

U.S. Department of Justice National Drug Intelligence Center



Los Angeles High Intensity Drug Trafficking Area



Drug Market Analysis 2011

Source Summary Statement

The National Drug Intelligence Center (NDIC) has high confidence in this drug market analysis as it is based on multiple sources of information that have proved highly reliable in prior NDIC, law enforcement, and intelligence community reporting. Quantitative data, including seizure, eradication, and arrest statistics, were drawn from data sets maintained by federal, state, or local government agencies. Discussions of the prevalence and consequences of drug abuse are based on published reports from U.S. Government agencies and interviews with public health officials deemed reliable because of their expertise in the diagnosis and treatment of drug abuse. Trends and patterns related to drug production, trafficking, and abuse were identified through detailed analysis of coordinated counterdrug agency reporting and information. NDIC intelligence analysts and field intelligence officers obtained this information through numerous interviews with law enforcement and public health officials (federal, state, and local) in whom NDIC has a high level of confidence based on previous contact and reporting, their recognized expertise, and their professional standing and reputation within the U.S. counterdrug community. This report was reviewed and corroborated by law enforcement officials who have jurisdiction in the Los Angeles High Intensity Drug Trafficking Area and possess an expert knowledge of its drug situation.



U.S. Department of Justice National Drug Intelligence Center



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This assessment is an outgrowth of a partnership between the NDIC and HIDTA Program for preparation of annual assessments depicting drug trafficking trends and developments in HIDTA Program areas. The report has been coordinated with the HIDTA, is limited in scope to HIDTA jurisdictional boundaries, and draws upon a wide variety of sources within those boundaries.

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Los Angeles High Intensity Drug Trafficking Area



Executive Summary

The drug threat to the Los Angeles High Intensity Drug Trafficking Area (HIDTA) region has changed little over the past year. Wholesale quantities of most illicit drugs are widely available in the Los Angeles HIDTA region, which continues to be a significant transit area for drugs destined for many domestic drug markets. However, some issues are of particular concern for law enforcement officials in the region. In particular, Mexican drug trafficking organizations (DTOs) are increasingly using the region as a transit area for ice methamphetamine produced in Mexico. Additionally, marijuana production is increasing at indoor and outdoor sites in the Los Angeles HIDTA region, partly because local criminals are exploiting California's medical marijuana laws.

Key issues identified in the Los Angeles HIDTA region include the following:

- Local methamphetamine production has declined; however, availability of the drug remains high as Mexican DTOs smuggle large quantities of methamphetamine from Mexico into the area, indicating that the region is being used as a transit area for methamphetamine destined for drug markets throughout the United States.
- Pseudoephedrine shortages have encouraged some criminals to switch from drug trafficking to pseudoephedrine diversion and sales to support small-scale methamphetamine production operations.
- Indoor and outdoor marijuana production is increasing in the Los Angeles HIDTA region, partly because local criminals are exploiting California's medical marijuana laws.
- Wholesale cocaine availability is high, as the region is a primary transit zone for cocaine smuggled from Mexico.

Key Issues^a

Local methamphetamine production has declined; however, availability of the drug remains high as Mexican DTOs smuggle large quantities of methamphetamine from Mexico into the area, indicating that the region is being used as a transit area for methamphetamine destined for drug markets throughout the United States.¹

Federal and state laws restricting sales of precursor chemicals (ephedrine and pseudoephedrine) have significantly reduced local methamphetamine production in the Los Angeles HIDTA region over the past 3 years, as evidenced by declining laboratory seizures.² HIDTA initiative seizures of methamphetamine laboratories capable of producing more than 2 ounces of the drug per cycle in the region decreased 63 percent from 2008 (32 laboratories) through 2010 (12 laboratories).³ (See Table 1 on page 3.) Additionally, National Seizure System (NSS) information indicates that methamphetamine laboratory seizures in the Los Angeles HIDTA counties decreased 22 percent during the same period from 118 seized laboratories in 2008 to 91 in 2010. (See Table 2 on page 3.) Despite lower local production, overall methamphetamine availability has remained high because Mexican DTOs are smuggling large quantities of the drug from Mexico into and through the region.⁴

Most of the methamphetamine available in the Los Angeles HIDTA region is supplied by Mexican DTOs who obtain the drug from production operations in Mexico. Pseudoephedrine and ephedrine import restrictions in Mexico that resulted in decreased Mexican methamphetamine production in 2007 and 2008 also resulted in decreased methamphetamine availability in the HIDTA region during that period.⁵ However, the National Methamphetamine and Pharmaceuticals Initiative (NMPI) reports that the downward trend of methamphetamine supplied from production operations in Mexico from 2007 through early 2008 has ended.⁶ By mid to late 2008, Mexican DTOs adapted their production operations in Mexico and found new sources of ephedrine and pseudoephedrine precursors and increased their use of nonephedrine-based production methods.⁷ The limited access to ephedrine and pseudoephedrine caused some production operations to switch to nonephedrine-based methods using phenylacetic acid in the phenyl-2-propanone (P2P) method, which results in less potent d,l-methamphetamine.⁸ DTOs are now using chemical enhancement techniques to bring d,l-methamphetamine from 50 percent potency to 70 percent potency to satisfy customer demand.⁹ NMPI officials currently estimate that approximately 70 percent of the methamphetamine transported into the United States from Mexico is d,l-methamphetamine, with the other 30 percent being the more potent d-methamphetamine.¹⁰

Increased Mexican methamphetamine seizures in the Los Angeles HIDTA region may be indicative of increased smuggling of the drug into and through the area.¹¹ Los Angeles HIDTA initiatives reported a fourfold increase in ice methamphetamine seizures over the past 4 years, from 368 kilograms in 2007 to 1,477 kilograms in 2010.¹² (See Table 3 on page 5.)

State and local law enforcement officials continue to report that because of sustained high levels of methamphetamine availability and abuse and the drug's association with crime, methamphetamine poses the greatest drug threat in the Los Angeles HIDTA region.¹³

a. For a general overview of the drug threat in the Los Angeles HIDTA region, see Appendix A.

Laboratory Size	2008	2009	2010
Less than 2 ounces	17	13	13
2–8 ounces	15	3	7
9–31 ounces	4	1	1
32–159 ounces	6	4	3
10–20 pounds	6	5	0
Over 20 pounds	1	1	1
Total	49	27	25

Table 1. Los Angeles HIDTA Initiative Methamphetamine Laboratories Dismantled in the Los Angeles HIDTA Region, 2008–2010

Source: Los Angeles High Intensity Drug Trafficking Area.

Table 2. Seizures of Methamphetamine Laboratories, Dumpsites, and Chemicals and Equipment, Los Angeles HIDTA Counties, 2006–2010

	2006	2007	2008	2009	2010
Chemicals Only or Equipment Only	25	19	64	13	25
Dumpsites	180	138	170	125	54
Laboratories	211	122	118	126	91
Total	416	279	352	264	170

Source: National Seizure System, run date February 28, 2011.

The National Drug Intelligence Center (NDIC) National Drug Threat Survey (NDTS) 2011^b indicates that 34 of the 50 state and local law enforcement agency respondents in the Los Angeles HIDTA region identify methamphetamine as the greatest drug threat in their jurisdictions.¹⁴ (See Figure 1 on page 4.) Moreover, 36 of the 50 respondents report moderate or high methamphetamine availability and 46 of the 50 respondents report moderate or high ice methamphetamine availability in their areas. (See Figure 2 on page 4.) High methamphetamine availability continues to sustain a large abuser population in the region, many of whom seek treatment.¹⁵ Preliminary data from the California Outcomes Measurement System indicate that methamphetamine persisted as the drug most often mentioned for treatment admissions to publicly funded facilities in the HIDTA region from 2008 through 2010, despite a steady decline in the number of such treatment admissions during the same period.¹⁶ (See Figure 3 on page 5.) The high levels of methamphetamine availability and abuse are often associated with violent and property crime—an overwhelming number of NDTS respondents in the region identify methamphetamine as the drug that most contributes to property and violent crime.¹⁷ (See Figure 1 on page 4.)

b. The NDTS is conducted annually by NDIC to solicit information from a representative sample of state and local law enforcement agencies. NDIC uses this information to produce national, regional, and state estimates of various aspects of drug trafficking activities. NDTS data reflect agencies' perceptions based on their analysis of criminal activities that occurred within their juris-dictions during the past year. NDTS 2011 data cited in this report are raw, unweighted responses from federal, state, and local law enforcement agencies solicited through either NDIC or the Office of National Drug Control Policy (ONDCP) HIDTA program as of March 4, 2011.



Figure 1. Greatest Drug Threat and Drug Most Associated with Violent and Property Crime in the Los Angeles HIDTA Region, by NDTS 2011 Respondents

Source: National Drug Threat Survey 2011.



Figure 2. Drug Availability in the Los Angeles HIDTA Region, by NDTS 2011 Respondents

Source: National Drug Threat Survey 2011.



Figure 3. Treatment Admissions in the Los Angeles HIDTA Region, by Primary Drug of Admittance, 2006–2010*

Source: California Outcomes Measurement System.

*Treatment admission counts by drug type. Data for 2010 are preliminary as of March 1, 2011.

Drug Type	2006	2007	2008	2009	2010
Cocaine (Powder)	4,310	2,241	5,970	2,316	3,607
Cocaine (Crack)	151	126	72	0.459	0.056
Heroin	83	56	63	149	154
Marijuana	30,431	64,913	202,911	111,141	193,506
Methamphetamine (Ice)	476	368	546	957	1,477
Methamphetamine (Liquid*)	21	12	185	0	1
Methamphetamine (Powder)	235	82	672	0.004	6

Table 3. Los Angeles HIDTA Initiative Drug Seizures, in Kilograms, 2006–2010

Source: Los Angeles High Intensity Drug Trafficking Area.

*Liquid methamphetamine amounts are in gallons.

Table 4. Seizures in the Los Angeles HIDTA Region, by Drug, in Kilograms, 2006–2010

Drug Type	2006	2007	2008	2009	2010
Cocaine	4,490	3,058	5,454	3,955	5,062
Heroin	79	75	102	155	127
Marijuana	9,459	31,700	22,424	49,169	104,386
Methamphetamine	497	365	1,773	958	1,441

Source: National Seizure System, run date February 28, 2011.

Pseudoephedrine shortages have encouraged some criminals to switch from drug trafficking to pseudoephedrine diversion and sales to support small-scale methamphetamine production operations.¹⁸

California's point-of-sale control measures and federal restrictions on the purchase of pseudoephedrine (a principal ingredient in methamphetamine production) have resulted in the formation of smurfing operations in Los Angeles and other areas of the state to support small-scale methamphetamine production operations.¹⁹ Smurfers have typically used the pseudo-ephedrine they purchase for their own methamphetamine production operations; however, some smurfing cells are now supplying the pseudoephedrine to local small-scale methamphetamine manufacturers within the region.²⁰ A typical smurfing cell in California employs approximately 30 individuals to purchase pills from at least 20 stores each day.²¹ Collectively, the 30 are able to amass enough pseudoephedrine in a single day to make as much as 4 pounds of methamphet-amine.²² Many people, including the homeless, are recruited for these smurfing operations and are typically compensated with less than \$100 a day in cash, food, or alcohol.²³

Indoor and outdoor marijuana production is increasing in the Los Angeles HIDTA region, partly because local criminals are exploiting California's medical marijuana laws.

Eradication data and law enforcement reporting suggest that indoor and outdoor cannabis cultivation is increasing in the HIDTA region.²⁴ NSS seizure data indicate a 112 percent increase in marijuana seizures in the HIDTA region from 2009 (49,169 kg) to 2010 (104,386 kg).²⁵ (See Table 4 on page 5.) Additionally, Los Angeles HIDTA initiatives report a 72 percent increase in the total number of outdoor and indoor marijuana plants seized in the region from 2009 (68,236) to 2010 (117,652).²⁶ (See Table 5 on page 7.) Cannabis cultivation operations are especially pervasive on public lands and in the three national forests (Angeles, Cleveland, and San Bernardino) in the Los Angeles HIDTA region.²⁷ Criminal groups also cultivate cannabis indoors to avoid law enforcement detection and to increase the quality of the marijuana produced. The controlled indoor environment, combined with sophisticated growing techniques such as hydroponics, yields high-potency marijuana that commands a higher price than commercial-grade marijuana.²⁸ For example, a pound of locally produced hydroponic marijuana, which sells for \$2,500 to \$6,000 per pound, compared with Mexican commercial-grade marijuana, which sells for \$380 to \$550 per pound.²⁹

Mobile Marijuana Dispensaries

Increasing restrictions placed on storefront medical marijuana dispensaries have caused some dispensary operators in the region to sell medical marijuana from recreational vehicles.³⁰ Mobile marijuana dispensaries are not held to the same regulations as storefront dispensaries and are not subject to the same fines and penalties.³¹ For example, some counties use zoning laws to control the proliferation of storefront dispensaries in their jurisdictions, while mobile dispensaries are exempt from any zoning restrictions.³² Some mobile dispensaries operate in multiple counties, including jurisdictions where storefront dispensaries are banned. Operators of mobile dispensaries ries are able to more discreetly deliver marijuana to customers at a lower cost than they can from storefront dispensaries.³³

Law enforcement authorities in the Los Angeles HIDTA region also report that the state medical marijuana law, California Proposition 215, which authorizes the cultivation, distribution, and use of marijuana, has been exploited by seemingly legitimate local medical marijuana growers who deliberately exceed the prescribed limits for the amount of processed marijuana that may be possessed or the number of plants that may be under cultivation at any one time.³⁴ For example, in March 2010, the owner-operator of six Los Angeles-area medical marijuana dispensaries was sentenced to 6 years in federal prison after pleading guilty to violating federal law by selling excessive amounts of the drug.³⁵ The owner claimed that he was running a not-for-profit business; however, a number of undercover buys at several of these dispensaries, including a 1-pound transaction for \$5,700, resulted in the arrest and indictment of the owner.³⁶ Law enforcement authorities in the region further report that investigations of individuals growing more than the approved amount in their states are often complicated by differing views among state, county, and local officials with regard to medical marijuana laws.³⁷

Plants Seized	Indoor	Outdoor	Total
2009	5,208	63,028	68,236
2010	8,735	108,917	117,652
Percent Change	+68	+73	+72

Table 5. Indoor and Outdoor Cannabis Plants Seized in the Los Angeles HIDTA Region, 2009–2010

Source: Los Angeles High Intensity Drug Trafficking Area.

Wholesale cocaine availability is high, as the region is a primary transit zone for cocaine smuggled from Mexico.

Law enforcement officials in the region report that cocaine is widely available—42 of the 50 NDTS 2011 respondents in the HIDTA region report that cocaine availability is high or moderate in their jurisdictions.³⁸ (See Figure 2 on page 4.) Powder cocaine seizure data further indicate the wide availability of the drug.³⁹ Reporting from Los Angeles HIDTA initiatives indicates that powder cocaine seizures increased 56 percent from 2,316 kilograms in 2009 to 3,607 kilograms in 2010.⁴⁰ High availability and low prices in the region support wholesale distribution operations that extend to drug markets throughout the nation and even to Canada.⁴¹ For example, wholesale prices for powder cocaine in the Los Angeles HITDA region range from \$19,500 to \$22,000 per kilogram, compared with \$24,000 to \$33,000 in Chicago.⁴² According to the Orange County (CA) Regional Narcotics Suppression Program, high-potency Canadian marijuana is often traded for powder cocaine in the HIDTA region.⁴³

Despite the wide availability of powder cocaine in the region, retail-level demand for the drug has decreased.⁴⁴ Declining prices and high availability for methamphetamine have increased the methamphetamine user population, concomitantly reducing the demand for cocaine in the region as evidenced by reduced seizures and lower treatment admissions for cocaine.⁴⁵ Crack cocaine seizures decreased 88 percent from 2009 (0.459 kilograms) to 2010 (0.056 kilograms), indicating that much of the powder cocaine seized in the region is likely destined for other drug markets

in the United States and Canada.⁴⁶ (See Table 3 on page 5.) Also, preliminary data from the California Outcomes Measurement System indicate that the number of treatment admissions to publicly funded treatment facilities in the HIDTA region for cocaine (including crack cocaine) declined 33 percent from 2009 to 2010, the largest decrease for any drug during that period.⁴⁷ (See Figure 3 on page 5.)

Outlook

NDIC assesses with high confidence^c that ice methamphetamine will persist as a prominent drug threat in the Los Angeles HIDTA region in the near term. Demand for the drug is high, and increased smuggling by Mexican DTOs will ensure high availability in the near term. NDIC also assesses with high confidence that pseudoephedrine smurfing will remain an issue throughout the Los Angeles HIDTA region as criminals try to circumvent restrictions on the purchase of pseudoephedrine to supply small-scale laboratories. The availability of high-potency marijuana in the region is increasing, and there are no indications that this will change in the near term. Therefore, NDIC assesses with high confidence that indoor cannabis cultivators, including many illegal cultivators who claim protection under the state's medical marijuana law, will continue to expand their operations by increasing the number and size of indoor grow sites.

c. High Confidence generally indicates that the judgments are based on high-quality information or that the nature of the issue makes it possible to render a solid judgment. Medium Confidence generally means that the information is credibly sourced and plausible but can be interpreted in various ways, or is not of sufficient quality or corroborated sufficiently to warrant a higher level of confidence. Low Confidence generally means that the information is too fragmented or poorly corroborated to make a solid analytic inference, or that there are significant concerns or problems with the sources.

Appendix A. Los Angeles HIDTA Region Overview



Map A1. Los Angeles High Intensity Drug Trafficking Area

The Los Angeles HIDTA region—comprising Los Angeles, Orange, Riverside, and San Bernardino Counties—is one of the most populous areas in the country, with almost 17 million residents^d in more than 32,000 square miles of territory. (See Map A1.) It is a principal transportation and distribution center for illicit drugs available in the region and in many other U.S. drug markets.⁴⁸ Mexican DTOs and criminal groups control the wholesale distribution of illicit drugs in the Los Angeles HIDTA region.⁴⁹ They supply illicit drugs to distributors within the region and in most other significant drug markets throughout the country, including those in Atlanta, Chicago, Cleveland, Dallas, Denver, Detroit, Las Vegas, Memphis, Miami, New York City, Omaha, Phoenix, Portland (OR), Salt Lake City, Seattle, St. Louis, Tulsa, Yakima (WA), and Washington (DC), and Canada.⁵⁰ Mexican DTOs and criminal groups usually distribute drug shipments quickly upon arrival in the Los Angeles HIDTA region; however, they may store drug shipments for up to a week in warehouses and other stash locations in and around the HIDTA region before repackaging the drugs for distribution.⁵¹

d. U.S. Census estimates indicate that approximately 46 percent of all California residents reside in the Los Angeles HIDTA region.

Drug traffickers also exploit the region's geographic composition for illicit drug production typically cannabis cultivation and methamphetamine and PCP (phencyclidine) production.⁵² The Inland Empire most commonly refers to the Riverside-San Bernardino area, an urban and metropolitan area that includes rural areas as well. (See Map A1 on page 9.) San Bernardino is the largest county by area in the United States,^e and Riverside ranks fourth, which makes detection of methamphetamine laboratories and cannabis fields difficult.⁵³ Climate conditions also are ideal for traffickers who maintain robust cannabis crops.⁵⁴ Additionally, Asian (particularly Vietnamese) DTOs and criminal groups cultivate significant and increasing quantities of high-potency cannabis indoors, particularly in upscale suburban neighborhoods, where most residents have little interaction with their neighbors. African American and Hispanic criminal groups and street gangs produce PCP in inner-city neighborhoods and in the high desert areas of San Bernardino County.⁵⁵

Mexican DTOs are the primary wholesale distributors in the region, supplying drugs to street gangs, prison gangs, and outlaw motorcycle gangs (OMGs), groups that dominate retail distribution in the region.⁵⁶ Los Angeles-based Mexican DTOs and criminal groups are closely aligned with significant drug cartels in western Mexico, principally the Tijuana and Sinaloa Cartels, and they successfully use these relationships to maintain control over the smuggling and wholesale distribution of illicit drugs into the region.⁵⁷ Mexican DTOs use Ontario (CA) in San Bernardino County as a leading distribution center in the Los Angeles HIDTA region for powder cocaine, ice methamphetamine, commercial-grade marijuana, and Mexican heroin supplied in the region and in many U.S. and Canadian drug markets.⁵⁶ Mexican DTOs and criminal groups often exploit the region's large Mexican illegal alien population for the riskier aspects of drug trafficking, typically using them to smuggle illicit drugs from Mexico or to tend cannabis grow sites or methamphetamine production operations.⁵⁹ Mexican DTOs also forge relationships with members of other DTOs, criminal groups, street gangs, prison gangs, and OMGs that distribute significant quantities of illicit drugs at the retail level.⁶⁰

The number of street gangs, prison gangs, and OMGs that distribute illicit drugs at the retail level in the Los Angeles HIDTA region is among the largest in the United States. There are approximately 250 gangs with a combined membership of more than 26,000 active in the city of Los Angeles alone.⁶¹ Most Hispanic street gangs in the region are affiliated with or controlled by the Mexican Mafia (La Eme) prison gang (see text box on page 11), which has well-documented ties to Mexican drug cartels.⁶² The larger, more powerful Hispanic street gangs affiliated with La Eme, such as Avenues, 18th Street, Florencia 13, and Varrio Hawaiian Gardens, also have established direct ties with Mexican DTO members to facilitate drug trafficking.⁶³ In Riverside County in January 2010, law enforcement authorities arrested six members of the Hispanic street gang East Side Riva for trafficking methamphetamine in Riverside under the control of the Mexican Mafia.⁶⁴

e. San Bernardino County is larger in area than each of the nine smallest states in the country.

Street Gang Affiliation with the Mexican Mafia

Members of the Hispanic street gang Lennox 13 were arrested in Los Angeles in January 2011 on federal racketeering charges, narcotics trafficking, and extortion. The gang paid taxes to the Mexican Mafia, which provided protection to Lennox 13 members in the prison system. In the gang's territory, just east of Los Angeles International Airport, narcotics were typically sold by street-level dealers who were allowed to sell drugs within the gang's territory if they paid regular "rent" or "tax" to the gang. In exchange for the tax payments, Lennox 13 members protected the drug dealers from competitors. The gang generated money through narcotics trafficking and routine extortion of legitimate business owners operating in territory claimed by Lennox 13. The 13 in the gang's name stands for the letter M and was added 20 years ago, when the gang became associated with the Mexican Mafia.⁶⁵

Source: Drug Enforcement Administration.

According to state and local law enforcement, the distribution and abuse of methamphetamine pose the greatest drug threat to the Los Angeles HIDTA region. Mexico-produced methamphetamine availability is high in the region.^{66, 67} Concurrently, as Mexican methamphetamine availability in the HIDTA region increased, methamphetamine laboratory seizures in the region decreased 8 percent in 2010 (25 laboratories) compared with 2009 (27 laboratories).⁶⁶ (See Table 1 on page 3.) Marijuana availability in the HIDTA region remains high as evidenced by increasing seizures and law enforcement reporting.⁶⁹ For example, 48 of the 50 respondents to the 2011 NDTS report marijuana availability in the Los Angeles HIDTA region as high.⁷⁰ (See Figure 2 on page 4.) There is such an abundance of marijuana in the HIDTA region that many times traffickers do not attempt to conceal the drug during transportation.⁷¹ Powder cocaine is readily available in the Los Angeles HIDTA region, and much of the powder cocaine seized in the region is destined for other drug markets.⁷² Heroin availability and abuse are at stable levels throughout most of the region.⁷³ Mexican black tar heroin is the most available, although other types, such as South American heroin and Mexican brown powder heroin, are also available.⁷⁴

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Sources

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