMA as well as small quantities of powdered cocaine are smuggled from Canada into the United States through reservations in the region; a portion of these illicit drugs are transported to and distributed in Native American communities in the region.

ORGANIZATIONS

Native American DTOs smuggle significant quantities of marijuana and MDMA from Canada to the United States through Indian Country. Native American DTOs operating in Canada and the United States exploit reservations in the region to smuggle high-potency Canadian marijuana and MDMA from Canada into the United States. These organizations, which are highly organized, typically employ tribal members to transport the marijuana and MDMA from Canada into the United States.

New York/New Jersey OCDETF Region Indian Country Fast Facts

States	New Jersey, New York
Number of Reservations	9
Population on Reservations	15,106
Area (Square Miles)	135.4
Per Capita Income	\$12,930
Poverty Level	21.3%
Unemployment	9.4%

Source: U.S. Census Bureau.

INDIAN COUNTRY DRUG THREAT ASSESSMENT

2008

NEW YORK/NEW JERSEY OCDETF REGION



Figure 10. Federally recognized Native American reservations within the New York/New Jersey OCDETF Region.



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NEW YORK/NEW JERSEY OCDETF REGION

Asian DTOs exploit reservations along the U.S.–Canada border by smuggling Canada-produced marijuana and MDMA into the United States. Canada-based Asian DTOs smuggle high-potency Canadian marijuana and MDMA into the United States through reservations along the U.S.–Canada border. The drugs are initially transported to areas in Canada near the border, where Native American criminal groups retrieve the drugs and transport them to the U.S. side of the reservation.

Outlaw motorcycle gangs utilize reservations in the region to smuggle high-potency marijuana and MDMA into the region. OMGs smuggle high-potency Canadian marijuana and MDMA through reservations near the U.S.–Canada border en route to various U.S. drug markets, including many in New England.

Street gang activity on reservations in the region is limited, although influences from urban areas pose a growing threat.¹⁵ Law enforcement reporting reveals that younger tribal members who periodically visit and/or live with family members in urban areas have been exposed to an array of gang influences. Some of the younger tribal members have become active in the urban gang culture and could introduce this culture to their home reservations when they return.

Drug traffickers on reservations throughout the region are increasingly using sophisticated communication devices to lessen the risk of law enforcement detection. Drug traffickers who operate on reservations in the region generally use a variety of communication devices to facilitate their drug trafficking activities. For example, Native American criminal groups use cellular devices and boost phones to impede law enforcement efforts to track their communications.

15. While many of these gangs claim affiliation with national gang structures such as Bloods and Crips, the majority are hybrid gang structures that have little or no affiliation with the national gang other than the names, symbolism, and representing style.

TRANSPORTATION

Various traffickers smuggle wholesale quantities of Canadian marijuana and MDMA through reservations along the U.S.–Canada border to various drug markets across the United States. Native American DTOs, Asian DTOs, and Canada-based members of OMGs routinely use reservations to smuggle wholesale quantities of high-potency Canadian marijuana and MDMA to major drug markets throughout the United States. Loads of high-potency Canadian marijuana and MDMA are generally transported by these traffickers from Canada into the United States through the reservations. These traffickers usually employ couriers, including members of reservations, to smuggle illicit drugs into the United States.

DISTRIBUTION

Retail-level drug distribution on reservations in the region is limited; however, wholesale distribution regularly occurs on some reservations in the region. Most Native American illicit drug abusers on reservations in the region acquire their drug supplies from cities close to their home reservation; they typically travel to cities in private vehicles and return with personal use quantities of drugs. However, limited retail-level distribution of marijuana and MDMA does occur on reservations in the region. Conversely, wholesale drug distribution routinely occurs on some reservations. Wholesale quantities of high-potency Canadian marijuana and MDMA smuggled onto reservations in the region from Canada are regularly distributed to drug markets throughout the United States. The drugs are generally transported off the reservation by Native American couriers, destined for major drug markets in the eastern half of the United States.

INDIAN COUNTRY DRUG THREAT ASSESSMENT

2008

NEW YORK/NEW JERSEY OCDETF REGION

ABUSE

Crack cocaine and marijuana are the most widely available and abused drugs in the region; the abuse of diverted pharmaceuticals is increasing. The primary drugs of abuse among American Indians in the region are crack cocaine, marijuana, heroin, and diverted pharmaceuticals. Reservation residents typically obtain crack cocaine, marijuana, and heroin from independent dealers living in nearby cities. According to TEDS data, marijuana is the primary illicit drug for which Native Americans in the region seek treatment; the percentage of American Indians reporting marijuana abuse at the time of treatment admission increased between 2004 and 2005 after a period of relative stability and then decreased slightly between 2005 and 2006, the latest year for which such data are available. Native Americans in the region also are increasingly seeking treatment for cocaine and heroin abuse. (See Table 13.) The percentage of American Indians reporting pharmaceutical drug abuse increased between 2002 and 2004 and steadily declined between 2004 and 2006. However, law enforcement officials in the region report that diverted pharmaceutical abuse remains a threat to Native American communities in the region. Diverted pharmaceuticals are typically obtained by tribal members through doctor-shopping. The level of methamphetamine abuse by American Indians in the region is low, with less than 1 percent of American Indians who sought treatment in 2006 reporting abuse of the drug at the time of their admission.

Table 13. Primary Illicit Drug Mentions by American Indians Seeking Treatment for Abuse in the New York/New Jersey Region 2002–2006

Drug	2002	2003	2004	2005	2006
Cocaine	37.7%	38.5%	40.3%	41.5%	44.9%
Heroin	13.1%	18.0%	15.8%	17.5%	20.0%
Marijuana	45.7%	44.0%	43.8%	47.1%	46.5%
Methamphetamine	0.6%	0.5%	1.0%	0.7%	0.7%
Pharmaceuticals	5.8%	7.4%	9.3%	8.7%	8.1%

Source: Treatment Episode Data Set 2006.



NATIONAL DRUG INTELLIGENCE CENTER

SOUTHEAST OCDETF REGION

SOUTHEAST OCDETF REGION

KEY FINDINGS

- Mexican DTOs supply wholesale quantities of illicit drugs to Native American traffickers and independent dealers for midlevel and retail-level distribution on and off reservations in the region
- Powder and crack cocaine are the most abused illicit drugs on reservations in the region; however, the abuse of diverted pharmaceuticals within Native American communities has increased significantly since 2002.

DRUG THREAT OVERVIEW

Powder and crack cocaine, heroin, marijuana, methamphetamine, and diverted pharmaceuticals are available to varying degrees on reservations in the Southeast Region; powder and crack cocaine are the most abused. Mexican drug traffickers supply retail-level distributors who operate within Native American communities. These Mexican traffickers routinely transport illicit drugs from Mexico through transshipment cities such as Atlanta (GA) to associates in the region, who ultimately supply the illicit drugs to Native American traffickers and independent dealers.

ORGANIZATIONS

Mexican DTOs supply wholesale quantities of illicit drugs to Native American traffickers and independent dealers on and off reservations in the region. Mexican DTOs are the most prominent trafficking organizations in terms of drug availability on reservations in the region. These organizations transport drugs through and to reservations.

Non-Native American gang members engage in drug trafficking and property crimes on reservations in the region.¹⁶ Street gangs including Bloods, Crips, El Rod Boys, Folk Nation, MS 13, and 74 Boys maintain a presence on some reservations in the region. The majority of the gangs consist of 10 or more members, ranging from individuals in their early teens to adults. Most gangs present on reservations are only minimally involved with drug-related activities but do engage in a variety of other criminal activity, including property crimes (tagging, stealing, and arson), violent crimes (threats,

16. While many of these gangs claim affiliation with national gang structures such as Bloods and Crips, the majority are hybrid gang structures that have little or no affiliation with the national gang other than the names, symbolism, and representing style.

Southeast OCDETF Region Indian Country Fast Facts

States	Alabama, Arkansas, Georgia, Louisiana, Mississippi, North Carolina, South Carolina, and Tennessee
Number of Reservations	9 (Includes 1 SDAISA—Lumbee*)
Population on Reservations	14,507
Area (Square Miles)	119.13
Per Capita Income	\$6,729-\$18,210
Poverty Level	13.9-58.9
Unemployment	5.8-26.6%

Source: U.S. Census Bureau.

*The Lumbee State Designated American Indian Statistical Area (SDAISA) is included in this drug assessment because of a high Native American population and the presence of criminal activity within Robeson County, North Carolina, its primary location.

INDIAN COUNTRY DRUG THREAT ASSESSMENT

2008

SOUTHEAST OCDETF REGION

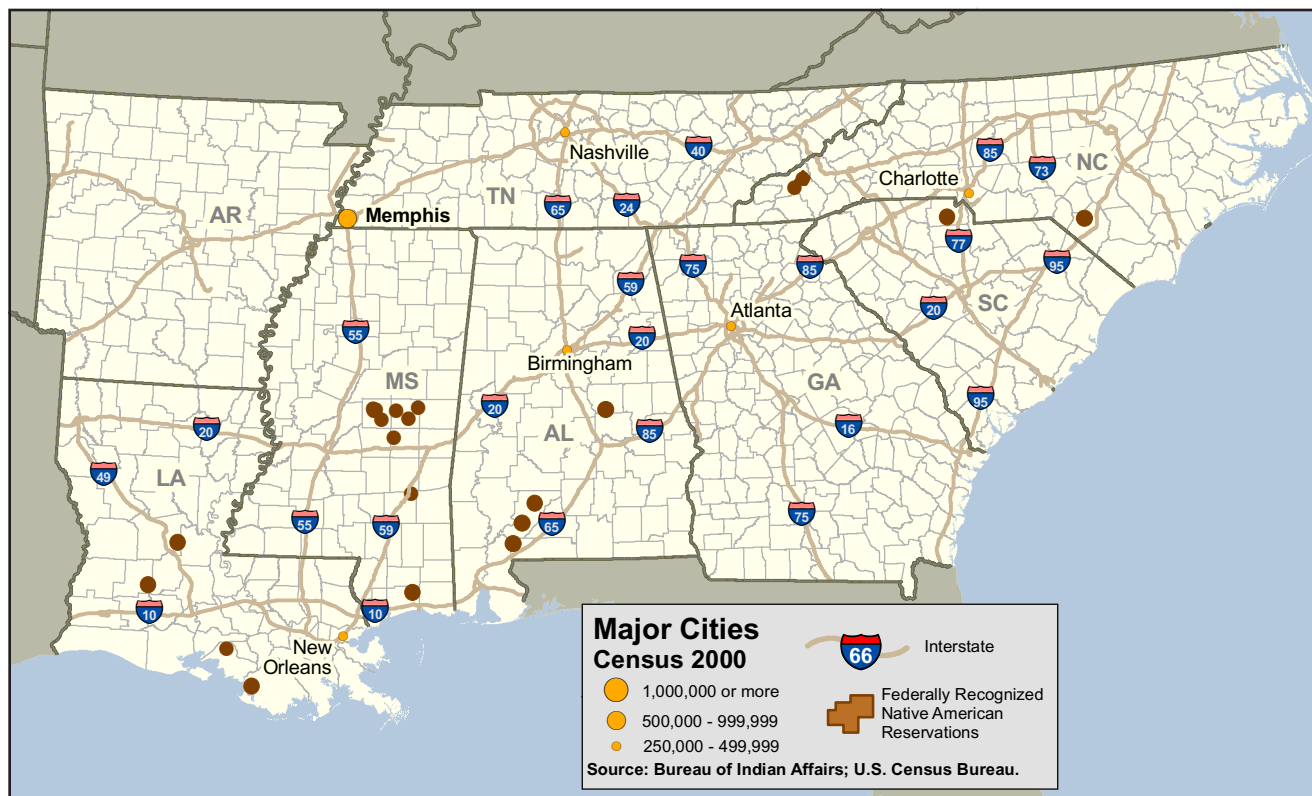


Figure 11. Federally recognized Native American reservations within the Southeast OCDETF Region.

intimidation, physical assault, and sexual assault), and weapons offenses. Gang members have also engaged in club fights and drive-by shootings on some reservations in the region.

TRANSPORTATION

Mexican and Native American traffickers transport illicit drugs onto and through reservations in the region. Mexican and Native American traffickers generally transport illicit drugs to reservations from nearby urban areas.

DISTRIBUTION

Native American traffickers and independent dealers are the predominant retail-level drug distributors on southeastern reservations. Native American and independent traffickers control retail-level drug distribution within Native American communities in the region. They distribute

illicit drugs primarily at venues frequented by large numbers of people, including casinos, hotels, and parking areas.

ABUSE

Cocaine and marijuana are the most widely abused illicit drugs in the region; however, diverted pharmaceutical and methamphetamine treatment mentions by American Indians are increasing. Law enforcement officials throughout the region report that powder and crack cocaine are the primary drugs of abuse on reservations but that marijuana, diverted pharmaceuticals, and methamphetamine are also frequently abused. Cocaine was the drug most often reported by American Indians at the time of treatment admission in 2006 (43.1%), the latest year for which such data are available. However, cocaine-related treatment admissions declined significantly in 2006 after peaking in 2005 (see Table 14 on page 40). Marijuana- and



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SOUTHEAST OCDETF REGION

heroin-related treatment admissions also declined among American Indians in the region during 2006. Conversely, treatment admissions for pharmaceutical drug abuse have increased steadily since 2002, particularly between 2005 and 2006. Moreover, methamphetamine-related treatment admissions among American Indians in the region have also increased but are at relatively low levels.

Native American abusers frequently obtain diverted pharmaceuticals through fraud or theft. Pharmaceuticals, particularly Hydrocodone, OxyContin, Percocet, and Xanax, are obtained by abusers through various means, including forgery, pharmacy burglary, robbery, and unscrupulous physicians.

Drug abusers frequently engage in various criminal activities to sustain their dependency. Law enforcement officials in Native American communities report that drug abusers often commit property crimes, such as burglary and theft, and other criminal offenses to acquire funds to purchase illicit drugs. For instance male Native American drug users burglarize homes to steal valuable items in order to purchase drugs, while female abusers engage in prostitution in order to acquire illicit drugs.

Table 14. Primary Illicit Drug Mentions by American Indians Seeking Treatment for Drug Abuse in the Southeast Region 2002–2006

Drug	2002	2003	2004	2005	2006
Cocaine	28.2%	27.7%	35.0%	50.2%	43.1%
Heroin	2.1%	1.7%	1.6%	2.2%	1.9%
Marijuana	41.1%	39.7%	34.5%	42.4%	39.7%
Methamphetamine	2.1%	1.7%	3.0%	5.1%	5.7%
Pharmaceuticals	7.4%	12.5%	12.9%	13.6%	21.0%

Source: Treatment Episode Data Set 2006.



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APPENDIX B.

U.S. CENSUS BUREAU DEFINITIONS

American Indian Reservation: Federal American Indian reservations are areas that have been set aside by the United States for the use of tribes, the exterior boundaries of which are more particularly defined in the final tribal treaties, agreements, executive orders, federal statutes, secretarial orders, or judicial determinations. The U.S. Census Bureau recognizes federal reservations as territory over which American Indian tribes have primary governmental authority. These entities are known as colonies, communities, pueblos, rancherias, ranches, reservations, reserves, villages, Indian communities, and Indian villages. The Bureau of Indian Affairs maintains a list of federally recognized tribal governments. The U.S. Census Bureau contacts representatives of American Indian tribal governments to identify the boundaries for federal reservations.

Civilian Labor Force: Consists of people classified as employed or unemployed in accordance with the criteria described below under Unemployment Status.

Per Capita Income: The U.S. Census Bureau defines Per Capita Income as the mean income computed for every man, woman, and child in a particular group. It is derived by dividing the total income of a particular group by the total population in that group. Per capita income is rounded to the nearest whole dollar.

Poverty: The poverty level is based on the U.S. Census Bureau's definition of the percent for which poverty status is determined. Poverty status was determined for all people except institutionalized people, people in military group quarters, people in college dormitories, and unrelated individuals under 15 years old. These groups also were excluded from the numerator and denominator when calculating poverty rates. They are considered neither "poor" nor "nonpoor."

Race: The concept of race, as used by the U.S. Census Bureau, reflects self-identification by people according to the race or races with which they most closely identify. These categories are socio-political constructs and should not be interpreted as being scientific or anthropological in nature. Furthermore, the race categories include both racial and national-origin groups. The races identified in this report include: White, Black or African American, American Indian or Alaska Native, and Asian.

Unemployment Status: (referred to as labor force status in previous censuses) All civilians 16 years old and over were classified as unemployed if they were neither "at work" nor "with a job but not at work" during the reference week, were looking for work during the last 4 weeks, and were available to start a job. Also included as unemployed were civilians 16 years old and over who: did not work at all during the reference week, were on temporary layoff from a job, had been informed that they would be recalled to work within the next 6 months or had been given a date to return to work, and were available to return to work during the reference week, except for temporary illness.

APPENDIX C.

POLICING AND LAW ENFORCEMENT IN INDIAN COUNTRY

The administration of criminal justice throughout Indian Country is overseen by the Bureau of Indian Affairs and authorized pursuant to the public law and statutory regulations set forth in Table 15 on page 44.

Policing resources available to large geographically remote reservations is limited. Law enforcement officials throughout Indian Country indicate that tribal law enforcement agencies possess significantly fewer law enforcement resources (equipment and manpower) than their counterparts in non-Indian communities. This greatly impedes the officials' ability to provide sufficient law enforcement coverage in remote areas of reservations and to support criminal drug investigations.

The availability and allocation of correctional resources in Indian Country are limited. Approximately 82 detention facilities currently exist in Indian Country; they are located on 57 reservations throughout the country. Only 27 of the facilities can be used to house juvenile offenders. Of the 82 facilities, 20 are operated by BIA and 62 are operated by individual tribes. Despite the fact that correctional facilities are located within reservations, law enforcement officials must travel significant distances to house offenders.

Federal agency involvement in Indian Country is an integral part of its criminal investigative and justice systems. The FBI is the principal federal law enforcement agency that investigates major crimes including homicide, sexual abuse, and felony assaults in Indian Country. A critical component of the FBI's efforts in Indian Country is its Safe Trails Task Force (STTF) program, which unites the FBI with other law enforcement agencies in a collaborative effort to combat the problem of violent crime and drug trafficking in Indian Country. Participating agencies include FBI, DEA, BIA, ATF, tribal police departments, and state and local law enforcement agencies. Currently, 19 STTFs are funded, and planning for additional task forces is underway.



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Table 15. Law Enforcement Jurisdiction in Indian Country

Offender	Victim	Jurisdiction Not Conferred Under Public Law 280, 18 U.S.C. § 1162
Non-Indian	Non-Indian	State jurisdiction is exclusive of federal and tribal jurisdiction.
Non-Indian	Indian	Federal jurisdiction under 18 U.S.C. § 1152 is exclusive of state and tribal jurisdiction.
Indian	Non-Indian	If listed in 18 U.S.C. § 1153, there is federal jurisdiction, exclusive of the state, but not of the tribe. If the listed offense is not otherwise defined and punished by federal law applicable in the special maritime and territorial jurisdiction of the United States, state law is assimilated. If not listed in 18 U.S.C. § 1153, there is federal jurisdiction, exclusive of the state, but not of the tribe, under 18 U.S.C. § 1152. If the offense is not defined and punished by a statute applicable within the special maritime and territorial jurisdiction of the United States, state law is assimilated under 18 U.S.C. § 13.
Indian	Indian	If the offense is listed in 18 U.S.C. § 1153, there is federal jurisdiction, exclusive of the state, but not of the tribe. If the listed offense is not otherwise defined and punished by federal law applicable in the special maritime and territorial jurisdiction of the United States, state law is assimilated. If not listed in 18 U.S.C. § 1153, tribal jurisdiction is exclusive.
Non-Indian	Victimless	State jurisdiction is exclusive, although federal jurisdiction may attach if an impact on individual Indian or tribal interest is clear.
Indian	Victimless	There may be both federal and tribal jurisdiction. Under the Indian Gaming Regulatory Act, all state gaming laws, regulatory as well as criminal, are assimilated into federal law, and exclusive jurisdiction is vested in the United States.
Offender	Victim	Jurisdiction When Conferred Under Public Law 280, 18 U.S.C. § 1162
Non-Indian	Non-Indian	State jurisdiction is exclusive of federal and tribal jurisdiction.
Non-Indian	Indian	<i>Mandatory</i> —state has jurisdiction exclusive of federal and tribal jurisdiction. <i>Optional</i> —state and federal government have jurisdiction. There is no tribal jurisdiction.
Indian	Non-Indian	<i>Mandatory</i> —state has jurisdiction exclusive of federal government but not necessarily of the tribe. <i>Optional</i> —state has concurrent jurisdiction with the federal courts and tribal courts.
Indian	Indian	<i>Mandatory</i> —state has jurisdiction exclusive of the federal government but not necessarily of the tribe. <i>Optional</i> —state has concurrent jurisdiction with tribal courts for all offenses and concurrent with federal courts for those listed in 18 U.S.C. § 1153.
Non-Indian	Victimless	State jurisdiction is exclusive, although federal jurisdiction may attach in an option state if impact on individual Indian or tribal interest is clear.
Indian	Victimless	There may be concurrent state, tribal and, in an option state, federal jurisdiction. There is no state regulatory jurisdiction.

Source: http://www.usdoj.gov/usao/eousa/foia_reading_room/usam/title9/crm00689.htm; <http://tribaljurisdiction.tripod.com/id8.html>.

Safe Trails Task Force Locations

Bismarck-Mandan Safe Trails Task Force
(Bismarck, ND)

Blackfeet Safe Trails Task Force
(Browning, MT)

Crow/Northern Cheyenne Safe Trails Task Force
(Billings, MT)

Fort Apache Safe Trails Task Force
(Lakeside-Pinetop, AZ)

Fort Peck Safe Trails Force
(Glasgow, MT)

Headwaters Safe Trails Task Force
(Bemidji, MN)

Menominee Indian Reservation Task Force
(Green Bay, WI)

Nebraska Safe Trails Task Force
(Sioux City, IA)

New Mexico Safe Trails Task Force
(Gallup, NM)

Northern Plains Safe Trails Task Force
(Pierre, SD)

Northwest Washington Safe Trails Task Force
(Everett, WA)

Sacramento Indian Gaming Safe Trails Task Force
(Sacramento, CA)

Salish Safe Trails Task Force
(Spokane, WA)

Tohono O'odham Safe Trails Task Force
(Tucson, AZ)

Tri-Agency Safe Trails Task Force
(Havre, MT)

Upper Peninsula Safe Trails Task Force
(Marquette, MI)

Utah Navajo Violent Crimes Task Force
(Monticello, UT)

Warm Springs Safe Trails Task Force
(Bend, OR)

Western Nevada Safe Trails Task Force
(Reno, NV)



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APPENDIX D.

NATIVE AMERICANS COMMITTED TO FEDERAL BUREAU OF PRISONS

TEN MOST LISTED BOP OFFENSE CODES AND COUNT OF NATIVE AMERICANS* COMMITTED TO BOP CUSTODY

Count	Offense Description
728	Sexual abuse, state and government reservations
553	Assault on state and government reservations
399	Murder, except government official, state and government reservations
363	Attempt and conspiracy – drugs
237	Firearms laws – use of firearm during a federal crime of violence or drug trafficking crime
188	Firearms laws – Armed Career Criminal Act
144	Manslaughter, state and government reservations
99	Create, manufacture, distribute, or dispense controlled nonnarcotic drug under Schedule I
95	Create, manufacture, distribute, or dispense controlled nonnarcotic drug under Schedule II
93	Create, manufacture, distribute, or dispense controlled narcotic drug under Schedule II

*The roster data of Native Americans committed to Federal BOP custody for this analysis were current as of January 29, 2008. BOP uses race standards set by the Office of Management and Budget in that an American Indian or Alaska Native is a person originating from any of the original peoples of North and South America (including Central America) who maintains tribal affiliation or community attachment. For purposes of this report, only U.S. citizens were included in the BOP count, and data from Alaska federal courts of jurisdiction were excluded.



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APPENDIX E.

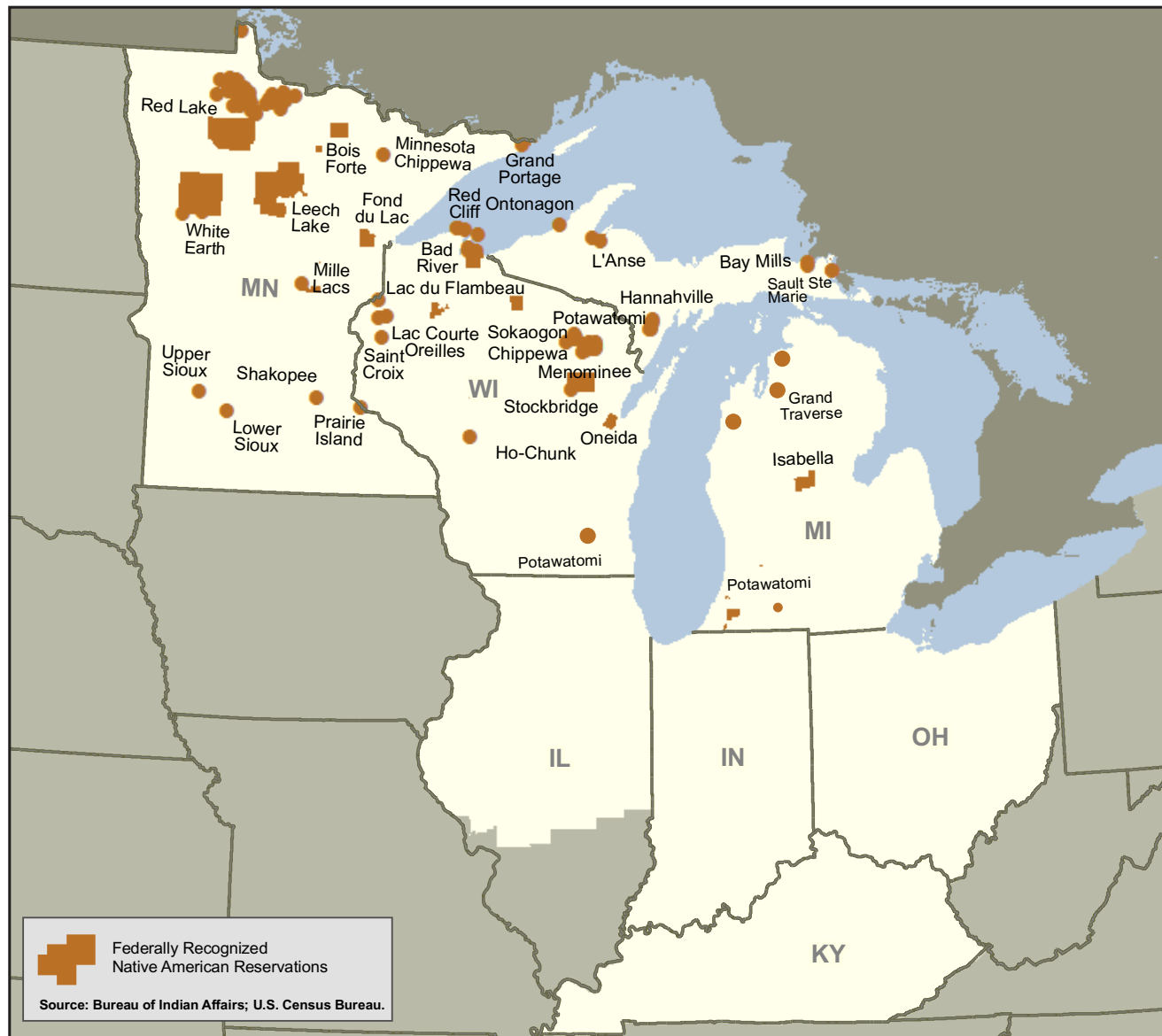
MAPS OF U.S. FEDERALLY RECOGNIZED RESERVATIONS BY REGION



Map 1. Federally recognized reservations in the Southeast and Florida/Caribbean OCEDEF Regions.



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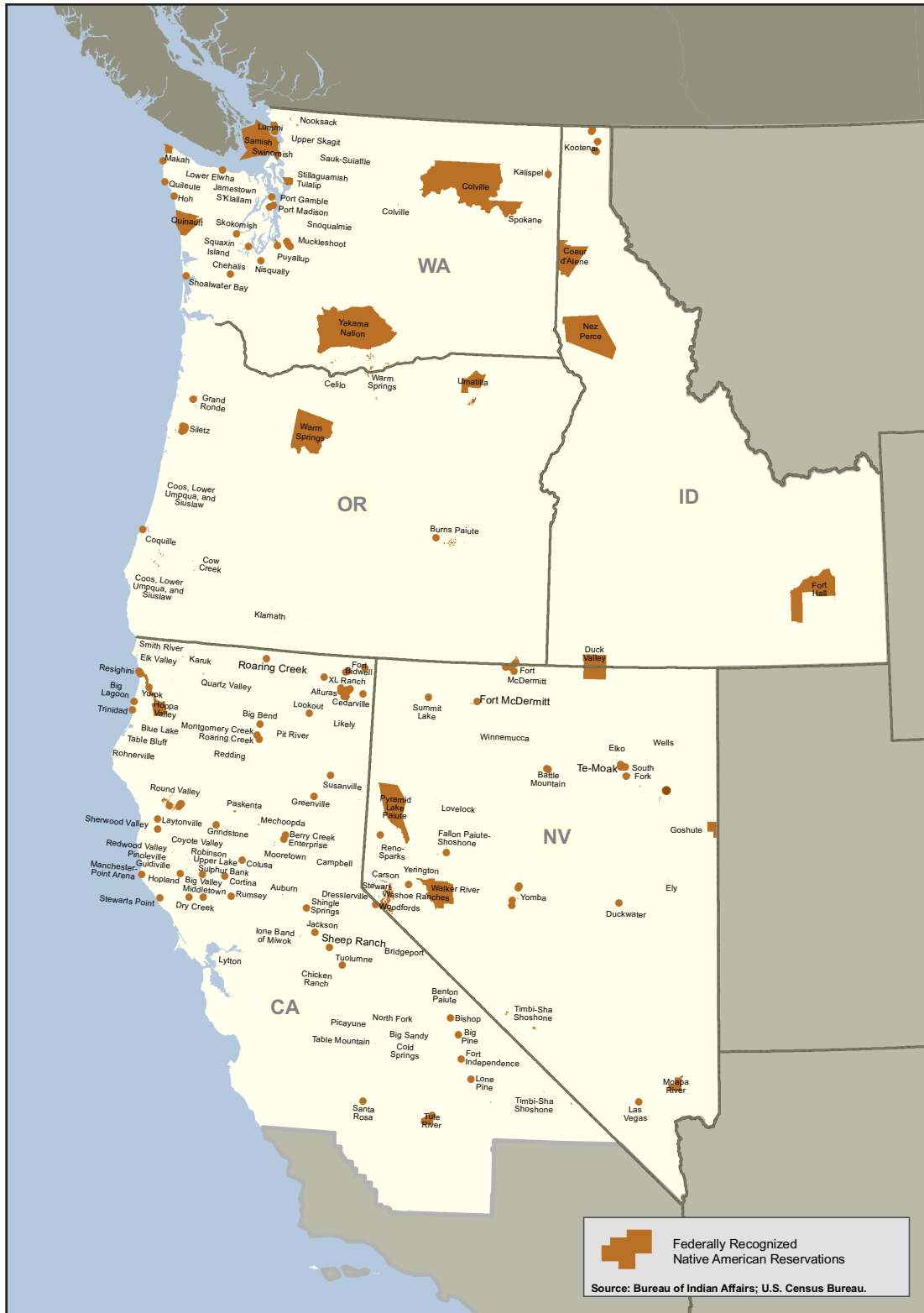
Map 2. Federally recognized reservations in the Great Lakes OCDEF Region.



Map 3. Federally recognized reservations in the New York/New Jersey and New England OCDETF Regions.



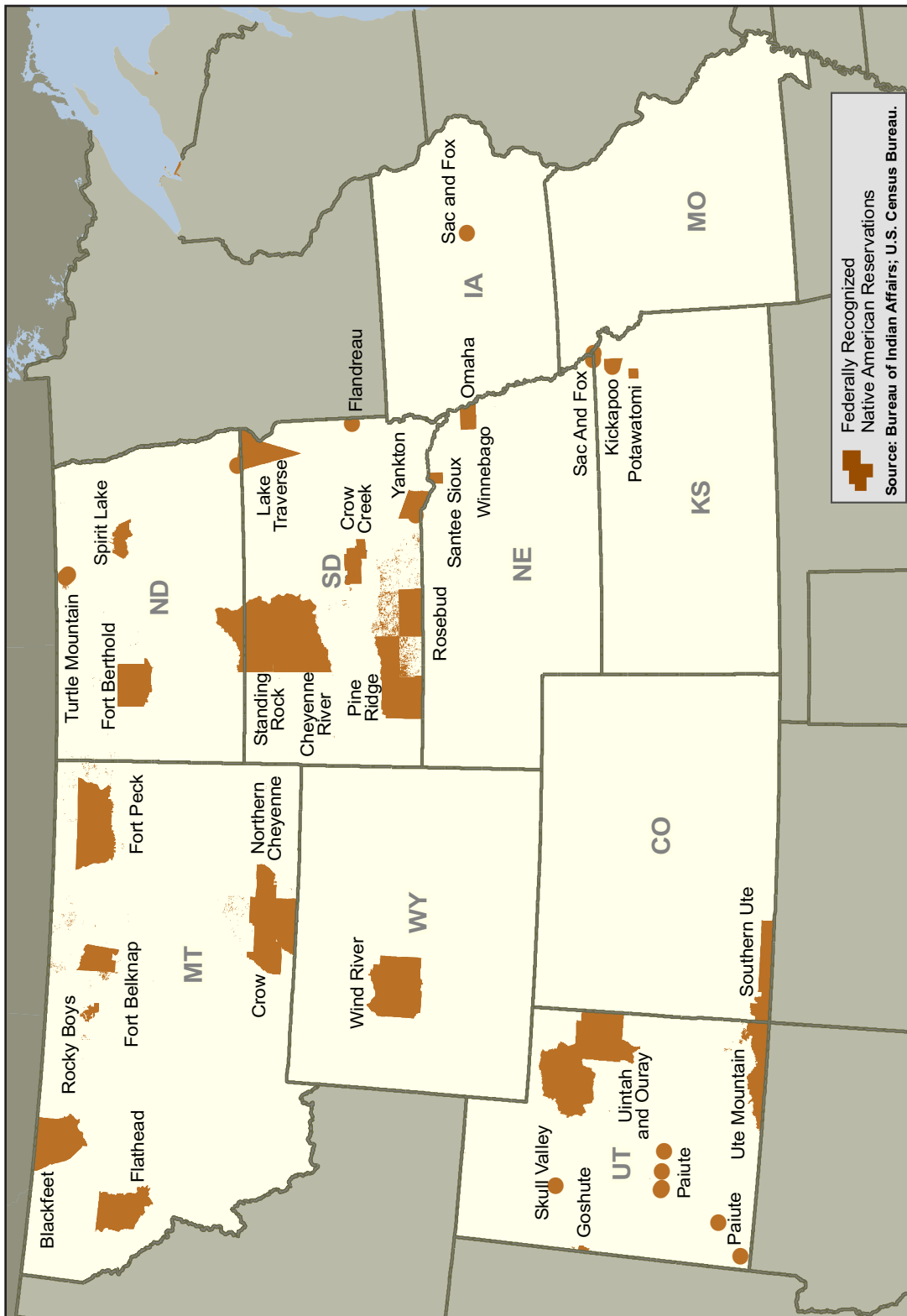
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Map 4. Federally recognized reservations in the Pacific ODETF Region.



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Map 6. Federally recognized reservations in the West Central OCDETF Region.



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SOURCES

FEDERAL

Executive Office of the President
Office of National Drug Control Policy
High Intensity Drug Trafficking Area
Central Valley California
Fresno Marijuana Investigation Team

U.S. Department of Agriculture
Forest Service

U.S. Department of Commerce
U.S. Census Bureau

U.S. Department of Health and Human Services
Indian Health Service
Substance Abuse and Mental Health Services Administration
National Survey on Drug Use and Health
Treatment Episode Data Set

U.S. Department of Homeland Security
U.S. Customs and Border Protection
Office of Border Patrol
Casa Grande Sector
Swanton Sector Intelligence Unit
Tucson Sector

U.S. Department of the Interior
Bureau of Indian Affairs
Office of Law Enforcement Services
District I Headquarters
Standing Rock Agency
Turtle Mountain Agency
Yankton Agency
District II Headquarters
District III Headquarters
Eastern Nevada Agency
Fort Apache Agency
San Carlos Agency
District IV Headquarters
Mescalero Agency
Ute Mountain Ute Agency
District V Headquarters
Blackfeet Agency
Crow Agency
Northern Cheyenne Agency



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Olympic Peninsula Agency
 Puget Sound Agency
 Spokane Agency
 Warm Springs Agency
 Wind River Agency

U.S. Department of Justice

Criminal Division

Organized Crime Drug Enforcement Task Force

Drug Enforcement Administration

Domestic Cannabis Eradication/Suppression Program

New York Field Division

Plattsburgh Post of Duty

San Diego Field Division

Executive Office for U.S. Attorneys

U.S. Attorneys Offices

Federal Bureau of Investigation

Criminal Investigative Division

Indian Country Unit

Safe Trails Task Force Program

Bismarck-Mandan Safe Trails Task Force

Blackfeet Safe Trails Task Force

Crow/Northern Cheyenne Safe Trails Task Force

Headwaters Safe Trails Task Force

Menominee Indian Reservation Task Force

Northern Plains Safe Trails Task Force

Minneapolis Field Office

Rapid City Resident Agency

Sioux Falls Resident Agency

Uniform Crime Reports

Federal Bureau of Prisons

Office of Justice Programs

Bureau of Justice Statistics

National Institute of Justice

TRIBAL, STATE, AND LOCAL

ARIZONA

Fort McDowell Police Department

Gila River Police Department

Hualapai Nation Police Department

Navajo Nation Law Enforcement

Pascua Yaqui Tribal Police Department

Pyramid Lake Tribal Police Department

Quechan Tribal Police Department
Salt River Pima – Maricopa Indian Community Police Department
Tohono O’odham Nation Police

CALIFORNIA

Butte County Interagency Narcotic Task Force
California Highway Patrol
Hopland Tribal Police Department
Mendocino County Sheriff’s Office
Mooretown Rancheria
San Diego County Sheriff’s Department
 Special Investigations Division

COLORADO

Southern Ute Police Department
Ute Mountain Police Department

FLORIDA

Seminole Police Department

IDAHO

Fort Hall Police Department
Lewiston Police Department
Nez Perce Tribe Police Department

MAINE

Passamaquoddy Police Department
Penobscot Nation Police Department
Pleasant Point Police Department

MICHIGAN

Grand Traverse Band of Ottawa and Chippewa Tribal Police Department
Saginaw Chippewa Tribal Police Department

MINNESOTA

Cook County Sheriff’s Office
 North Shore Drug Response Task Force
Leech Lake Tribal Police Department
White Earth Police Department



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MONTANA

Big Horn County Sheriff's Office
Colstrip Police Department
Crow Police Department
Fort Peck Police Department
Northern Cheyenne Police Department

NEVADA

Fallon Tribal Police Department
Pyramid Lake Police
Reno-Sparks Tribal Police Department
Walker River Paiute Tribal Police
Washoe Tribe Police Department

NEW MEXICO

Isleta Tribal Police Department
Mescalero Apache Tribal Police Department
Ohkay Owingeh Tribal Police Department
Santa Clara Tribal Police Department

NEW YORK

New York State Intelligence Center
New York State Police
St. Regis Mohawk Tribal Police Department

NORTH CAROLINA

Eastern Cherokee Police Department
Robeson County Sheriff's Office
Narcotics Enforcement Team

OKLAHOMA

Osage Nation Tribal Police Department

OREGON

Warm Springs Police Department

SOUTH DAKOTA

Cheyenne River Sioux Tribal Police
Oglala Sioux Tribe Department of Public Safety
Rosebud Sioux Tribal Police

UTAH

Uintah/Ouray Police Department

WASHINGTON

Colville Confederated Tribes Police Department

King County Sheriff's Office

Puyallup Tribal Police Department

Washington State Department of Social and Health Services

Yakama Nation Department of Public Safety

Law Enforcement Against Drugs Task Force

WISCONSIN

Ashland County Sheriff's Department

Lac Du Flambeau Tribal Police Department

Menominee Tribal Police Department

Oneida Tribal Police Department

Sawyer County Sheriff's Department

WYOMING

Wind River Police Department

OTHER

Associated Press

Indian Country Today



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LEO <https://www.leo.gov/http://leowcs.leopriv.gov/lesig/ndic/index.htm>