Marijuana and Methamphetamine Trafficking on Federal Lands Threat Assessment

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Executive Summary

Drug trafficking organizations, criminal groups, and independent traffickers frequently produce and transport illicit drugs, particularly marijuana and methamphetamine, in or through federal lands. Consequently, several hundred thousand cannabis plants are eradicated and hundreds of methamphetamine laboratories are seized each year from National Forest System lands managed by the Forest Service of the U.S. Department of Agriculture and lands managed by the U.S. Department of the Interior.

The largest seizures of cannabis from federal lands have been in California and Kentucky, where the primary producers are Mexican drug trafficking organizations and Caucasian independent dealers, respectively. Mexican drug trafficking organizations and criminal groups smuggle marijuana across the Southwest Border through federal lands; Canada-based criminal groups, outlaw motorcycle gangs, and independent dealers smuggle marijuana through federal lands along the Northern Border.

Most methamphetamine laboratory seizures occur in the West Region and, to a lesser extent, the Pacific Region. See Figure 1 on page vi for a map of the six regions. Caucasian independent dealers are primary producers in the West Region; Mexican criminal groups dominate production in the Pacific Region. Mexican drug trafficking organizations and criminal groups are primary smugglers across the Southwest Border and through federal lands. Seizures on federal lands along the Northern Border are infrequent.

Cannabis cultivation by Mexican drug trafficking organizations on federal lands is likely to increase, as is methamphetamine production, especially in the Midwest and Southeast Regions.
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Figure 1. Six regions

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Marijuana and Methamphetamine Trafficking on Federal Lands
Threat Assessment

Background

The National Forest System (NFS), managed by the U.S. Department of Agriculture (USDA) Forest Service consists of 191.6 million acres of federally owned reserves composed of 155 national forests and 22 national grasslands in 42 states and Puerto Rico. NFS lands adjoin approximately 700 miles of the U.S.–Canada border and nearly 60 miles of the U.S.–Mexico border.

The Department of the Interior (DOI) is the primary conservation agency in the United States and manages 23 percent of the land in the country, including 596 miles along the 3,987-mile U.S.–Canada border and 751 miles along the 1,917-mile U.S.–Mexico border. The DOI comprises four bureaus with law enforcement authority—the Bureau of Land Management (BLM), National Park Service (NPS), Fish and Wildlife Service (FWS), and Bureau of Indian Affairs (BIA). Indian reservations are federal lands held in trust for the Indian Nations. Drug trafficking and abuse have reached significant levels on Indian reservations and are addressed in a forthcoming report. DOI statistics incorporate BIA seizure and eradication data.

Marijuana and methamphetamine production and transportation on federal lands, in addition to posing an overall threat, contribute to the threat of violence against law enforcement and private individuals. According to USDA Forest Service and DOI reporting, cannabis cultivators and methamphetamine producers on federal lands often are armed, and cannabis grow sites and methamphetamine laboratories frequently are booby-trapped. Law enforcement officers have seized shotguns, handguns, automatic weapons, pipe bombs, grenades, and night vision equipment from drug producers and smugglers on federal lands. For instance, USDA Forest Service reporting indicates that the number of firearms seized on Forest Service lands during drug enforcement actions increased from 294 in 2002 to 346 in 2003.

Armed Marijuana Smugglers

In Arizona, officers from the Tohono O’Odham Police Department arrested five Mexican nationals in five incidents that occurred in January 2003. In each incident, the defendants crossed the Arizona portion of the U.S.–Mexico border in a remote area of the Tohono O’Odham Reservation carrying marijuana and firearms. According to the officers, some of the defendants stated that they found the weapons en route, while others stated that they carried the weapons for their protection. All of the smugglers stated that the organizations for which they were smuggling marijuana did not provide them with the weapons.

Source: Tohono O’Odham Police Department.
Drug production and transportation on federal lands often result in environmental damage, including the destruction of vegetation, contamination of waterways, and disruption to wildlife. Cannabis cultivators often clear timber and ground cover to prepare large grow areas. Pesticides used by cultivators to protect their crops often poison native wildlife and foliage. Furthermore, hired workers who live in camps near grow sites typically leave behind trash and human waste that must be removed in order to restore affected areas. Methamphetamine producers destroy the natural resources of federal lands. Hazardous chemical waste from methamphetamine laboratories on federal lands usually is dumped near production sites, along remote roads, and in abandoned mine shafts, polluting waterways, killing vegetation and wildlife, and rendering areas unsafe for visitors and employees. Moreover, methamphetamine laboratories are prone to fires and explosions and, therefore, are a significant forest fire risk.

Marijuana

Cultivation

Much of the outdoor cannabis cultivation in the United States occurs in remote areas on federal lands. A considerable number of cannabis plants are eradicated each year on NFS lands and, to a lesser extent, DOI lands. The number of cannabis plants eradicated on NFS lands increased from 2002 (597,797) to 2003 (729,481) and far surpassed eradication on DOI lands in both 2002 (168,645) and 2003 (263,356).

Law enforcement reporting indicates that cannabis cultivation sites have been discovered on NFS and DOI lands throughout the United States. However, most cannabis cultivation on federal lands appears to be occurring in California and Kentucky, where a large number of plants have been eradicated in recent years. Marijuana producers cultivate cannabis on federal lands in plots that vary in size from a few plants, cultivated by independent marijuana producers for personal use, to tens of thousands of plants cultivated by organized criminal groups for wholesale-level distribution.

Officials from the California Department of Justice report that under the state’s Campaign Against Marijuana Planting (CAMP) program, law enforcement officers seized a record 466,054 cannabis plants in 182 raids in 32 counties during the fiscal year (FY) 2003 eradication season (July through October). Seventy-five percent of the plants seized were growing on public lands, and 84 percent were, according to law enforcement sources, from grows operated specifically by Mexican DTOs. Twelve of the grows contained more than 10,000 plants each. Officials also
seized 50 weapons and arrested 35 individuals during the raids. Agencies involved in the eradication operations included California Department of Justice, Drug Enforcement Administration (DEA), BLM, Forest Service, and California National Guard, as well as numerous county sheriff’s departments and local police departments throughout the state. The CAMP eradication figures illustrate the trend toward Mexican DTOs increasingly growing cannabis in California to avoid smuggling marijuana across the U.S.–Mexico border.

According to program statistics, the percentage of plants seized from grows operated by Mexican DTOs increased from 69 percent in FY2001 to 74 percent in FY2002 to 84 percent in FY2003. In addition, officials report a significant increase in the number of plants cultivated in large cannabis grows, which typically are operated by Mexican DTOs. According to CAMP authorities, in the late 1990s large grows typically contained 3,000 to 5,000 plants; in 2003 large grows typically contained 5,000 to 10,000 plants, with several having 30,000 to 40,000 plants. Correspondingly, marijuana seizures within 150 miles of the California portion of the U.S.–Mexico border have decreased during this time.

**NFS Lands.** California is a significant domestic marijuana source area, and producers cultivate substantial cannabis crops on federal lands within the state, particularly on NFS lands. According to Forest Service reporting, 8 of the 10 leading national forests for cannabis eradication both in 2002 and 2003 were in California, stretching from the Cleveland National Forest near San Diego to the Six Rivers National Forest near the Oregon border, and they accounted for 420,866 of the 597,797 cannabis plants eradicated from NFS lands in 2002 (70%) and 540,567 of 729,481 cannabis plants eradicated in 2003 (74%). (See Figure 2 on page 4.) Once the site of the largest cannabis eradication on NFS lands, California’s Cleveland National Forest, located near San Diego, ranked second to Kentucky’s Daniel Boone National Forest. Nonetheless, the number of cannabis plants eradicated annually from the Cleveland National Forest alone exceeds that eradicated from lands in most individual states.

Law enforcement and Forest Service reporting indicates that Mexican DTOs control a significant portion of cannabis cultivation on federal lands in California and finance large cultivation sites (typically 10,000 to 30,000 plants). Mexican DTOs often employ and arm undocumented aliens from Mexico to live in camps at grow sites and tend the plots. Caucasian independent producers also produce marijuana on federal lands in California—particularly in Northern California—and typically are longtime residents who run family-based operations or deal with brokers as part of a confederation of local cannabis cultivators.

Kentucky also is a significant domestic marijuana source area, and much of the cannabis cultivation in Kentucky occurs on federal lands, as it does in California. The Daniel Boone National Forest, located in Eastern Kentucky, led all National Forests for cannabis plants eradicated, accounting for 29 percent (213,229 of 729,481) of cannabis plants eradicated on NFS lands nationwide in 2003.

Many marijuana producers in Kentucky are residents of the area, mostly Caucasians, who run family-based, vertical operations (controlling cultivation through distribution) or who deal with a broker as part of a loose confederation of marijuana producers. According to the Forest Service, these groups and individuals typically maintain smaller plots of cannabis than do Mexican DTOs and usually travel long distances from their homes to sites scattered throughout remote areas of federal lands in order to tend their plots.

**DOI Lands.** Data regarding cannabis eradication on DOI lands is not available on a state-by-state or regional level. However, DOI eradication data for 2003 show that of the 263,356 cannabis plants eradicated on DOI lands, most were eradicated on lands managed by BLM (116,661 plants), followed by BIA (99,778 plants), NPS (46,171 plants), and FWS (527 plants).
Cannabis Seizures on National Forest System Lands in Other States

On October 8, 2004, Washington County Drug Task Force agents in southern Utah seized the largest cannabis grow site in that area’s history and arrested three Mexican national males at the site and a fourth the next day near St. George. A hiker discovered the cultivation site, which included over 1,500 cannabis plants, and reported it to law enforcement officers in the area. The site was located along a stream in a secluded area near the Pine Valley District of the Dixie National Forest. Task force agents subsequently seized 814 cannabis plants growing among scrub oak trees, 764 plants in the drying stage, and 50 pounds of processed marijuana. Cultivators used a gravity-flow irrigation system that allowed water from a nearby stream to flow through plastic tubing to the grow site. Law enforcement authorities believe that several other accomplices may have left the area for southern California or Mexico.


On July 18, 2003, officials from the Salt Lake County Sheriff’s Office and the USDA Forest Service reported seizing more than 8,700 cannabis plants in the Mt. Olympus Wilderness Area of the Wasatch-Cache National Forest. The plants were discovered by a hiker who noticed an irrigation pipe leading to the grow site. The hiker notified Forest Service officers who, along with deputies from the Salt Lake County Sheriff’s Office, searched the area and found a campsite, four males, two 144-square-foot, mesh-covered nurseries containing small, potted cannabis plants, and a 6,000-square-foot plot containing cannabis plants at various stages of growth. The officers also discovered a gravity drip-feed system that the cultivators were using to irrigate the site from a natural stream located more than one-quarter mile away. As the officers approached the site, the four suspects fled into the dense forest and evaded apprehension. Several days later, Forest Service officers arrested one of the suspected cultivators—a Mexican national—after identifying him as he walked on a road approximately 4 miles from the cultivation site. He was charged with manufacture of a controlled substance by cultivation and aiding and abetting. The other three suspects remain at large.

Source: Salt Lake County (UT) Sheriff’s Office.

On October 21, 2003, USDA Forest Service officials announced the eradication of 5,100 cannabis plants that were discovered in the Umpqua National Forest. Forest Service employees found the cannabis plants on September 29 while performing stream surveys in the National Forest. The employees then notified Forest Service agents. Forest Service agents, along with investigators from DEA, Douglas Interagency Narcotics Team, Douglas County Sheriff’s Office, Roseburg Police Department, Oregon State Police, and Oregon National Guard, searched the area and determined that the grow consisted of four separate plots on 5 acres. No arrests were made in the incident. This is an unusually large cannabis grow for NFS lands in Oregon. Forest Service officials report that the size of outdoor cannabis cultivation sites discovered on NFS lands in Oregon has increased over the past several years. Previously, cannabis grows of 200 to 300 plants were considered large grows for NFS lands in the state; however, grows consisting of several thousand plants now are being discovered. The results of the increased seizures of larger cannabis grows can be seen in Forest Service seizure data: 24,930 cannabis plants were seized on NFS lands in Oregon during 2002, a significant increase from 2001, when 2,354 plants were seized. Law enforcement reporting indicates that one reason for the increase is that in the past, local growers were responsible for the cannabis grows. Increasingly, however, Mexican DTOs are hiring workers—often illegal aliens—to establish and maintain the cannabis grows. Although this has resulted in more plants being cultivated, some law enforcement officials report that the plants are smaller and of lower quality.

Source: U.S. Department of Agriculture Forest Service.
Transportation

Mexican DTOs and criminal groups transport marijuana from Mexico to the United States through federal lands in private vehicles, often in quantities greater than 1,000 pounds. Mexican DTOs and criminal groups also employ groups of couriers to travel on foot from Mexico to the United States, carrying marijuana-filled backpacks (50-75 lb) or duffel bags (40-100 lb) through remote areas of federal lands. Once across the border, couriers typically leave the bags in designated areas for subsequent retrieval by another member of the organization already in the United States. USDA Forest Service and DOI reporting indicate that law enforcement personnel patrolling federal lands often discover stash sites containing large quantities of marijuana that likely have been left for subsequent pick up.

Canada-based criminal groups including outlaw motorcycle gangs (OMGs) such as Hells Angels Motorcycle Club (HAMC), Asian criminal groups, and independent smugglers often transport marijuana from Canada to the United States through federal lands. Marijuana smuggled from Canada to the United States through federal lands usually is transported by snowmobiles, watercraft, and backpackers traveling on foot. Amounts smuggled range from personal use quantities to 40- to 100-pound quantities concealed in duffel bags.

Seizure data indicate that a significant amount of marijuana is seized each year on NFS and DOI lands, particularly while being transported along the U.S.–Mexico border and, to a much lesser extent, the U.S.–Canada border.

**NFS Lands.** Seizures of marijuana on NFS lands increased from 59,733 pounds in 2002 to 71,766 pounds in 2003. Of the 71,766 pounds seized in 2003, 55,144 pounds (77%) were seized along the U.S.–Mexico border.

Forest Service reporting indicates that of the 71,766 pounds of marijuana seized on NFS lands in 2003, most (55,144 lb) was seized on NFS lands in the Coronado National Forest in Arizona, the only national forest on the U.S.–Mexico border. The Forest Service reports that most of the marijuana seized in the Coronado National Forest had been smuggled from Mexico by Mexican DTOs.

**DOI Lands.** Seizure data indicate that marijuana seizures on federal lands most often occur on lands managed by DOI. The amount of marijuana seized on DOI lands has fluctuated in recent years from 259,314 pounds in 2001, to 447,545 pounds in 2002, to 263,356 pounds in 2003. Of the 263,356 pounds of marijuana seized in 2003 on DOI lands, the largest amount (127,149 lb) was seized on lands managed by FWS, followed by NPS (62,926 lb), BLM (11,697 lb), and BIA (8,449 lb).
Marijuana Seizures in Big Bend National Park

Big Bend National Park in Texas is likely a common transportation area for Mexican DTOs and criminal groups because it is situated in a remote area along the U.S.–Mexico border, is located between the Presidio and Del Rio ports of entry (POEs), and provides a direct connection to Interstate 10 via U.S. Highway 385. The amount of marijuana seized in Big Bend National Park has increased significantly in the past few years. The total of 8,703 pounds of marijuana seized in four incidents detailed below amounts to more than twice the marijuana (3,388 lb) seized during all of 2001.

On December 15, 2002, U.S. Customs Service (USCS) agents observed two pickup trucks crossing into the park from Mexico at a remote low-water border crossing area and alerted NPS rangers and state and local law enforcement authorities. After the trucks traveled to Study Butte and the drivers transferred large bundles of marijuana to an awaiting tractor-trailer, officers arrested the occupants and seized 1,608 pounds of marijuana.

On December 23, 2002, NPS rangers and USBP agents seized 1,023 pounds of marijuana and arrested two individuals after stopping a pickup truck that appeared to be avoiding a border checkpoint by traveling on private roads. Officers discovered 420 bundles of marijuana in the extended cab area of the pickup.

On January 3, 2003, a park ranger stopped a pickup truck as it was leaving the park. The operator of the vehicle was unable to produce a driver’s license and admitted to the ranger that he was transporting marijuana. A subsequent search with the assistance of USBP agents revealed 2,854 pounds of marijuana concealed inside the truck bed, toolbox, and rear seat and in large plastic barrels on the bed of the truck. In another incident on the same day, rangers discovered an abandoned pickup with 3,218 pounds of marijuana concealed in the same manner.

Source: National Park Service Ranger Activities Division.

Outlook

Cannabis cultivation by Mexican DTOs on federal lands likely will increase despite the considerable efforts of the Forest Service and DOI. The Forest Service reports that DTOs have increased the size and scope of their cannabis cultivation operations on NFS lands to include a greater number of large cannabis grow plots and irrigation systems and have increased security measures. For example, California Department of Justice officials report that under the state’s CAMP program, law enforcement officers seized a record 466,054 cannabis plants in 182 raids in 32 counties during FY2003 eradication season (July through October). Seventy-five percent of the plants seized were growing on public lands, and 84 percent, according to law enforcement sources, came from grow sites operated by Mexican DTOs. Twelve grows contained more than 10,000 plants each. Furthermore, CAMP reporting indicates that the percentage of plants seized from grows operated by Mexican DTOs increased from 69 percent in FY2001, to 74 percent in FY2002, to 84 percent in FY2003. In addition, officials report a significant increase in the number of plants cultivated in large cannabis grows, which typically are operated by Mexican DTOs.
Methamphetamine

Production

Mexican criminal groups, who often operate high capacity superlabs, are the primary producers of methamphetamine in the Pacific and Southwest Regions; however, Caucasian independent producers also are active, typically operating low capacity laboratories capable of producing ounce quantities of methamphetamine.

Methamphetamine production on NFS lands in the Midwest, Northeast, Southeast, and Southwest Regions is limited but increasing. In 2003, USFS reported 17 methamphetamine laboratory seizures in those regions, up from 3 reported seizures in 2001.

Caucasian independent methamphetamine producers are predominant in the Midwest, Northeast, Southeast and West Regions, typically operating small, mobile, low capacity Birch laboratories.

Law enforcement reporting indicates that methamphetamine laboratories have been discovered on federal lands throughout the United States. Methamphetamine laboratories often are discovered in or near caves, cabins, recreational areas, abandoned mines, and private vehicles located on or adjacent to federal lands. Methamphetamine laboratories on federal lands vary in size from small, mobile, low capacity laboratories operated by independent producers to high capacity superlabs capable of producing 10 or more pounds of methamphetamine in a single production cycle. Often operated by organized criminal groups, superlabs produce large quantities for wholesale distribution.

Methamphetamine production methods used on federal lands vary regionally. In the Midwest, West, and Southeast Regions, Caucasian independent producers using the Birch reduction method are predominant. In the Pacific and Southwest Regions, Mexican criminal groups and, to a lesser extent, Caucasian independent producers using the hydriodic acid/red phosphorus method are most common.

NFS Lands. There are no conclusive estimates regarding methamphetamine production on federal lands; however, anecdotal and law enforcement reporting indicate that despite decreasing numbers of reported methamphetamine laboratory seizures, methamphetamine production on federal lands is a growing threat. Seizure data from NFS and DOI reveal fluctuations in the number of reported methamphetamine laboratories seized on federal lands in recent years. In 2003, 56 reported methamphetamine laboratories were seized on NFS lands, while 83 were seized on DOI lands that year, compared with 187 and 41 laboratories seized on NFS and DOI lands, respectively, in 2002.

DOI Lands. Methamphetamine production on DOI lands appears to be increasing. The number of reported methamphetamine laboratory seizures on DOI lands increased from 28 in 2001, to 41 in 2002, to 83 in 2003. In 2003, the greatest number of reported methamphetamine laboratory seizures on DOI lands occurred on lands managed by FWS (38 laboratories), followed by BLM (31 laboratories), NPS (8 laboratories), and BIA (6 laboratories).

Methamphetamine Production Methods

**Ephedrine/Pseudoephedrine Reduction:**

**Hydriodic acid/red phosphorus:** Often associated with Mexican DTOs, this method can yield multipound quantities of d-methamphetamine. The precursor chemicals used in this method of production include ephedrine or pseudoephedrine, hydriodic acid, and red phosphorus.

**Birch** (also called the Nazi method): Most often used by small-scale, independent methamphetamine producers, this method yields ounce quantities of d-methamphetamine. Precursor chemicals include ephedrine or pseudoephedrine, anhydrous ammonia, and sodium or lithium metal.
Figure 4. Top Five National Forests for Methamphetamine Laboratory Seizures, January 2002 to December 2003

Transportation

Law enforcement reporting indicates that methamphetamine is transported from Mexico and, to a much lesser extent, Canada into the United States through federal lands; however, data regarding the total amount of methamphetamine seized on federal lands along the U.S.–Mexico and U.S.–Canada borders are not available. DOI reporting indicates that the amount of methamphetamine seized on DOI lands decreased from 464 pounds in 2001, to 244 pounds in 2002, to 206 pounds in 2003. Likewise, the total amount of methamphetamine seized on NFS lands decreased sharply from 114 pounds in 2002 to 22 pounds in 2003.

Mexican DTOs and criminal groups as well as independent traffickers smuggle methamphetamine from Mexico into the United States through remote areas of federal lands between POEs along the Southwest Border. Methamphetamine smugglers use a variety of methods to smuggle methamphetamine from Mexico into the United States through federal lands, including couriers traveling on foot, on horse, and in personal vehicles. The DOI reports that methamphetamine smugglers who transport the drug in private vehicles occasionally cross the U.S.–Mexico border into federal lands on illegally established roads.

Canada is not considered a significant source of methamphetamine. Seizures of methamphetamine on federal lands along the Northern Border do not occur with any frequency, nor do they involve significant seizure amounts.

NFS Lands. Forest Service reporting indicates that Mexican DTOs and criminal groups smuggle methamphetamine into the United States through NFS lands in Arizona, the only state with NFS lands on the U.S.–Mexico border. Mexican DTOs transport methamphetamine from Mexico into the United States through remote areas of the Coronado National Monument primarily by couriers traveling on foot. Only one road runs through the extremely rough terrain in the Coronado National Monument, requiring law enforcement personnel to exit their vehicles and investigate or pursue smugglers on foot.

DOI Lands. In Southwest Arizona, couriers smuggle methamphetamine through the Cabeza Prieta Natural Wildlife Refuge, Organ Pipe Cactus National Monument, and Buenos Aires Natural Wildlife Refuge. DOI reporting indicates that DTOs place stockpiles of food and water along smuggling routes on federal lands. The rations are intended for couriers who smuggle methamphetamine and other drugs in backpacks or bags across the U.S.–Mexico border into Arizona. Couriers transport loads as far as 35 miles through the Arizona desert en route to stash sites along I-8 and State Routes 86 and 286.
Outlook

The number of methamphetamine laboratories seized on federal lands in the Midwest and Southeast Regions likely will increase in the near term. Forest Service data show that the number of reported methamphetamine laboratory seizures on NFS lands remained stable in the Midwest Region with 6 seizures each in 2001 and 2002 and 7 in 2003, but increased in the Southeast Region from 1 in 2001, to 11 in 2002, to 35 in 2003. Moreover, 2003 National Clandestine Laboratory Seizure System data reveal sharp increases in the number of reported methamphetamine laboratories seized in the Midwest and Southeast Regions between 2001 and 2003. The number of reported methamphetamine laboratories seized in the Midwest Region increased from 1,947 in 2001, to 2,540 in 2002, to 3,038 in 2003. In the Southeast Region, the reported number of methamphetamine laboratory seizures increased from 1,247 in 2001, to 1,906 in 2002, to 2,847 in 2003. The combined number of reported seizures of laboratories in the Midwest and Southeast Regions from 2001 to 2003 increased by 84 percent (from 3,194 to 5,885). Increases in such seizures were most notable in Kentucky (127 to 349) and in Illinois (207 to 421).
Sources

State and Regional

Arizona
Tohono O’Odham Police Department

California
Department of Justice
   Campaign Against Marijuana Planting

Federal

U.S. Department of Agriculture
   Forest Service
      National Forest Service Regional Coordinators

U.S. Department of Homeland Security
   U.S. Border Patrol

U.S. Department of the Interior
   Bureau of Indian Affairs
   Bureau of Land Management
   Fish and Wildlife Service
   National Park Service
      Ranger Activities Division

U.S. Department of Justice
   Drug Enforcement Administration
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