

# Joint Publication 3-07.4



## Joint Counterdrug Operations



13 June 2007



## PREFACE

### 1. Scope

This publication provides doctrine for the planning and execution of US military support to US counterdrug operations.

### 2. Purpose

This publication has been prepared under the direction of the Chairman of the Joint Chiefs of Staff. It sets forth joint doctrine to govern the activities and performance of the Armed Forces of the United States in joint operations and provides the doctrinal basis for interagency coordination and for US military involvement in multinational operations. It provides military guidance for the exercise of authority by combatant commanders and other joint force commanders (JFCs) and prescribes joint doctrine for operations, education, and training. It provides military guidance for use by the Armed Forces in preparing their appropriate plans. It is not the intent of this publication to restrict the authority of the JFC from organizing the force and executing the mission in a manner the JFC deems most appropriate to ensure unity of effort in the accomplishment of the overall objective.

### 3. Application

a. Joint doctrine established in this publication applies to the joint staff, commanders of combatant commands, subunified commands, joint task forces, subordinate components of these commands, and the Services.

b. The guidance in this publication is authoritative; as such, this doctrine will be followed except when, in the judgment of the commander, exceptional circumstances dictate otherwise. If conflicts arise between the contents of this publication and the contents of Service publications, this publication will take precedence unless the Chairman of the Joint Chiefs of Staff, normally in coordination with the other members of the Joint Chiefs of Staff, has provided more current and specific guidance. Commanders of forces operating as part of a multinational (alliance or coalition) military command should follow multinational doctrine and procedures ratified by the United States. For doctrine and procedures not ratified by the United States, commanders should evaluate and follow the multinational command's doctrine and procedures, where applicable and consistent with US law, regulations, and doctrine.

For the Chairman of the Joint Chiefs of Staff:



WALTER L. SHARP  
Lieutenant General, USA  
Director, Joint Staff

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**SUMMARY OF CHANGES  
REVISION OF JOINT PUBLICATION 3-07.4  
DATED 17 FEBRUARY 1998**

- **Revises the discussion of Department of Defense support to counterdrug operations**
- **Describes the National Interdiction Command and Control Plan**
- **Updates the coverage on counterdrug policy and guidance to combatant commanders**
- **Revises and consolidates discussion of the drug threat**
- **Describes the current Federal organizations within a counterdrug operation**
- **Discusses the role of the Department of Homeland Security**
- **Relates counterdrug planning to the Joint Operation Planning and Execution System and the joint operation planning process**
- **Adds additional coverage of interagency and multinational considerations**
- **Reorganizes and consolidates the coverage of the counterdrug operations conducted by the combatant commanders**
- **Added appendices on Counterdrug Organizations, Intelligence Support Organizations, and National Interdiction Command and Control Plan**
- **Removed appendices on US Code Provisions, Counterdrug Plan Format, Major Equipment Descriptions, Resource Management, Communications Systems, Counterdrug Intelligence Preparation for Operations, and Points of Contact**
- **Removes the terms Air Carrier Initiative Program, airway, cartel, counterdrug support office, and special interest target from Joint Publication (JP) 1-02**
- **Modifies the definitions of the terms arrival zone, counterdrug, counterdrug operational support, drug interdiction, humanitarian and civic assistance, narcoterrorism, radar picket, and sorting in JP 1-02**
- **Approves the terms and definitions counterdrug activities, counternarcotics, partner nation, and tracking for inclusion in JP 1-02**

## Summary of Changes

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## EXECUTIVE SUMMARY COMMANDER'S OVERVIEW

- **Describes the Strategic and Legal Context of Counterdrug Operations**
  - **Covers Counterdrug Command And Control Relationships**
  - **Explains Planning Counterdrug Operations**
  - **Describes Regional Counterdrug Operations**
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### Overview

***Department of Defense (DOD) support to counterdrug (CD) operations.***

Department of Defense (DOD) supports federal, state, and local law enforcement agencies (LEAs) in their effort to disrupt the transport and/or transfer of illegal drugs into the US. Counterdrug (CD) is a high priority national security and international cooperation mission, with DOD functions and responsibilities based on statutory authority. The Armed Forces of the United States also assists our partner nations (PNs) in their CD efforts. Illicit drug trafficking, smuggling of every sort, and the regional and global movement of terrorists are closely linked by financial, political, and operational linkages.

***National Drug Control Strategy.***

The National Drug Control Strategy (NDCS) is issued annually by the Office of National Drug Control Policy (ONDCP) and outlines the President's priorities and goals for reducing the demand for and supply of illegal drugs in the US. The strategy is a common framework for all US Government (USG) agencies involved in the collective effort to reduce illegal drug use and its consequences in America. The strategic goals of the NDCS are: preventing drug use before it starts; intervening and healing those who already use drugs; and disrupting the market for illicit substances.

### Counterdrug Policy and Guidance to Combatant Commanders

***The Secretary of Defense has delegated approval authority for certain kinds of DOD CD support to law enforcement agencies (LEAs) and partner nations.***

CD support is provided to law enforcement agencies (LEAs) or PNs involving US military personnel and their equipment and may include training or mission participation. Support is also provided to LEAs or PNs that includes loan or lease of equipment without operators, use of facilities (such as buildings, training areas, or ranges), transfer of excess equipment, and training conducted in formal schools. Although these commonly used

terms are useful in describing the type of support rendered, some of the various types of missions are described below.

**Detection & Monitoring.** DOD has specific responsibility as the lead federal agency for aerial and maritime detection and monitoring (D&M). D&M operations are missions conducted to detect and track the land, aerial, and maritime transit of illegal drugs into the US. D&M could lead to interdiction. Drug interdiction is a multiphase, multienvironment, and interagency activity in which the DOD has significant general responsibilities.

**Support to Foreign Countries.** The Department of State (DOS) provides assistance to foreign countries under the Foreign Assistance Act, the Arms Export Control Act, the Foreign Operations Appropriations Act, and the International Narcotics Control Act and often involves other US agencies in such assistance. DOD has a support role that is usually provided in the form of foreign internal defense.

**Demand Reduction.** Prevention/reduction of drug abuse requires a combination of education, deterrence, and treatment or rehabilitation. Drug abuse awareness education includes programs for all DOD military personnel and their families, students attending DOD schools, and DOD civilian personnel.

### The Threat

*Those who contribute to the production, transport, sale, and use of illegal drugs and laundering of drug money present a threat to the national security of the US.*

Illicit drug traffickers operate in the full spectrum of air, land, and maritime modes of conveyance. The adversary engages in a supply chain that addresses recruitment, cultivation, production, storage, shipment, transshipment, and distribution of illicit drugs. This adversary can be characterized by: moving illicit drugs through distributed-risk vice concentration-of-risk; not constrained by law, custom, policy, or process; evolving to exploit more sophisticated vessels and modes of conveyance; using multiple logistics contingency supply chains; actively and often aggressively collecting intelligence and exploiting counter-detection of friendly assets; exploiting delays, deception, and speed to operate at periods of low risk; exploiting territorial zones to prevent D&M; and, exploiting political and legal limitations in the various countries.

Trends over the last few years have highlighted traffickers using air to maritime modes of transportation. The majority of the drugs entering the US from the Western Hemisphere arrive via land conveyance, but maritime and air modes are initially used to move drugs from the source zone regions to different locations in the transit zone where drugs can then continue to be moved towards the arrival zone in the US.

### Command Relationships

*The command and control relationships established for CD operations will vary based on the environments in which they are conducted.*

Considering that most CD operations are in support of either partner nations (PNs) or LEAs, it is important to remember that even though command of US military forces will remain within DOD, the overall control of the mission may be determined by other government agencies (OGAs) and agreements with foreign authorities. The objective is to integrate communications and, most importantly, liaison sufficiently to support operational coordination, the effective sharing of information, and efficient use of assets.

**Military Command and Control (C2).** Responsibility and authority for conducting military CD operations normally are vested in a designated joint force commander.

**DOD-LEA C2.** The major mission in which DOD and LEA C2 systems interface is in drug interdiction operations. The DOD D&M role is a major portion of drug interdiction and is consequently closely associated with LEA C2. The major organizations that provide C2 for aerial and maritime drug interdiction are the Air Marine Operations Center, under the Department of Homeland Security, and Joint Interagency Task Force - South (JIATF-S) and Joint Interagency Task Force - West (JIATF-W) under C2 of Commander, US Southern Command and Commander, US Pacific Command, respectively.

**DOD or PN C2.** US and PN military and LEA forces will often work under the tactical control of national task forces. The US military or LEAs and PNs command their respective units and normally work in cooperation with, but not under the operational control of, each other. The degree of C2 that US forces could exercise over PN forces (and vice versa) depends on the location, tactical situation, political environment, and existing agreements.

**Joint and Interagency Task Forces.** US Southern Command (USSOUTHCOM) and US Pacific Command (USPACOM) exercise day-to-day operations through regional joint interagency

task forces that conduct D&M within their respective operational areas. These task forces are comprised of federal, state, and local law enforcement agencies and foreign liaison personnel. Commander, US Northern Command (CDRUSNORTHCOM) has combatant command (command authority) over Joint Task Force-North (JTF-N), the operational headquarters for CDRUSNORTHCOM, providing C2 of DOD capability in support of drug law enforcement agencies (DLEAs).

### **Interagency Relationships**

#### ***Department of State.***

The DOS is the lead federal agency for the coordination of US international illegal drug supply reduction strategies. Through US ambassadors and the country teams, the DOS executes programs designed to increase the PN's CD resolve and capabilities. The Bureau for International Narcotics and Law Enforcement Affairs is the organization within the DOS responsible for developing and implementing international initiatives in support of the NDCS.

#### ***Drug Enforcement Administration.***

The Drug Enforcement Administration is the lead LEA in coordinating all US LEAs and their international counterparts' efforts that are in conjunction with US elements.

#### ***Other government agencies.***

OGAs are also involved in CD-related operations or efforts. Support to or from DOD capabilities should be coordinated through the country team and/or the task force if interagency representation is available.

#### ***Combatant commanders.***

Combatant commanders (CCDRs) are responsible for planning and executing DOD CD operations within their areas of responsibilities (AORs). This is usually done by developing a concept of operations and then a campaign plan, commonly drawing on cooperating country requests and US embassy personnel recommendations. This plan incorporates all the appropriate DOD mission categories into a coordinated program to reduce the supply of illegal drugs either directly or in a supporting role to interagency operations.

## Planning Counterdrug Operations

### *Strategic context.*

Strategic goals and objectives provide context and the basis for the military's support and participation in CD operations. ONDCP develops and the President signs the NDCS, which provides broad strategic direction and establishes the administration's CD strategy, policy, objectives, and priorities. US interdiction coordinator develops the supporting National Interdiction Command and Control Plan (NICCP), which outlines the USG's strategy for drug interdiction and states specific roles and responsibilities for relevant federal agencies that execute that strategy. Other CD-related elements of strategic guidance may be found in national security Presidential directives, the *National Strategy for Homeland Security*, and other national department-level statements of CD policy. Within DOD, the Secretary of Defense (SecDef) and Chairman of the Joint Chiefs of Staff (CJCS) provide strategic guidance for conducting CD operations to CCDRs in the *National Military Strategy* and Joint Strategic Capabilities Plan (JSCP).

CCDRs then plan and execute or support CD operations. Geographic CCDRs typically include theater CD goals or objectives in their strategic planning. The CCDR's strategy links US national strategy to operational-level activities. CCDRs develop joint operation plans for specific CD-related contingencies as required by the JSCP, the *Contingency Planning Guidance*, and other directives. They also will identify and plan for CD contingencies not specifically assigned by the President, SecDef, or CJCS.

Within the context provided by strategic guidance and objectives, joint operation planning for specific CD operations occurs using two closely related, integrated, collaborative, and adaptive processes — the **Joint Operation Planning and Execution System (JOPES)** and the **joint operation planning process (JOPP)**. The combination of JOPES and JOPP promotes coherent planning across all levels of war and command echelons, whether the requirement is for a limited, single-phase drug interdiction operation or for a multiphase CD operation requiring a variety of military capabilities and participation by numerous agencies and multinational partners.

## Department of Defense Counterdrug Support Mission

*DOD's principal CD mission is detection and monitoring (D&M) and the desired end result of successful D&M is interdiction and apprehension by LEAs.*

The DOD role in D&M is an important part of the overall drug interdiction process. The goal of D&M is to provide early notification to LEAs, enabling them to conduct interdictions and searches for contraband, which leads to interdictions, apprehensions, and seizures. DOD, in consonance with the NICCP, utilizes national task forces to conduct D&M operations.

Drug interdiction can take place in the air, at sea, or on land. These areas often overlap, causing a multienvironment and multiagency process. Drug interdiction in these three domains, of which D&M is an integral part, are:

**Air CD Interdiction.** Drug smuggling by air constitutes a means by which illegal drugs are brought into the US. The principal goal of air CD interdiction operations is to deter drug smuggling by seizing drugs, aircraft, and the smugglers and to deny smugglers safe, direct, and economical routes. Air CD interdiction activities in international airspace are conducted by the United States Coast Guard (USCG) and Customs and Border Protection (CBP), both co-lead agencies, with occasional assistance from other agencies. PN forces are fully integrated force structure of the national task force.

**Counterdrug Operations at Sea.** Drug interdiction on the high seas and in US territorial seas is primarily the responsibility of the USCG, although United States Navy and allied vessels with law enforcement detachments attached are also involved. The CPB is the lead agency at US ports of entry (POEs). Maritime CD operations focus interdiction efforts principally on deterring drug smuggling by identifying seaborne smuggling routes, detecting, monitoring, handing off suspect vessels to law enforcement, stopping and boarding vessels, seizing contraband and vessels, and arresting the suspect personnel.

**Land CD Interdiction.** The primary goal of land CD interdiction is to seize drugs, drug-related money, illegal munitions and chemicals as they enter or leave the US. Apprehension at POEs, along the border, and inside the US is accomplished primarily by CBP. PNs also conduct

CD interdiction on land, including targeting airfields, illicit drug production facilities, and transshipment sites which may require D&M support.

### **Regional Counterdrug Operations**

#### ***US Northern Command.***

US Northern Command's (USNORTHCOM's) CD objectives are designed to support DLEA efforts to counter the flow of illegal drugs across US borders. Cooperation among nations to oppose the illegal production, transport, and sale of drugs is emphasized. Fostering interagency cooperation is integral to the strategy. USNORTHCOM provides CD D&M assets, and operational support to US LEA, as well as to CD forces from PNs that are combating drug production and export. USNORTHCOM's concept of operations is driven by mission, threat, and force available. JTF-N is the operational headquarters for USNORTHCOM, responsible for the planning, coordination and employment of DOD support to DLEAs to counter transnational threats in the approaches and crossing the border to CDRUSNORTHCOM's AOR. JIATF-S, in consonance with the NICCP is responsible for D&M of air and maritime approaches to the US in the Gulf of Mexico, and in the Eastern Pacific south of the US/Mexico border. The objective of this military support to CD operations is to assist LEAs in their mission to detect, deter, and disrupt illegal drug trafficking. Capability is provided using support packages drawn from a variety of sources to include Active Component and Reserve Component forces. All military operations in the operational area are conducted in support of a lead LEA.

#### ***US Pacific Command.***

To counter the drug trafficking threat in USPACOM's vast AOR, an all-Service, all-sensor and all-agency effort is required. To accomplish this goal, USPACOM's JIATF-W intelligence process is the key to understanding drug production and distribution trends. This fusion of intelligence allows US LEA and PN CD forces to be employed more effectively to interdict illegal drug activities. JIATF-W's emphasis on the production of tailored intelligence products, training of PN CD personnel, and the development of CD policies and plans results in effective CD programs in the Asia-Pacific region. JIATF-S executes much of USPACOM's D&M mission. The JIATF-S joint operations area encompasses portions of the USPACOM AOR. This authority requires extensive sharing of an aerial and maritime common operational picture, as well as coordinated operations and hand-offs between USSOUTHCOM and USPACOM.

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***US Southern Command.***

USSOUTHCOM's CD strategy is integrated into its theater military mission because illegal drug production and trafficking problems cannot be separated from the economic, social, and political ills of the region. The principal objective is to eliminate or prevent the production and transshipment of illegal drugs into the US. To accomplish this objective, support is provided to the PN to: establish positive control over their sovereign territory; enhance capabilities to interdict and arrest drug traffickers; support efforts to strengthen democratic institutions and PNs' political will; respect and protect their citizens' human rights; enhance military professionalism; support efforts toward continued economic and social progress; and, enhance capabilities to combat and defeat drug-related insurgent and terrorist threats.

***US Central Command.***

US Central Command coordinates CD activities to combat illicit drugs flowing from within its AOR. Intelligence developed is shared with various agencies, cooperating friendly nations, and the other CCDRs.

***US European Command.***

US European Command's (USEUCOM's) conduct of CD missions will employ the following strategic goals: conduct CD and counterterrorism activities in priority narcotics areas while building PN capacities to counter the threat; develop CD and counterterrorism intelligence support for USEUCOM AOR; develop the capability to pass CD and counterterrorism information/intelligence between US agencies and PNs; and, increase support to US and PN DLEAs, and PN military units with CD and counterterrorism responsibilities. Develop and strengthen combatant command, interagency, and international relationships to deconflict and complement CD and counterterrorism efforts in USEUCOM's AOR.

## **CONCLUSION**

This publication provides doctrine for the planning and execution of US military support to US counterdrug operations.

## CHAPTER I STRATEGIC AND LEGAL CONTEXT

*“Reduced to its barest essentials, drug control policy has just two elements: modifying individual behavior to discourage and reduce drug use and addiction, and disrupting the market for illegal drugs. Those two elements are mutually reinforcing.”*

**National Drug Control Strategy**  
**March 2006**

### **1. General**

**Department of Defense (DOD) Support to Counterdrug (CD) Operations.** DOD supports federal, state, and local law enforcement agencies (LEAs) in their effort to disrupt the transport and/or transfer of illegal drugs into the US. CD is a high priority national security and international cooperation mission, with DOD functions and responsibilities based on statutory authority. This publication describes the Armed Forces of the United States CD operations in support of US Government (USG) efforts to counter the production, trafficking, and distribution of illegal drugs. The Armed Forces of the United States also assists our partner nations (PNs) in their CD efforts. Illicit drug trafficking, smuggling of every sort, and the regional and global movement of terrorists are closely linked by financial, political, and operational linkages.

- a. Within DOD, the Office of Counternarcotics, under the Deputy Assistant Secretary of Defense for Counternarcotics (DASD-CN), oversees DOD policies and activities, which are based on statutory CD responsibilities and the President’s National Drug Control Strategy (NDCS). Although DOD manages only a small portion of the overall federal CD effort, DOD’s responsibilities encompass a broad and vital array of support activities. DOD policy guidance recognizes that “illicit drugs traffickers and terrorists often use the same methods to smuggle money, people, information, weapons and substances, and that in many cases, illicit drugs traffickers and terrorists are one and the same.” Looking beyond terrorism, the illegal drug industry can fuel violence and corruption to levels which may overwhelm governments, threatening the stability of key countries or creating “ungoverned spaces.”
- b. This chapter provides a summary of US CD efforts, the NDCS, organizations supporting the overall strategy, a description of the DOD’s current roles, and an overview of the drug threat. Subsequent chapters provide a more in-depth explanation of the specific tasks in joint CD operations.

### **2. Background and History**

The US role in CD initiatives has evolved from independent actions to one of joint military and civilian cooperation. In the past century, the US CD effort has changed in response to the drug abuse and drug trafficking problem. Although the Drug Enforcement Administration (DEA) and its predecessor agencies have had primary federal level responsibility for enforcing US drug laws since 1914, each significant expansion in illegal drug activities has brought additional

federal, state, and local agencies into the CD effort. Each expansion in the number of agencies involved has been followed by a reorganization and consolidation of resources applied to this effort.

- a. In 1986, the Congress passed an Anti-Drug Abuse Act to give the Executive Branch more authority to fight the “war on drugs.” The act left broad discretion to the Executive Branch in developing and implementing a national strategy. Also in 1986, the President issued National Security Directive 221, which declared drug trafficking to be a threat to national security.
- b. The 1988 Anti-Drug Abuse Act (Public Law 100-690) created the Office of National Drug Control Policy (ONDCP) within the Executive Branch. The ONDCP, under the leadership of the Director for National Drug Control Policy, was created in order to establish a coherent national policy to coordinate the efforts of more than 30 federal agencies and cooperate with state and local authorities. The law also directed the Executive Branch to develop an annual NDCS. A classified annex to this law provides guidance on specific threats and vulnerabilities associated with the illicit drug industry production and distribution process.
- c. In 1989, the law designated DOD as the lead federal agency for detection and monitoring (D&M) of aerial and maritime trafficking of illegal drugs into the US in support of law enforcement agencies (Title 10, United States Code [USC], Section 124). Congress has approved DOD CD support of other federal departments and agencies, state and local LEAs, as well as foreign governments and LEAs, with the passage of each national defense authorization act (NDAA). Title 10, USC, Sections 372 and 374, specifically authorize the DOD to provide logistical and operational support to the national CD effort, and continues to be the basis for many of the specific CD missions that have evolved.
- d. The National Interdiction Command and Control Plan (NICCP) provides guidance to interagency centers focused on interdicting drug traffickers and severing the connections between drug trafficking and terrorism. These centers are designated “national” task forces. The national task force construct provides close coordination and cooperation among government organizations organized into a task force manned and led by personnel from the US and cooperating PNs with a drug interdiction mission.

(1) **Joint Interagency Task Force-South (JIATF-S).** Commander, US Southern Command (CDRUSOUTHCOM), is responsible for command and control (C2) of JIATF-S. Its primary mission is to detect, monitor, and handoff suspected illicit trafficking targets to appropriate LEAs, promote security cooperation, and coordinate country team and PN initiatives in order to defeat the flow of illicit traffic.

(2) **Joint Interagency Task Force-West (JIATF-W).** Commander, US Pacific Command (CDRUSPACOM), is responsible for C2 of JIATF-W. Its primary mission is to conduct activities to detect, disrupt, and dismantle drug-related threats in Asia and the Pacific by providing interagency intelligence fusion, supporting US law enforcement, and developing PN capacity in order to protect US security interests at home and abroad.



*Counterdrug operations require interagency coordination.*

(3) **Air and Marine Operations Center (AMOC).** The Department of Homeland Security (DHS), through the Commissioner of Customs and Border Protection (CBP), is responsible for the direction and operation of the AMOC as it confronts transnational and other threats with an aviation or marine nexus. The primary mission of this center is to detect, monitor, sort, track, and coordinate the interdiction of air trafficking threats within its operational area. The AMOC shares responsibility with the United States Coast Guard (USCG) for maritime and CD threats within US territorial waters.

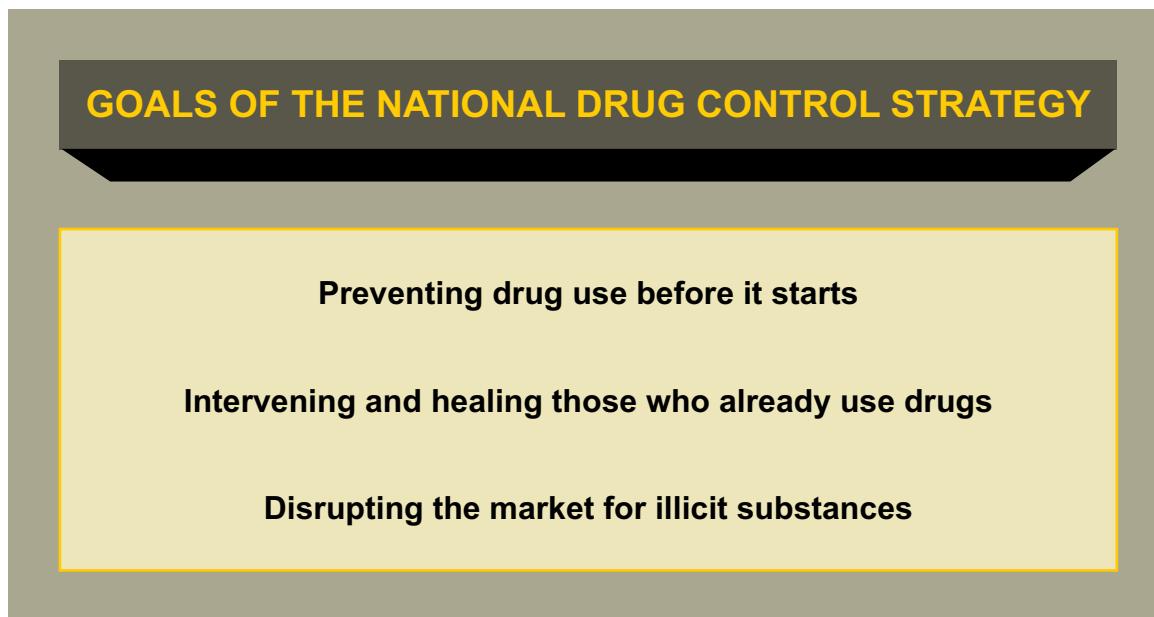
e. Joint task forces (JTFs) and joint interagency task forces (JIATFs) provide operational and tactical-level interagency coordination. They plan and conduct operations to detect, disrupt, and dismantle illicit drug-related threats.

### **3. National Drug Control Strategy**

The NDCS is issued annually by the ONDCP and outlines the President's priorities and goals for reducing the demand for and supply of illegal drugs in the US. The strategy is a common framework for all USG agencies involved in the collective effort to reduce illegal drug use and its consequences in America. Figure I-1 lists the strategic goals contained in the NDCS.

### **4. Legal, Regulatory, and Policy Guidelines**

a. **General.** The NDAA of 1989 expanded the DOD CD roles and missions.



**Figure I-1. Goals of the National Drug Control Strategy**

b. **Legal and Regulatory Considerations.** DOD policy for CD support must be consistent with legal and regulatory limitations imposed by law, including the following:

(1) **Posse Comitatus.** The “Posse Comitatus Act” (Title 18 USC, Section 1385) prohibits use of the Army and the Air Force to enforce domestic law unless authorized by the President, the Constitution, or Congress. Posse Comitatus is also applicable to the US Navy (USN) and US Marine Corps by Title 10, USC, Section 375 and DOD regulations. There are a number of exceptions to the statute that allow military support for civilian law enforcement (see Title 10, USC, Section 371). Posse Comitatus does not apply to National Guard (NG) personnel serving in a state active duty or Title 32 status. The servicing staff judge advocate (SJA) must review all operations to ensure that they comply with the Act, other domestic laws, and DOD policy.

(2) **Title 10, USC.** Title 10 is the “Armed Forces” section of the USC. Chapter 18, “Military Support for Civilian Law Enforcement Agencies,” gives basic guidance for the interaction of military and civilian LEAs. Title 10, USC, Section 375 directs the Secretary of Defense (SecDef) to prescribe such regulations to prohibit a member of the Army, Navy, Air Force, or Marine Corps from directly participating in arrests, searches, seizures, or other similar activity unless authorized by law (e.g., arrests on military property). Subsequent NDAs have authorized the DOD to provide more support to LEAs in the CD effort.

(3) **Title 10, USC, Section 124** designates DOD to act as the single lead agency for the D&M of the aerial and maritime transit of illegal drugs into the US in support of the CD activities of federal, state, local, and foreign LEAs.

(4) **Foreign Assistance Act.** “The Mansfield Amendment” to the Foreign Assistance Act (Title 22 USC, Section 2291[c][1]) prohibits US employees from directly effecting arrests in any foreign country as part of foreign police narcotics control efforts, except in cases

**involving maritime law enforcement operations with the approval of the host country, exigent circumstances related to the safety of individuals, and when engaged in activities authorized under the applicable status-of-forces agreement (SOFA).** Under Chapter 8 of Part I of the Foreign Assistance Act, the President may furnish assistance to eligible countries and intergovernmental organizations for CD and other anticrime and rule of law programs. The 1978 “Kennedy Amendment” to the Foreign Assistance Act (Title 22, USC, Section 2304[a][2]) prohibits foreign governments with a consistent pattern of gross human rights violations from receiving security assistance (SA) funds. Additionally, section 660 of the Foreign Assistance Act (Title 22, USC, Section 2420) prohibits the use of the funds made available to carry out the Foreign Assistance Act to provide training or advice, or provide any financial support for police, prisons, or other law enforcement forces for any foreign government or any program of internal intelligence or surveillance on behalf of any foreign government within the US or abroad. The Foreign Assistance Act and foreign operations appropriations provide legal authorities to the Department of State (DOS) Bureau for International Narcotics and Law Enforcement Affairs (INL) to provide CD and anticrime assistance to foreign partners. Many of these assistance programs are implemented in cooperation with the US LEAs or other partners, such as courts or bar associations. Many exceptions and specifications to these broad authorizations and prohibitions exist; therefore, contemplated foreign assistance operations must be reviewed by the command’s SJA and approved by that respective combatant commander (CCDR).

**(5) Economy Act.** This statute (Title 31, USC, Section 1535) requires that other government agencies (OGAs) reimburse the DOD for services or support provided. Reimbursement for DOD support provided to LEAs is not required when that support is in the normal course of military training and operations, results in benefit to the DOD that is substantially equivalent to that which would otherwise be obtained from military operations or training, or is provided under the authority of the current NDAA, as amended.

**(6) Appropriations and Authorization Acts.** The acts passed each year to authorize or appropriate funds to DOD often contain provisions relating to the CD effort. For example, the Fiscal Year 1989 NDAA designated DOD to be the single lead agency of the federal government for D&M of illegal aerial and maritime drug shipments into the US. Section 1004 of the 1991 NDAA authorized DOD support for CD purposes in addition to that authorized by Title 10, USC, Sections 124, 372, and 374 to include the following activities:

- (a) Transport of US and foreign personnel and supplies.
- (b) Establishment and operation of bases of operation and training.
- (c) Training of foreign law enforcement personnel.
- (d) Construction to block drug smuggling across US borders.
- (e) Communication networks.
- (f) Linguistic and intelligence services.

(g) Aerial and ground reconnaissance.

(7) **Fiscal Law.** All funds must be used for the purpose for which they are appropriated. Additionally, funds may also have specific limitations as to which CD activities they can support. Failure to correctly apply fiscal law and principles to federal activities can lead to the unauthorized expenditure of funds and potential criminal or administrative sanctions against those responsible. After-the-fact audits by the Government Accountability Office and other federal agencies are common.

(8) **Executive Orders (EOs) and DOD Directives (DODDs).** EO 12333, *United States Intelligence Activities*, regulates the use of national intelligence assets. DODD 5240.1, *DOD Intelligence Activities*, and DOD 5240.1-R, *Procedures Governing the Activities of DOD Intelligence Components That Affect United States Persons*, implement for the DOD the provisions of EO 12333, and set forth the conditions under which the DOD can collect and retain information on US citizens. Within the limits of the law, the DOD may collect and retain information on US persons reasonably believed to be engaged in foreign intelligence or terrorist activities. DODD 5200.27, *Acquisition of Information Concerning Persons and Organizations Not Affiliated with DOD*, prohibits collecting, reporting, processing, or storing information on individuals or organizations not affiliated with DOD, and applies to non-intelligence components of DOD. DODD 5200.27 contains further guidance on limited circumstances that allows such activity where the information is essential to the accomplishment of certain DOD missions. Because of the numerous legal restrictions placed on the collection of intelligence against US persons, all intelligence activities must be coordinated with the servicing SJA before execution.

(9) **International Agreements.** A number of international agreements exist that affect CD operations. These include SOFAs, multilateral conventions, and bilateral agreements. SOFAs establish the legal status of military personnel in foreign countries. Bilateral agreements may also be prepared for specific operations.

(10) **Use of Force.** Chairman of the Joint Chiefs of Staff Instruction (CJCSI) 3121.01, *Standing Rules of Engagement/Standing Rules for the Use of Force for US Forces (S)*, provides guidance on standing rules of engagement and standing rules for the use of force and for DOD operations worldwide. Specific guidance for CD support operations is shown in CJCSI 3121.01, Enclosures H and O. The Coast Guard and Maritime Transportation Act of 2004 (Public Law 108-293), amended Title 14 USC, Section 637, authorizes persons in command of military aircraft operating in a drug interdiction area to use warning shots and disabling fire against noncompliant vessels provided one or more USCG personnel are embarked in the aircraft. In 2005, the USN and USCG reached a Memorandum of Understanding (MOU) to define responsibilities and relationships regarding the employment of airborne use of force (AUF) from Navy helicopters. The intent of the MOU is to enable Navy helicopter units to train to agreed tasks, conditions, and standards and tactics, techniques, and procedures to support CD missions. In order to stop “go-fast vessels” with minimal risk of injury or loss of life, Navy helicopters are permitted to use AUF (warning shots and disabling fire) when a USCG observer and aerial gunner team are present onboard the aircraft. When force is used from either Navy ships or rotary aircraft under tactical control (TACON) to USCG personnel, the use of warning

and disabling fire would then be governed by the current USCG policy. If force is required, the use of nonlethal weapons is authorized and may be used to control a situation and accomplish the mission, or to provide self-defense of DOD forces, defense of non-DOD persons in the vicinity if directly related to the assigned mission, or in defense of the protected property, when doing so is reasonable under the circumstances.

## 5. Counterdrug Policy and Guidance to Combatant Commanders

a. **General.** CJCSI 3710.01B, *DOD Counterdrug Support*, establishes policies and guidelines for: international CD policy implementation; criteria for approval of requests for international support; department international CD support; and approval procedures for departmental international CD support.

b. **Delegation of Authority.** To provide geographic combatant commanders (GCCs) with sufficient flexibility and responsiveness, the SecDef has delegated approval authority for certain kinds of DOD CD support to LEAs and PNs. This guidance is provided in CJCSI 3710.01B, *DOD Counterdrug Support*.

c. **Specific CD Mission Categories.** CD support is provided to LEAs or PNs involving US military personnel and their equipment and may include training or mission participation. Support is also provided to LEAs or PNs that includes loan or lease of equipment without operators, use of facilities (such as buildings, training areas, or ranges), transfer of excess equipment, and training conducted in formal schools. Although these commonly used terms are useful in describing the type of support rendered, some of the various types of missions are described below.

(1) **Detection & Monitoring.** DOD has specific responsibility as the lead federal agency for aerial and maritime D&M. D&M operations are missions conducted to detect and track the land, aerial, and maritime transit of illegal drugs into the US. D&M could lead to interdiction. Drug interdiction is a multiphase (see Figure I-2), multienvironment, and interagency activity in which the DOD has significant general responsibilities.

(2) **Support to Foreign Countries.** The DOS provides assistance to foreign countries under the Foreign Assistance Act, the Arms Export Control Act, the Foreign Operations Appropriations Act, and the International Narcotics Control Act and often involves other US agencies in such assistance. DOD has a support role that is usually provided in the form of foreign internal defense (FID). Greater details about FID-specific programs are also described in Joint Publication (JP) 3-07.1, *Joint Tactics, Techniques, and Procedures for Foreign Internal Defense (FID)*.

(3) **Demand Reduction.** Prevention/reduction of drug abuse requires a combination of education, deterrence, and treatment or rehabilitation. Drug abuse awareness education includes programs for all DOD military personnel and their families, students attending DOD schools, and DOD civilian personnel. Drug use deterrence for DOD personnel is provided through scheduled and random urinalysis testing. The DOD treatment and rehabilitation program is



**Figure I-2. Phases of Drug Interdiction**

designed to diagnose, treat, and return to full productivity as many people as possible with drug abuse or dependence problems. The DOS coordinates US assistance to foreign countries to help reduce their demand for illegal drugs.

**d. Approval Authority and Tasks**

(1) **Approval Authority.** CJCSI 3710.01B, *DOD Counterdrug Support*, provides instructions on authorized types of DOD CD support to LEAs, OGAs, and foreign nations. It also promulgates SecDef delegation of authority to selected GCCs to approve certain CD operational support missions and deploy assigned forces.

**(2) Command and Control Relationships**

(a) Transfer of forces under operational control (OPCON) from a supporting CCDR to a supported CCDR requires SecDef approval and a Joint Staff deployment order.

(b) SecDef authorizes Commander, US Joint Forces Command (CDRUSJFCOM), CDRUSPACOM, and Commander, US Special Operations Command (CDRUSSOCOM) to provide TACON of combatant command assets to Commander, US Northern Command (CDRUSNORTHCOM) to conduct CD operational support to US LEAs for missions that have CCDR approval delegation.

(c) SecDef authorizes CDRUSJFCOM, CDRUSPACOM, and CDRUSSOCOM to provide TACON of combatant command assets to CDRUSSOUTHCOM to conduct CD operational support to US LEAs for missions that have CCDR approval delegation.

(3) **Geographic Combatant Commander Counterdrug Tasks.** Supported GCCs are responsible for:

(a) Planning and conducting operations to detect and monitor the aerial and maritime transit of illegal drugs, supporting the D&M of overland transit of illegal drugs, and reporting suspected traffickers to the appropriate US LEAs or cooperating PN authorities.

(b) Providing assets to support drug interdiction agencies and task force CD activities, with emphasis on those operations planned for execution in high intensity drug trafficking areas (HIDTAs).

(c) Planning, scheduling, and directing support provided to LEAs and cooperating PNs.

(d) Conducting strategic, operational, and tactical intelligence collection (consistent with the law) against illegal drug trafficking originating in or transiting through their respective areas of responsibility (AORs) to support cueing of foreign and domestic LEAs.

(e) Collecting (consistent with the law), processing, and disseminating all-source, drug-related intelligence.

(f) Ensuring law enforcement information is included and incorporated into all source drug related intelligence.

(g) Ensuring that adequate counterintelligence (CI) and operations security (OPSEC) support are provided as appropriate.

(h) Supporting programs concerning eradication of illegal drug crops and disruption of other illegal drug production processes in source and transshipment countries through bilateral and multilateral exercises, training, personnel exchanges, and SA programs.

(i) Coordinating with other USG agencies to suppress illegal drug activities in production, processing, and transshipment countries.

(j) Establishing and maintaining selected connectivity in the CD communications system.

(k) Coordinating CD activities with USG agencies and cooperating PNs.

(l) Analyzing intelligence, surveillance, and reconnaissance (ISR) needs for support of CD operations and establishing long-range planning. Specifically, GCCs must identify areas with the highest potential for CD success; identify to SecDef those areas requiring higher authority for action and resolution; and develop CD campaign strategies.

- (m) Coordinating logistic support to US LEAs and agencies operating in PNAs as established in appropriate agreements.

## 6. The Threat

*"If you know the enemy and know yourself, you need not fear the result of a hundred battles."*

**Sun Tzu, *The Art of War***  
c. 500 BC

a. **General.** Those who contribute to the production, transport, sale, and use of illegal drugs and laundering of drug money present a threat to the national security of the US. Illicit drug traffickers operate in the full spectrum of air, land, and maritime modes of conveyance. The adversary engages in a supply chain that addresses recruitment, cultivation, production, storage, shipment, transshipment, and distribution of illicit drugs. This adversary can be characterized by:

- (1) Moving illicit drugs through distributed-risk vice concentration-of-risk.
- (2) Not constrained by law, custom, policy, or process.
- (3) Evolving to exploit more sophisticated vessels and modes of conveyance.
- (4) Using multiple logistic contingency supply chains.
- (5) Actively and often aggressively collecting intelligence and exploiting counter-detection of friendly assets.
- (6) Exploiting delays, deception, and speed to operate at periods of low risk.
- (7) Exploiting territorial zones to prevent detection and monitoring.
- (8) Exploiting political and legal limitations in the various countries.

b. Trends over the last few years have highlighted traffickers using air to maritime modes of transportation. The majority of the drugs entering the US from the Western Hemisphere arrive via land conveyance, but maritime and air modes are initially used to move drugs from the source zone regions to different locations in the transit zone where drugs can then continue to be moved towards the arrival zone in the US.

### c. Drug Connections to Terrorism and Insurgencies

- (1) **Narcoterrorism** is historically defined by DEA in terms of Pablo Escobar, the classic cocaine trafficker who used terrorist tactics against noncombatants to further his political

agenda and to protect his drug trade. Today, however, governments find themselves faced with classic terrorist groups that participate in, or otherwise receive funds from drug trafficking to further their agenda. Consequently, law enforcement may seek to distinguish whether narcoterrorists are actual drug traffickers who use terrorism against civilians to advance their agenda, or principally terrorists who out of convenience or necessity, use drug money to further their cause. Both groups may be referred to as narcoterrorists.

(2) US security strategy in many forms recognizes that some of the billions of dollars generated yearly by the global illegal drug trade goes to fund terrorism. Other drug-terror connections are recognized in documents such as the *National Defense Strategy of the United States*, which addresses a spectrum of “irregular” challenges, including: “absence of effective governance... (creating) sanctuaries for terrorists, criminals, and insurgents.” Sanctuaries are sometimes created on purpose by drug organizations, other criminals, terrorists or insurgents. In some parts of the world, such as Colombia and Afghanistan, these connections can be very substantial. In other circumstances, connections between drug criminals and terrorism may be “transactional,” involving payment for specific goods and services. Such transactions may provide weapons; false identities, and travel documents; money laundering and movement; armed protection; intelligence and/or clandestine communications. Drug organizations may, for example, seek to stop the government from interfering in their drug operations. Because narcoterrorists seek to ward off those who would impede their illicit drug activities, they conduct attacks that include assassinations, extortion, hijackings, bombings, and kidnappings directed against judges, prosecutors, elected officials, and law enforcement agents. These attacks allow drug criminals to operate their drug trade with a reduced law enforcement and governmental presence. Drug criminals also use bribery and other corruption to buy protection from governments, sometimes creating an environment exploited by terrorists or insurgents. Insurgents force local populations into narcotics related farming, in order to divorce the local population from the legitimate government.

(3) **Narcoterrorists** also use drug money, routes, and methods for moving people, weapons, money, and other needs to conduct terrorist activities that are politically or religiously motivated and have nothing to do with furthering drug trafficking. Because of the large amounts of money that can be made from the drug trade and the proximity to many drug-growing areas in the Middle East and Asia, global terrorists seek to invest the drug money obtained into their terrorist operations. An objective of the Global War on Terrorism is to stop drug funding for terrorist operations. al-Qaeda, for example, has financed some of its operations from the sale of heroin from Pakistan.

(4) Drug abusers indirectly fund al-Qaeda and other narcoterrorist organizations through their illicit drug purchases. According to the 9/11 Commission, al-Qaeda drug operations net about \$28 million a year, and the death and destruction that occurred on 9/11 only cost al-Qaeda about \$500,000. Drug money and relationships with professional smugglers, false document providers, money launderers, and other drug-related criminals provides al-Qaeda and other terrorists with needed support for clandestine operations.

(5) **Drug money is also used to fund insurgencies.** As provided in US law, some insurgent organizations are designated as foreign terrorist organizations, usually having a specific country focus. In

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Peru, for example, the ‘Sendero Luminoso’ (Shining Path), a Maoist revolutionary movement, and the ‘Tupac Amaru,’ a Marxist/Leninist revolutionary movement, both have used income derived from the lucrative cocaine trade to finance their operations. Sendero Luminoso operations alone have accounted for more than 30,000 Peruvian deaths.

(6) In Colombia, there are three violent groups that fund operations through drug money. The two Marxist-Leninist revolutionary organizations are Revolutionary Armed Forces of Colombia (known by its Spanish acronym FARC) and the National Liberation Army. The FARC derives a substantial amount of income from the drug trade to fund its operations. Both organizations advocate radical policies to change Colombia social conditions. To counter the objectives of these two left wing terrorist organizations, the wealthy landowners and drug traffickers funded right wing terrorist groups generally associated with the umbrella organization known as the United Self Defense Forces of Colombia, which had an army of about 15,000. Money from the Colombian cocaine and heroin trade funds all three organizations. The Colombian left wing narcoterrorists organizations continue to claim ideological motivation, but now essentially fight for control of the territory and market share.

### d. Drugs

#### (1) Categories of Controlled Substances

(a) All personnel involved in CD activities should be familiar with the major categories of controlled substances, the common characteristics of traffickers and their organizations, and their



*Warning shots fired from a helicopter in front of a go-fast drug boat.*

strengths and weaknesses. More specific threat depictions will be presented under each CCDR's portion in Chapter IV, "Regional Counterdrug Operations."

(b) The Controlled Substances Act identifies **five major categories of controlled substances** as:

1. Narcotics.
2. Depressants.
3. Stimulants.
4. Hallucinogens.
5. Anabolic steroids.

(2) **Major Drugs of Abuse.** The major drugs of abuse within the US are cocaine, heroin, methamphetamine, marijuana, and ecstasy also known as methylenedioxymethamphetamine (MDMA). Common ways used to disguise drug shipments can be found in Figure I-3. Industries and people that grow, process, transport, sell, and use these drugs as well as diverted drugs or chemicals and other dangerous drugs, constitute a grave threat to the US. The following paragraphs provide general information about source production methods, use or effects, and industry characteristics.

(a) **Cocaine**

1. General. One of the most threatening drugs to US society, cocaine is a stimulant that is readily available throughout the country. It is derived from the coca plant and its effects have been known for centuries.

2. Strategic View. In the major producing countries of Colombia, Peru, and Bolivia, coca leaf, paste, cocaine base, and cocaine hydrochloride are viable cash sources that offer many times the profit per acre than any legitimate crop. The amount of cocaine available in domestic drug markets appears to meet user demand in most markets, without observable shortfall. South Texas remains the leading entry for cocaine smuggled in the US. Mexican drug trafficking organizations (DTOs) and criminal groups control most wholesale cocaine distribution in the US, and their control is increasing. They are the predominant wholesale cocaine distributors in the Great Lakes, Pacific, Southeast, Southwest, and West Central Regions, and although Colombian and Dominican DTOs and criminal groups control most wholesale distribution in the Northeast and Florida/Caribbean Regions, the influence of Mexican DTOs and criminal groups is increasing in these areas. Mexican DTOs have developed Atlanta as a staging area for direct wholesale cocaine distribution to East Coast drug markets.

3. Cocaine is distributed and used in every region of the country. Reporting from law enforcement and public health agencies indicates, however, that Atlanta, Chicago, Houston, Los

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## TECHNIQUES TO DISGUISE DRUG SHIPMENTS

**Drugs concealed in passenger luggage**

**Forged US Customs seals attached to luggage**

**Filing legitimate flight plans**

**Using identification friend or foe transponders**

**Flying in approved air space corridors**

**Using US registered aircraft**

**Fishing vessels blending in with fishing fleet**

**Using commercial shipping routes**

**Using pleasure craft**

**Visiting ports-of-call consistent with the vessel type or normal use**

**Storing drugs in floor, walls, structurally modified compartments, false decks, pipes, cavities within or outside commercial vehicle or keel of a ship, fuel or water tanks, fire extinguisher, with legitimate cargo**

**Using US mail systems**

**Using illegal border crossers to carry illicit drugs**

**Using semi-submersibles**

**Figure I-3. Techniques to Disguise Drug Shipments**

Angeles, Miami, and New York are the primary market areas (see Figure I-4) because of high levels of use and because they serve as centers for the national-level distribution of wholesale quantities of cocaine to other markets. Baltimore, Boston, Central Arizona (Phoenix and Tucson), Detroit, Newark, and Philadelphia are significant cocaine markets, but the levels of use within and distribution from these areas are not as great as in the primary market areas.

**(b) Heroin**

**1. General.** Heroin is a highly addictive narcotic that poses a great threat to the US. This threat arises from the precipitous increase in opium production, the emergence of new and aggressive heroin trafficking organizations, rises in the purity of street-level heroin, and the fact that heroin is more profitable per unit than cocaine.

**2. Strategic View.** Most heroin reaching the US originates from Colombia and Mexico (90-95%). It is characterized by consistently high purity at the retail level. Colombian



Figure I-4. Cocaine Primary Market Areas

heroin is destined for the eastern US and Puerto Rico. Mexican heroin dominates supplies on the West Coast and the Southwest US. Despite reported decreases in white heroin production in most source countries, increased production in Afghanistan has resulted in an overall increase in worldwide white heroin production. White heroin available in US drug markets currently meets domestic demand, particularly in the eastern US. However, further production declines, particularly in Colombia, may result in shortfalls, causing distribution to recede in many smaller communities and rural areas. Routes used by couriers transporting South American heroin to the US have significantly shifted. South American heroin couriers flew primarily from Colombia to both New York and Miami from the early 1990s through 2002; however, current heroin seizure data suggest that Miami has emerged as the principal port of entry (POE) for South American heroin.

### (c) Marijuana (Cannabis)

**1. General.** Marijuana is the common name for the flowering tops and leaves of the female plant of cannabis sativa. The dried resin secreted by the plant is known as hashish. The active oil extracted from the cannabis plant is hashish oil. All forms of the cannabis plants contain a compound known as tetrahydrocannabinol, which is considered to be the principle psychoactive material in the plant.



**When 'stop' really does mean 'stop';** a tight group of disabling shots shot-out these go-fast boat engines fired by a marksman from a MH90 Enforcer helicopter during a cocaine bust off the coast of Florida.

**2. Strategic View.** Marijuana remains the most commonly used illicit substance in the US. The major suppliers are the United States, Mexico, Colombia, and Canada. Asian criminal groups are expanding their position relative to wholesale distribution of high potency Canadian-produced marijuana that can be found in every region of the country. In fact, increasing distribution of high potency marijuana by Asian criminal groups as well as expansion of domestic high potency marijuana production appears to be significantly raising the average potency of marijuana in US drug markets, elevating the threat posed by the drug. The amount of marijuana available to domestic drug markets appears to be increasing slightly. This increase, coupled with decreasing demand for the drug, will quite likely result in lower prices in the near term as marijuana traffickers attempt to expand their customer base. Mexican DTOs and criminal groups have significantly reinvigorated their marijuana production efforts in Mexico after a period of reduced rainfall limited production from 2000 through 2002.

#### (d) Methamphetamine

**1. General.** Methamphetamine, a derivative of amphetamine, is a powerful synthetic stimulant drug. Methamphetamine production can readily utilize household products or over-the-counter medicines. However, almost every method of synthesis in methamphetamine production involves a highly dangerous chemical process. Significantly decreased domestic methamphetamine production in both small- and large-scale laboratories — a result of increased law enforcement pressure, public awareness campaigns, and regulation on the sale and use of precursor and



*Working in conjunction with the Dominican Republic Navy, a US boarding team prepares to board a drug-smuggling go-fast they stopped 150 miles south of the Dominican Republic.*

essential chemicals used in methamphetamine production, particularly pseudo ephedrine—has decreased wholesale supplies of domestically produced methamphetamine production.

**2. Strategic View.** Methamphetamine availability is not likely to decline in the near term, and in fact, Mexican DTOs can maintain production levels at laboratories in Mexico necessary to offset any further declines in domestic production, to ensure a steady supply of the drug in established markets, and to facilitate further eastward expansion of methamphetamine distribution.

#### (e) Diverted Pharmaceutical Drugs

**1. General.** Legitimate pharmaceutical drugs, while not as prevalent as illicit drugs, still remain a high priority in the CD effort, because of the risk of chemical dependency and because of the potentially harmful effects if misused.

**2. Strategic View.** These drugs are either diverted from legitimate US producers or smuggled into the country illegally and sold on the black market, much like illicit drugs. A sharp increase in commercial disbursements of pharmaceuticals (prescription narcotics, depressants, and stimulants) is contributing to an overall increase in the amount of the drugs available for illicit use. A relatively high rate of prescription painkiller abuse is occurring among eighth, tenth, and twelfth graders.

#### (f) Precursor and Essential Chemicals



*Crews transfer two tons of cocaine from a larger drug-smuggling vessel.*

**1. General.** Precursor and essential chemicals refer to the raw materials used in illicit manufacture of narcotic drugs and psychotropic substances. Without these chemicals illegal drugs cannot be produced. Precursor and essential chemicals remain a high priority in the CD effort. International agreements for the regulation of precursor chemicals exist to control their dissemination.

**2. Strategic View.** Some of these chemicals are not available in the drug source regions and, therefore, must be transported into the production areas. Thus, they require transport and can be tracked. Production of synthetic drugs such as methamphetamine appears to be shifting to areas where needed chemicals are available.

**(g) Designer Drugs, Research Chemicals, Club Drugs, Predatory Drugs (including Date-Rape Drugs)**

**1. General.** Many of this type are man-made psychoactive drugs that have been modified to circumvent earlier laws. Others drugs, however, are based on naturally occurring substances such as some of the hallucinogens.

**2. Strategic View.** Availability and demand for other dangerous drugs are generally low and they are decreasing. MDMA abuse, in particular, continues to decrease after a surge in abuse in the late 1990s and early 2000s. Canada-based Asian criminal groups — especially Vietnamese and Chinese — are increasing their involvement in MDMA trafficking, which could potentially lead to an increase in MDMA distribution and abuse in some domestic drug markets. Other drugs are produced

in Great Britain, other parts of Europe, and in the US. Imported drugs of this type came to the US as part of the “rave movement” (the drug subculture movement that flourished in the club scene) that originated in Great Britain. The movement spread rapidly in Europe and in the US as did the drugs that accompany this lifestyle. The term “club drugs” also includes some hallucinogens like LSD (lysergic acid diethylamide), peyote, psilocybin and mescaline, which have been around longer and can occur naturally.

e. **Drug Traffickers.** Although specific definitions used by CD organizations may vary, the following represents a working consensus for the purpose of describing the threat.

(1) **Growers and Producers** include those who grow their own crops, ranging from very small patches using simple farming methods to highly sophisticated cultivators with tracts of hundreds of acres spread throughout a country. Their outputs can range from a few to hundreds of kilograms or pounds.

(2) **Smugglers** represent that part of trafficking organizations that specialize in shipping drugs. They transport drugs from one place to another by a variety of means (e.g., aircraft, ships, motor vehicles, and people).

(3) **Smuggler Intelligence Systems** represent that part of trafficking organizations or independent groups that specialize in providing traffickers with database or current operational intelligence and warning about enforcement capabilities, intentions, and current activities to detect, sort, classify, track, and intercept smugglers.

(4) **Couriers** are individuals or groups who physically carry or transport a quantity of drugs. These people are sometimes called “mules.” They use a variety of drug transport methods such as swallowing them, concealing them in various body cavities, taping them to their bodies, or hiding drugs in their luggage. Couriers usually work for the smugglers.

(5) **Distributors** are the wholesalers or middlemen. Distributors can also be retailers. They either have direct contacts with one or more producers or with another distributor. The distributor frequently arranges for the smugglers to move the drugs.

(6) **Dealers** are usually individuals on the streets commonly selling less than one kilogram of drugs. Dealers work for the distributor and may have other dealers working for them.

(7) **Financiers** are individuals who provide funds or resources to establish or maintain a DTO, normally without direct involvement in trafficking operations.

(8) **Kingpins** are heads of international trafficking organizations (or parts of a drug consortium or cartel) that are responsible for directing one or more phases of unlawful production, transportation, wholesale distribution of bulk quantities of illegal drugs, or directing the financial operations. To qualify as a kingpin, the individual’s role in all aspects of that organization’s drug trafficking is such that the neutralization of the kingpin and his leadership would result in the collapse and the dismantling of the organization’s infrastructure, resulting in a significant impact on the drug traffic in the US.

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(9) **Money Launderers** are those individuals involved in the exchange or investment of money in such a way as to conceal the fact that it comes from an illegal source. Various items of value such as precious metals or gems, bank drafts, cashier checks, deposits, and transfers to foreign banks are a few of the items exchanged for illicit cash.

(10) **Narcoterrorists** are terrorists linked to drug trafficking. Two separate, but related, types of narcoterrorists exist:

(a) Narco-driven terrorists, which are drug traffickers who conduct terrorism to further their drug trafficking aims.

(b) Narco-supported terrorists, which are terrorists who benefit from or use drug trafficking to further individual or group terrorist activities.

(11) **Insurgents** are those in revolt against civil authority, but who are not recognized under international law as having the legal status of belligerents. Insurgents have entered into cooperative agreements with drug traffickers for mutual benefit.

(12) **Drug cartels** are partnerships or associations of criminal groups formed to undertake an illicit drug enterprise beyond the capabilities of any one member.

(13) **Transnational criminal organizations** (TNCOs) are international partnerships, associations, and networks of criminal elements which coordinate and interact to accomplish illicit drug and drug-related enterprises.

f. **Characteristics of Drug Operations.** The production, transportation, and marketing of illegal substances are supported by systems similar in character but often uniquely different for each type of drug because of geographical considerations, processing requirements, and the weight and volume of the product itself. A common denominator of the major drug industries is transportation. As previously mentioned, drug smugglers use many types of aircraft, vessels, motor vehicles, and couriers to transport drugs into the US. Certain trafficker profiles and common tactics and techniques have been observed.

## CHAPTER II

### COUNTERDRUG COMMAND AND CONTROL RELATIONSHIPS

*"Improved synchronization among joint and multinational forces and with non-Department of Defense agencies, with greater reliability and enhanced security — achieved through sound employment of information technology — is essential for effective command and control in the network enabled environment of the 21st century."*

**JP 6-0, Joint Communications System**

#### **1. Command Relationships**

- a. **General.** The C2 relationships established for CD operations will vary based on the environments in which they are conducted. Considering that most CD operations are in support of either partner nations (PNs) or LEAs, it is important to remember that even though command of US military forces will remain within DOD, the overall control of the mission may be determined by OGAs and agreements with foreign authorities. The objective is to integrate communications and, most importantly, liaison sufficiently to support operational coordination, the effective sharing of information, and efficient use of assets.
- b. **Military Command and Control.** Responsibility and authority for conducting military CD operations normally are vested in a designated joint force commander (JFC).
- c. **DOD-LEA C2.** The major mission in which DOD and LEA C2 systems interface is in drug interdiction operations. The DOD D&M role is a major portion of drug interdiction and is consequently closely associated with LEA C2. The major organizations that provide C2 for aerial and maritime drug interdiction are the AMOC, under the DHS, and JIATFs South and West under C2 of CDRUSSOUTHCOM and CDRUSPACOM, respectively. In limited circumstances, the DOD can assume TACON of Federal LEA forces. In cases such as that of a USCG operational commander assuming TACON of United States Navy (USN) units/capabilities when an embarked law enforcement detachment (LEDET) is aboard to conduct a law enforcement boarding, Federal LEA forces assume TACON of the involved USN ship. Regardless of TACON relationships however, DOD forces should remain under military C2 at all times (see Appendix G, "Law Enforcement Detachments"). Specific C2 arrangements must be determined during planning meetings and liaison sessions for specific CD operations. This is an important portion of any CD operation's planning effort and must be thoroughly understood by all forces involved in the operation.
- d. **DOD or PN C2.** US and PN military and LEA forces will often work under the TACON of national task forces. The US military or LEAs and PNs command their respective units and normally work in cooperation with, but not under the OPCON of, each other. The degree of C2 that US forces could exercise over PN forces (and vice versa) depends on the location, tactical situation, political environment, and existing agreements.
- e. **Joint and Interagency Task Forces.** US Southern Command (USSOUTHCOM) and US Pacific Command (USPACOM) exercise day-to-day operations through regional JIATFs that conduct



*Combat assault transport helicopters are useful in counterdrug operations and provide surface search, airborne tracking, and mobility support to law enforcement agencies apprehension.*

D&M within their respective operational areas. These task forces are comprised of federal, state, and local law enforcement agencies and foreign liaison personnel. CDRUSNORTHCOM has combatant command (command authority) over Joint Task Force-North (JTF-N), the operational headquarters for CDRUSNORTHCOM providing C2 of DOD capability in support of drug law enforcement agencies (DLEAs).

## **2. Interagency Relationships**

- a. The DOS is the lead federal agency for the coordination of US international illegal drug supply reduction strategies. Through US ambassadors and the country teams, the DOS executes programs designed to increase the PN's CD resolve and capabilities. The INL is the organization within the DOS responsible for developing and implementing international initiatives in support of the NDCS.
- b. DEA is the lead LEA in coordinating all US LEAs and their international counterparts' efforts that are in conjunction with US elements.
- c. OGAs are also involved in CD-related operations or efforts. Support to or from DOD capabilities should be coordinated through the country team and/or the task force if interagency representation is available.
- d. CCDRs are responsible for planning and executing DOD CD operations within their AORs. This is usually done by developing a concept of operations (CONOPS) and then a campaign plan, commonly drawing on cooperating country requests and US embassy personnel recommendations.

This plan incorporates all the appropriate DOD mission categories into a coordinated program to reduce the supply of illegal drugs either directly or in a supporting role to interagency operations.

## **SECTION A. FEDERAL ORGANIZATIONS WITH A COUNTERDRUG MISSION**

### **3. Executive Offices of the President**

a. **Executive Office of the President – National Security Council.** Within the National Security Council (NSC) construct, functional committees are chaired by an official of Under Secretary or Assistant Secretary rank designated by the responsible cabinet secretary or assistant to the President. One of the functional committees deals with counterterrorism and national preparedness and another is responsible for International Drug Control Policy.

#### **b. Executive Office of the President – Office of National Drug Control Policy**

(1) The ONDCP is the primary office of the Executive Office of the President responsible for establishing policies, priorities, and objectives for the Nation's drug control program and for developing, coordinating, and overseeing the implementation of the NDCS. The ONDCP oversees and coordinates both the international and domestic antidrug activities of all executive agencies and ensures that those functions sustain and complement state and local antidrug activities. Responsibilities of the ONDCP include:

(a) Serving as the Director of National Drug Control Policy.

(b) Developing the NDCS.

(c) Developing a consolidated National Drug Control Budget for presentation to the President and Congress.

(d) Representing the President's drug policies before the Congress.

(e) Cochairing the International Drug Control policy coordinating committee (PCC) (with the NSC Office of Combating Terrorism).

(2) National Security Presidential Directive (NSPD)-25 established policy and programs on international drug control. It reflects changes in the drug trafficking threat and established a PCC for International Drug Control Policy.

(3) Congressional acts reauthorizing the ONDCP require the director to publish a General Counterdrug Intelligence Plan every two years in order to improve coordination and eliminate unnecessary duplication among all CD agencies. The purpose of the plan is to maximize the effectiveness of these activities and centers in achieving the objectives of the NDCS.

(4) **United States Interdiction Coordinator (USIC).** The USIC is a senior official who implements policy for the Director of the ONDCP. This position also ensures adequacy and effective use of resources within DHS and other federal departments for interdicting illegal drugs coming into the US. The Director of the ONDCP's primary responsibility is to coordinate policy and operations within the Executive Branch. USIC also tracks and works to sever connections between illegal drugs and terrorism and ensures fidelity to the NDCS. USIC is advised by The Interdiction Committee, which is composed of principles of the federal agencies concerned and supported by a staff drawn from those agencies. An important USIC product is the NICCP that outlines the USG's strategy for drug interdiction, states specific roles and responsibilities for relevant federal agencies that execute that strategy and establishes national task forces, via the NICCP, and identifies specific resources requirements to accomplish assigned agency responsibilities. DOD is among the signatories of the NICCP and fully supports its implementation and employment of DOD D&M resources through the national task forces. The USIC produces the annual interdiction planning guidance.

### 4. Department of Homeland Security

Homeland security and counterterrorism requirements have a significant effect on international drug control. Drug control law enforcement, foreign intelligence, and interdiction agencies provide capabilities that are also useful in homeland security and counterterrorism roles. Within the DHS, the Director of Counternarcotics Enforcement, the CBP and its subordinate office; Immigration and Customs Enforcement (ICE), and the USCG have major CD responsibilities.

a. **US Customs and Border Protection.** CBP is a unified border agency, combining several of the law enforcement workforces, missions, and broad border authorities of former US Customs Service, US Immigration and Naturalization Service, Animal and Plant Health Inspection Service, and the US Border Patrol. The principal mission of CBP is to protect the American public against terrorists and the instruments of terror. CBP advances its traditional mission by preventing illegal aliens, smugglers, illicit drugs, and other contraband from entering the US, as these measures directly affect the safety and security of the US. It patrols on land, water, and in the air. To carry out its missions, CBP has a clear strategic goal: to establish and maintain operational control of the border of the US. The 20 domestic CBP divisions are depicted in Figure II-1. Its regions and centers are shown in Figure II-2.

b. **Immigration and Customs Enforcement.** With the establishment of DHS, the functions, expertise, resources, and jurisdictions of several border and security agencies were merged and reconstituted into ICE. The merger, based upon consolidation of law enforcement functions, included the investigative and intelligence resources of the former United States Customs Service, the Immigration and Naturalization Service, and the Federal Protective Service. ICE brings together more than 15,000 employees who focus on the enforcement of immigration and customs laws within the US, the protection of specified federal buildings, and air and marine enforcement. By unifying previously fragmented investigative functions, ICE delivers effective and comprehensive enforcement.

c. **US Secret Service.** The United States Secret Service is mandated by statute and executive order to carry out two significant missions: protection and criminal investigations. The Secret Service protects the President and Vice President, their families, heads of state, and other designated individuals; investigates threats against these protected individuals; protects the White House, Vice President's

## THE 20 CUSTOMS AND BORDER PROTECTION PATROL SECTORS

- **Blaine Sector (Washington)**  
The sector covers Alaska, Oregon, and part of Washington.
- **Buffalo Sector (New York)**  
The sector covers Pennsylvania, Maryland, Virginia, West Virginia, and most of New York.
- **Del Rio Sector (Texas)**  
The sector covers part of Texas near the border.
- **Detroit Sector (Michigan)**  
The sector covers Illinois, Indiana, Michigan, and Ohio.
- **El Centro Sector (California)**  
The sector covers the counties of Imperial and Riverside, California.
- **El Paso Sector (Texas)**  
The sector covers New Mexico and part of Texas.
- **Grand Forks Sector (North Dakota)**  
The sector covers North Dakota, Minnesota, Wisconsin, South Dakota, Iowa, Nebraska, Kansas, and Missouri.
- **Havre Sector (Montana)**  
The sector covers Montana, Wyoming, Colorado, Utah, and part of Idaho.
- **Houlton Sector (Maine)**  
The sector covers Maine.
- **Laredo Sector (Texas)**  
The sector covers parts of Texas to the Oklahoma border.
- **Marfa Sector (Texas)**  
The sector covers over 135,000 square miles of counties in Texas and Oklahoma.
- **Miami Sector (Florida)**  
The sector covers Florida, Georgia, North Carolina, and South Carolina.
- **New Orleans Sector (Louisiana)**  
The sector covers Louisiana, Mississippi, Alabama, Arkansas, Kentucky, Tennessee, and a portion of the Florida panhandle.
- **Ramey Sector (Puerto Rico)**  
The sector covers Puerto Rico and US Virgin Islands.
- **Rio Grande Valley Sector (Texas)**  
The sector covers 17,000 square miles of Southeast Texas.
- **San Diego Sector (California)**  
The sector covers the entire San Diego County.
- **Spokane Sector (Washington)**  
The sector covers part of Washington, Montana, and Idaho.
- **Swanton Sector (Vermont)**  
The sector covers New Hampshire, most of Vermont, and part of New York.
- **Tucson Sector (Arizona)**  
The sector covers most of Arizona.
- **Yuma Sector (Arizona)**  
The sector covers 118 miles of border between Arizona and California.

Figure II-1. The 20 Customs and Border Protection Patrol Sectors

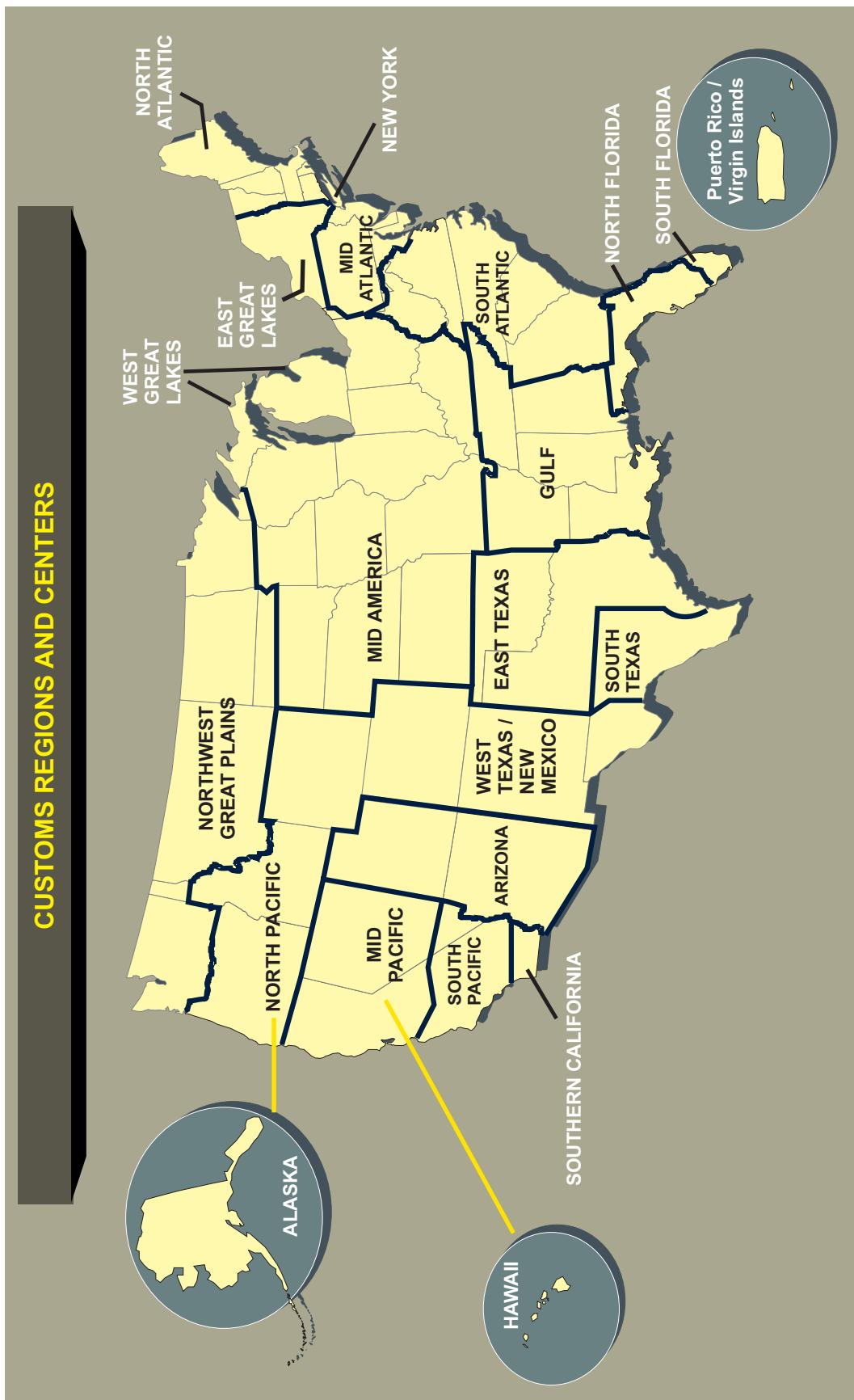


Figure II-2. Customs Regions and Centers

residence, foreign missions, and other buildings within Washington, DC; and plans and implements security designs for designated national special security events. The Secret Service investigates violations of laws relating to counterfeiting of obligations and securities of the US; financial crimes that include, but are not limited to, access device fraud, financial institution fraud, identity theft, computer fraud; and computer-based attacks on our nation's financial, banking, and telecommunications infrastructure.

d. **US Coast Guard.** The USCG is the principal maritime LEA of the US, and it is the only federal agency with jurisdiction in the territorial waters, contiguous zone, and in international waters. In addition, subject to international agreements, the USCG may patrol or conduct pursuit, entry, and boarding operations in the territorial waters of other countries. The USCG is the lead agency for maritime CD interdiction and colead agency with the CPB Office of Air and Marine for air CD interdiction. For information on the USCG's deployable LEDET program, see Appendix G, "Law Enforcement Detachments." The nine USCG districts are shown in Figure II-3.

e. **US Marshals Service.** The US Marshals Service (USMS) has the broadest law enforcement authority in the US, to include other federal, state, country, and local government agencies, and is responsible for providing support and protection of the federal courts; apprehending most federal fugitives; protecting federal judges and courts, operating the federal Witness Security Program; maintaining custody of and transporting federal prisoners; executing court orders and arrest warrants; and seizing, managing, and selling property forfeited to the USG by drug traffickers and other criminals. The USMS also participates in international investigations and can provide local law enforcement support in cases of insurrection.

## 5. Department of Defense

Within DOD, the SecDef, the Chairman of the Joint Chiefs of Staff (CJCS), DOD agencies, combatant commands, the Military Departments, and the National Guard Bureau (NGB) have been assigned CD responsibilities.

a. **Secretary of Defense.** The DASD-CN is the senior DOD official responsible for the department's CD responsibilities. The DASD-CN, reporting through the Assistant Secretary of Defense for Global Security Affairs to the Under Secretary of Defense (Policy), focuses its CD policies on activities that:

- (1) Enhance DOD readiness.
- (2) Contribute to CD.
- (3) Advance security cooperation.
- (4) Satisfy the D&M mission requirement.
- (5) Enhance national security.

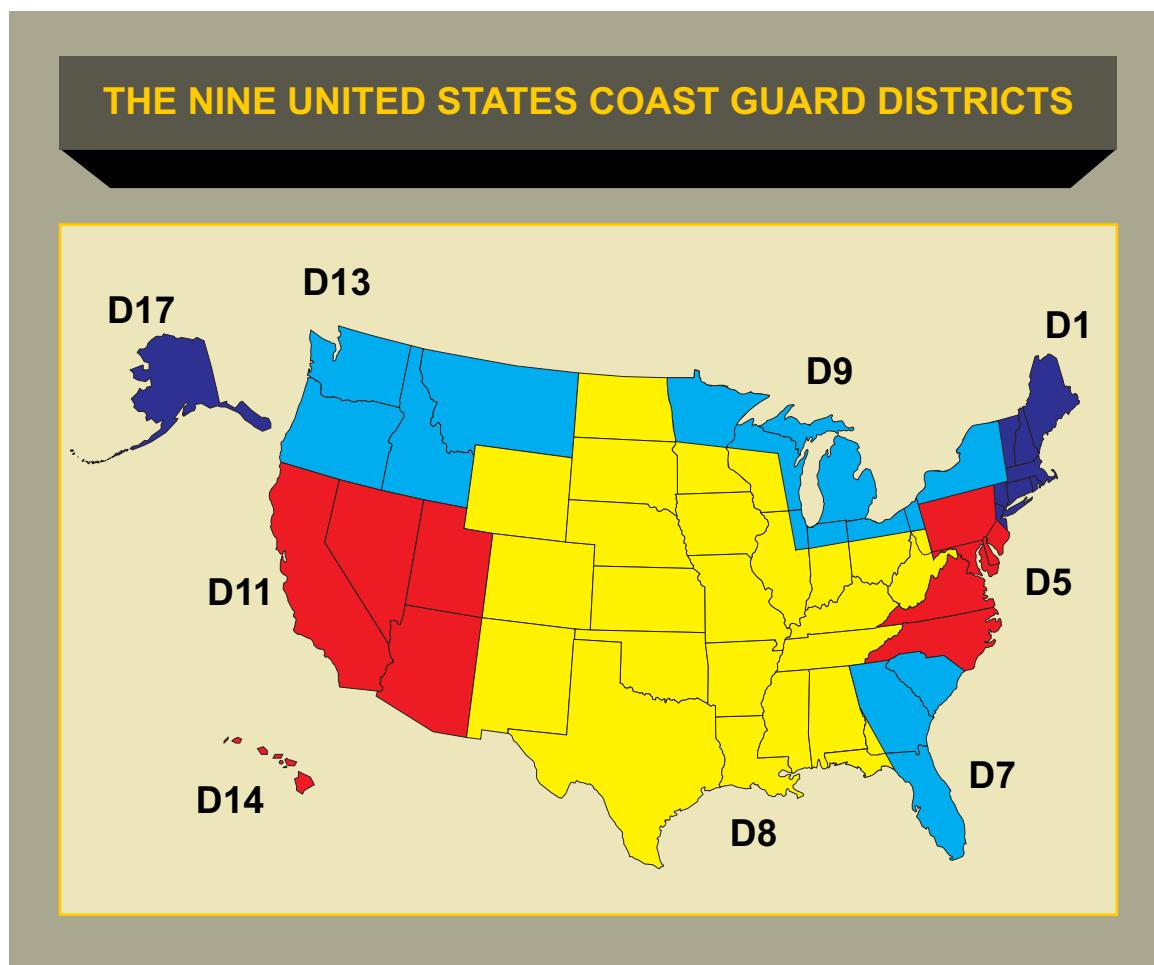


Figure II-3. The Nine United States Coast Guard Districts

b. **Chairman of the Joint Chiefs of Staff.** The CJCS provides strategic guidance to the CCDRs for the conduct of CD operations. This guidance is based primarily on the National Defense Strategy, National Military Strategy, and the Joint Strategic Capabilities Plan (JSCP), key components of the Joint Strategic Planning System. Within the Joint Staff, the operations directorate (J-3) and strategic plans and policy directorate (J-5) perform key CD functions. Additionally, the intelligence directorate (J-2) integrates Defense Intelligence Agency's (DIA's) CD analytical capability with the joint staff planning process.

(1) **Joint Staff J-3**

- (a) Provide worldwide monitoring and coordination of current CD operations.
- (b) Coordinates all operational aspects of CJCS responsibilities for implementing DOD mission as lead agency for D&M.
- (c) Serves as the coordinator for CD operational matters on all LEA requests for military support.

(2) **Joint Staff J-5.** The J-5 serves as the Joint Staff focal point and office of primary responsibility for all matters associated with military support to the national drug interdiction effort pursuant to the National Security Strategy, National Defense Strategy, the National Military Strategy, and the NDCS. Specifically, the J-5:

(a) Reviews operations, plans, and procedures relating to DOD CD efforts worldwide.

(b) Provides Joint Staff representation to interagency CD meetings and coordination groups as required.

(c) Prepares CD strategy, planning guidance, and policy for operations, organizational issues, politico-military affairs, and international negotiations in coordination with the combatant commands, Services, Office of the Secretary of Defense (OSD), the OGAs, and intergovernmental organizations.

(d) Collaborates with J-3 on policy and politico-military aspects of US policy and operations in CD efforts.

c. **Combatant Commanders.** The Unified Command Plan establishes the missions and responsibilities for commanders of combatant commands and establishes their general geographic AORs and functions. SecDef has delegated authority to specific CCDRs to approve CD missions and to deploy assigned forces. CDRUSPACOM, CDRUSSOUTHCOM, and CDRUSNORTHCOM are given delegated authority to approve certain types of domestic CD support, while all of the GCCs are given delegated authority to approve CD support outside of the US. Further CDRUSJFCOM, CDRUSPACOM, and CDRUSSOCOM are DOD force providers for supporting CDRUSNORTHCOM (e.g., JTF-N) CD operations. Details are provided in CJCSI 3710.01B, *DOD Counterdrug Support*.

d. **DOD Agencies**

(1) **Defense Intelligence Agency.** DIA provides military intelligence to joint forces, defense policymakers and force planners, in the DOD and the Intelligence Community (IC), in support of US CD planning and operations.

*See Chapter III, “Planning Counterdrug Operations,” Section B for more details on DIA.*

(2) **Defense Information Systems Agency (DISA).** DISA is a combat support agency responsible for planning, engineering, acquiring, fielding, and supporting global net-centric solutions to serve the needs of the President, Vice President, SecDef, and other DOD components, under all conditions of peace and war. DISA’s core mission areas are: communications, combat support computing, information assurance, joint C2, and joint interoperability support.

(3) **National Geospatial-Intelligence Agency (NGA).** NGA provides timely, relevant, and accurate geospatial intelligence (GEOINT) in support of CD operations. NGA accomplishes

this by providing easy access to GEOINT in all its forms (imagery, imagery intelligence, and geospatial data) and from whatever source to support planning, decision-making, and, when directed, execution by CCDRs and other USG organizations as permitted by law. GEOINT is the exploitation and analysis of imagery and geospatial information to describe, assess, and visually depict physical features and geographically referenced activities on the Earth. In addition, NGA provides GEOINT training to LEAs and PNs.

*For a more in-depth discussion of GEOINT, see JP 2-03, Geospatial Intelligence Support to Joint Operations.*

(4) **Defense Security Cooperation Agency (DSCA).** DSCA administers and supervises SA planning and formulates and executes SA efforts in coordination with other government programs, particularly CD efforts. The DSCA conducts international logistic and sales negotiations with representatives of foreign nations and serves as the DOD focal point for liaison with US industry regarding SA. DSCA also develops and promulgates SA procedures, maintains the database for programs, and makes determinations with respect to the allocation of foreign military sales administrative funds.

(5) **National Security Agency (NSA).** NSA is responsible for providing intelligence, secure communications, and computer security.

e. **Military Departments (or Services).** The Services contribute to the CD effort by providing personnel and equipment support to the GCCs for the entire range of DOD mission categories.

f. **Counterintelligence Field Activity (CIFA).** The mission of CIFA is to identify and track terrorist, produce CI threat assessments and advisories and risk assessments in support of DOD force protection and critical infrastructure protection. CIFA also provides tailored analytical and data mining support to DOD field elements and agencies and the Services.

g. **Military Criminal Investigative Services.** DOD military criminal investigation organizations (MCIOs) consist of the US Army Criminal Investigation Command, Air Force Office of Special Investigations, and the Naval Criminal Investigative Service. [Note: the Coast Guard Investigative Service (CGIS) is an MCIO within the DHS and has both military and federal law enforcement authority for CGIS special agents under Title 14, USC, Section 95.] MCIOs conduct CD operations to detect, interdict, suppress, and monitor drug trafficking and user demand that directly or indirectly affect their respective Services.

h. **National Guard Bureau.** The NGB is the national-level policy and coordinating body of the NG. The NGB CD Division, under the J-3 Domestic Operations Directorate, coordinates state or territory plans. The NGB CD Office plans and coordinates state CD supply and demand reduction support, establishes liaison with supported LEA and other community organizations, resources and manages personnel and equipment requirements for CD support operations, and prepares operational and financial reports and briefings, as required.

*See paragraph 15b of this chapter for more details on the NGB-NG relationship.*

## **6. Department of Justice**

- a. The Department of Justice supports the national CD effort through:
  - (1) Prevention and detection of drug-related crime.
  - (2) Enforcement of drug-related civil and criminal laws enacted by Congress.
  - (3) Enforcement of the prohibition on illegal uses of controlled substances.
- b. **National Drug Intelligence Center (NDIC).** NDIC is the nation's principal center for strategic domestic CD intelligence. NDIC supports national policymakers and law enforcement with strategic domestic drug intelligence; the IC CD efforts; and it produces national, regional, and state drug threat assessments.
- c. **Federal Bureau of Investigation (FBI)**
  - (1) The FBI's drug program targets major DTOs through long-term investigations aimed at dismantling major national and international drug-trafficking organizations. Dismantlement means the targeted organization is rendered permanently incapable of being involved in the distribution of illegal drugs. Three objectives must be met: the organization's leaders must be completely incapacitated; its financial base must be thoroughly destroyed; and the organization's drug-supply connection/network must be irreparably disrupted.
  - (2) In addition to its field offices across the US, the FBI has 45 offices known as legal attachés (LEGATs) maintains offices with US embassies around the world. LEGATs are charged with stopping foreign crime as far from US territory as possible and to assist in solving international crimes. To accomplish these goals, each LEGAT works with law enforcement and security agencies in their host country to coordinate investigations of interest to both countries. Some LEGATs are responsible for coordination with law enforcement personnel in several countries. The purpose of the LEGATs is strictly coordination; they do not conduct foreign intelligence gathering or CI investigations. The rules for joint activities and information-sharing are generally spelled out in formal agreements between the US and the LEGAT's host country. The entire worldwide LEGAT program is overseen by a Special Agent in Charge located at FBI Headquarters.
- d. **Drug Enforcement Administration**
  - (1) The DEA has 227 domestic offices in 21 divisions throughout the US and 86 foreign offices in 62 countries. The 21 domestic DEA regions are shown in Figure II-4.
  - (2) DEA's mission is to enforce the controlled substances laws and regulations of the US and to report to the criminal and civil justice systems those organizations (and principal members of

organizations) involved in the growing, manufacturing, or distribution of controlled substances appearing in or destined for illicit traffic in the US. DEA also recommends and supports nonenforcement programs aimed at reducing the availability of illicit controlled substances on the domestic and international markets.

(3) In carrying out its mission as the agency responsible for enforcing the controlled substances laws and regulations of the US, the DEA's primary responsibilities include:

(a) Investigation and preparation for the prosecution of major violators of controlled substance laws operating at interstate and international levels.

(b) Investigation and preparation for prosecution of criminals and drug gangs who perpetrate violence in our communities and terrorize citizens through fear and intimidation.



**Figure II-4. The 21 Drug Enforcement Administration Field Divisions**

(c) Management of a national drug intelligence program in cooperation with federal, state, local, and foreign officials to collect, analyze, and disseminate strategic and operational drug intelligence information.

(d) Seizure and forfeiture of assets derived from, traceable to, or intended to be used for illicit drug trafficking.

(e) Enforcement of the provisions of the Controlled Substances Act as they pertain to the manufacture, distribution, and dispensing of legally produced controlled substances.

(f) Coordination and cooperation with federal, state, and local law enforcement officials on mutual drug enforcement efforts and enhancement of such efforts through exploitation of potential interstate and international investigations beyond local or limited federal jurisdictions and resources.

(g) Coordination and cooperation with federal, state, and local agencies, and with foreign governments, in programs designed to reduce the availability of illicit abuse-type drugs on the US market through nonenforcement methods such as crop eradication, crop substitution, and training of foreign officials.

(h) Responsibility, under the policy guidance of the Secretary of State (SECSTATE) and US ambassadors, for all programs associated with drug law enforcement counterparts in foreign countries.

(i) Liaison with the United Nations, International Criminal Police Organization (Interpol), and other organizations on matters relating to international drug control programs.

e. **US Attorneys.** To prosecute drug violators, US attorneys employ many elements of the law, ranging from simple possession of illegal substances to drug trafficking statutes. They also use the Racketeer-Influenced Corrupt Organizations statute, the drug “kingpin” Continuing Criminal Enterprise statute, and the laws governing money laundering, firearms, and public corruption. Both criminal and civil forfeiture statutes are used to remove all illegal drug-related gains. Tax charges are also used to prosecute drug traffickers. The US attorney’s office normally contains a civil division and a criminal division. The criminal division may also contain a section dedicated to illicit drug trafficking issues. An assistant US attorney of this division may serve as an organized crime drug enforcement task force (OCDETF) area coordinator (See Section B, paragraph 14).

f. **International Criminal Police Organization - US National Central Bureau (USNCB).** Interpol-USNCB provides federal, state, and local LEAs with information on seizures of drugs that are destined for the US, foreign drugs and contraband trends, and US citizens who have been arrested abroad. The Interpol-USNCB also provides a communications channel for agencies seeking investigative

assistance in one of the other Interpol member countries. On behalf of the US Attorney General, Interpol-USNCB acts as the US representative to Interpol.

### **7. Department of State**

a. The DOS contributes significantly to CD operations. The INL has major policy and program responsibilities. The US Agency for International Development (USAID) is an independent agency that takes policy direction from the SECSTATE and administers nonmilitary assistance programs. US embassy country teams are responsible for US CD activities within the host nation (HN) and the Bureau of International Information Programs informs, engages, and influences international audiences about US policy and society to advance America's interests.

#### **b. Bureau for International Narcotics and Law Enforcement Affairs**

(1) INL advises the President, SECSTATE, other DOS bureaus, and other departments and agencies within the USG on the development of policies and programs to combat international illicit drug trafficking activities and crime. INL programs support two of the DOS's strategic goals: to reduce the entry of illegal drugs into the US; and to minimize the impact of international crime on the US and its citizens. CD and anticrime programs also complement the war on terrorism, both directly and indirectly, by promoting modernization of and supporting operations by foreign criminal justice systems and law enforcement agencies charged with the counterterrorism mission.

(2) Major INL programs are tailored to bolster the CD capacities of partner countries through multilateral, regional, and country-specific programs.

(a) The International Narcotics Control element of the US foreign assistance program enhances the institutional capabilities of foreign governments to define and implement their strategies and national programs to prevent the production, trafficking, and abuse of illicit drugs. These programs focus on interdiction capabilities, eradication, sustainable alternative development, and demand reduction.

(b) The Law Enforcement Affairs element of the US foreign assistance program strengthens capabilities of governments to define and implement their strategies and national programs to combat criminal elements. These programs focus on the full spectrum of law enforcement, rule of law and justice sector institutional development.

(c) The Office of Aviation of the INL, based at Patrick Air Force Base in Melbourne, Florida, is an essential element in achieving international CD and border security objectives. It assists host governments worldwide to locate and eradicate drug crops, interdict drug production and trafficking activities, and develop internal institutional CD aviation capabilities. The aviation program, with a fleet of over 160 aircraft, provides eradication, mobility, interdiction, and logistic support capabilities that augment and facilitate ground operations and in many cases perform functions that would not be possible by any other means.

(d) Drug-related development assistance, technical assistance for demand reduction programs, and training through US LEAs is provided for foreign personnel in illegal drug enforcement and related procedures.

(e) Funding for regional and international drug control occurs through various intergovernmental organizations, including the US Fund for Drug Abuse Control, the Organization of American States, and the Pan American Health Organization.

c. **US Agency for International Development.** USAID manages assistance programs in four regions of the world: Sub-Saharan Africa, Asia and the Near East, Europe and Eurasia, and Latin America and the Caribbean.

d. **US Embassies.** The chief of mission (COM) heads the mission’s “country team” of USG personnel. The COM (the ambassador) represents the President, but takes policy guidance from the SECSTATE. The COM is responsible for US CD activities within the HN, but not personnel or facilities under the command of a US military area commander. The ambassador interprets US national drug policy and strategy and oversees its application. The “country team construct” denotes the process of in-country, interdepartmental coordination among key members of the diplomatic mission. The ambassador uses the country team to assist in translating strategy or policy into operational direction for US agencies cooperating with the HN. The deputy COM is often tasked as the narcotics control coordinator to chair the country team meetings that concern CD matters. The composition of a country team varies widely, depending on the desires of the COM, the in-country situation, and the number and levels of the US departments and agencies present. Although US military commanders are not members of diplomatic missions, they often participate in meetings and coordination sessions concerning CD and SA matters that are in support of the HN.

## 8. Department of the Treasury

CD responsibilities of the department are carried out by the Internal Revenue Service (IRS). The IRS is responsible for the administration and enforcement of the internal revenue laws and related statutes. Individuals owe taxes on all income, including income from illicit drug-related activities. The attempt to “launder” illegal revenues through legitimate businesses (without reporting the income), willfully attempting to conceal income, or simply failing to pay taxes on reported income are all violations of the Internal Revenue Code. This often gives the IRS jurisdiction in drug-related cases.

## 9. Department of Transportation

The primary Department of Transportation agencies involved in CD operations are the Federal Aviation Administration (FAA) and the Federal Motor Carrier Safety Administration (FMCSA).

a. **Federal Aviation Administration.** The FAA Air Traffic Organization assists in identifying airborne drug smugglers by using search radar (whenever possible), posting aircraft lookouts, and tracking the movement of suspect aircraft. This information is reported to appropriate federal agencies, including air defense sectors, the El Paso Intelligence Center (EPIC), and to the DHS's AMOC. AMOC, in collaboration with the FAA Assistant Administrator for Security and Hazardous Materials (ASH), supports CD investigations and operations. FAA/ASH maintains special agents supporting the FAA Law Enforcement Assistance Program. These special agents assist in maintaining the safety and security of the national airspace system and support the national CD effort by providing technical expertise regarding civil aviation to law enforcement agencies. FAA also provides specialized assistance to US law enforcement agencies involved in sensitive CD operations and investigations through the FAA Headquarters, National Security Coordination Division.

b. **Federal Motor Carrier Safety Administration (FMCSA).** FMCSA has two main CD functions. First, it requires states to maintain drug interdiction activities aimed at commercial motor vehicles (CMV) in order to be eligible to participate in the Motor Carrier Safety Assistance Program grant program. Second, the FMSCA maintains a specialized Drug Interdiction Assistance Program (DIAP) to assist LEA in the detection and apprehension of transporters and users of illicit drugs relating to CMV. DIAP provides a Commercial Motor Vehicle Criminal Interdiction Training course to law enforcement officials at their National Training Center.

### 10. Department of Agriculture

a. The US Department of Agriculture has one subordinate organization with a significant CD role. That agency is the US Forest Service (USFS), which reports to the Under Secretary for Natural Resources and Environment.

b. **US Forest Service.** The USFS manages national forests, grasslands, and land utilization projects in 44 states. State and local LEAs also have jurisdiction over violations of state and local laws and ordinances on National Forest Service lands. There are approximately 600 uniformed law enforcement officers in the USFS. These agents are skilled in enforcement operations unique to remote areas and work closely with state and local LEAs. Drug production on federal lands is a significant source of the domestic production and supply of illegal drugs, especially for marijuana, and eradication of illegal drug producing plants and operations is a significant CD role of the USFS. Through a MOU with the DEA, the Forest Service has assumed a lead role for ensuring federal drug laws are enforced on National Forest Service lands.

### 11. Department of the Interior

The agencies of Department of the Interior with CD roles are the Bureau of Indian Affairs (BIA), Bureau of Land Management (BLM), and the National Park Service (NPS).

a. **Bureau of Indian Affairs.** BIA performs marijuana eradication missions and other CD activities with a focus on those reservations that are being used as bases of operation for the sale and distribution of illegal drugs to Indians and non-Indians. The BIA operates a marijuana eradication unit in the northwest

US at Klamath Falls, Oregon. Other CD operations are also active on Indian reservations throughout the country.

b. **Bureau of Land Management.** BLM has approximately 200 law enforcement officers, who work closely with state and local LEA. One of their responsibilities is to locate and eradicate drug-manufacturing laboratories and marijuana fields.

c. **National Park Service.** The NPS administers an extensive system of parks, monuments, historic sites, and recreation areas. Many park areas are located near known drug smuggling or trafficking routes. Law enforcement functions are performed by the park police of the NPS.

*A matrix of domestic and international CD organizations can be found in Appendix C, “Counterdrug Organizations.”*

## **SECTION B. DOMESTIC REGIONAL AND COMPOSITE COUNTERDRUG ORGANIZATIONS**

### **12. General**

There are two types of regional and composite CD organizations: domestic and international. The domestic type includes federal, state, and local organizations and exists to coordinate and focus the efforts of all levels of government on the identification and investigation of drug traffickers. International organizations involve US and PN CD elements that carry out multinational operations focused on specific source and transit zones. The following paragraphs describe the missions or roles and organization of these CD elements.

### **13. High Intensity Drug Trafficking Areas**

The Director of ONDCP designates HIDTAs. HIDTA are areas that exhibit serious drug trafficking problems and have harmful effects on other areas of the US. HIDTAs are joint efforts of local, state, and federal law enforcement agencies. They assess regional drug threats, design strategies to combat the threats, and develop initiatives to implement CD strategies. HIDTA regions are comprised of specific designated counties, based on the drug threats facing those areas. The Director of ONDCP is authorized to designate as HIDTAs certain areas within the US that exhibit serious drug-trafficking problems and that harmfully influence other areas of the country. The mission of the HIDTA program is to enhance and coordinate drug-control efforts among local, state, and Federal LEAs in order to eliminate or reduce drug trafficking and its harmful consequences in these critical areas. The HIDTA program began in 1990 with five designated areas of the US and rose to 28 areas by the end of 2001. The geographic boundaries of HIDTAs vary considerably. Some include several counties that cluster around a metropolitan area and others include counties located in several states.

*For further information on HIDTAs, refer to the following websites: <http://www.whitehousedrugpolicy.gov/hidta/index.html> and [http://www.whitehousedrugpolicy.gov/pdf/hidta\\_ocdef.pdf](http://www.whitehousedrugpolicy.gov/pdf/hidta_ocdef.pdf).*

## CALIFORNIA BORDER ALLIANCE GROUP

**Under the Southwest Border High Intensity Drug Trafficking Area, the California Border Alliance Group (CBAG) concentrates on San Diego and Imperial counties. Its mission is to assist in the coordination of joint operational and supporting initiatives to deter, disrupt, dismantle, and ultimately eliminate the most significant drug trafficking organizations (DTOs), their supporting transportation, and money laundering organizations. The CBAG operational area has five of the busiest US land ports of entry, as well as international airports and seaports. Major threats include: land, sea, and airborne drug smuggling; distribution, production, and consumption of cocaine, methamphetamine, heroin, marijuana, prescription drugs, and precursor chemicals; and from major DTOs, international narcoterrorists, money launders, street gangs and drug abusers. It is one of the most active transit areas for drugs and illegal aliens moving north and for monies traveling south, as well as a major domestic marijuana cultivation area. The CBAG Executive Committee, through subcommittees, coordinates the integration and synchronization of efforts to reduce drug trafficking, eliminate unnecessary duplication, and improve the systematic sharing of intelligence.**

Various Sources

## 14. Federal, State, and Local Task Forces

Task forces are cooperative CD organizations with a common mission. They are composite organizations comprised variously of national, federal, state, and local law enforcement authorities. Their objective is to coordinate and focus adequate resources to investigate all DTOs, and to identify and investigate the most significant members of these organizations. Now, they also cooperate on closely important related efforts such as counterterrorism.

a. **Project North Star.** Project North Star is a binational law enforcement organization composed of law enforcement officers from the US and Canada. Project North Star's mission responsibilities include: antiterrorism, organized crime, drug trafficking, alien and contraband smuggling, money laundering, firearms trafficking, intelligence collection and sharing, and all other tactical through strategic level binational law enforcement issues impacting and effecting the border between the US and Canada. The border is separated into five Project North Star regions to include: Atlantic Region, Eastern Region, Central Region, Western Region, and Pacific Region. US and Canadian law enforcement representatives from the local through federal levels have representatives within each region who participate within the Project North Star regional meetings. Each region generally schedules two meetings a year and participates in the one national meeting.

b. **Organized Crime Drug Enforcement Task Forces.** The OCDETF is a federal drug enforcement program that focuses attention and resources on the disruption and dismantling of major DTOs. OCDETF provides a framework for federal, state, and local law enforcement agencies to work together to target well-established and complex organizations that direct, finance, or engage in illegal

drug trafficking and related crimes (related crimes include money laundering and tax violations, public corruption, illegal immigration, weapons violations, and violent crimes). The program operates under the guidance and oversight of the Attorney General.

## 15. National Guard

a. **National Guard CD Program.** The NG CD Program provides skilled personnel, specialized equipment, and facilities to support law enforcement agencies and community-based organizations in response to the changing drug threat. The NG positions a CD coordinator in every state and territory. The CD coordinator is responsible for overseeing the state NG's CD supply interdiction and demand reduction missions in accordance with applicable state law. The CD role is consistent with the guard's traditional state mission of providing military support to civilian authorities. These activities are funded under Title 32, USC. The six major CD support missions of the NG are:

(1) **Program Management.** Plan and coordinate state CD supply and demand reduction support, establish liaison with supported LEAs and other community organizations, resource and manage personnel and equipment requirements for CD support operations, and prepare operational or financial reports and briefings as required.

### (2) Technical Support

(a) **Linguist Support.** Transcription or translation of audio tapes, seized documents and other information media. NG personnel do not participate in interrogation activities. The NG will not maintain or store final products in NG facilities or databases.

(b) **Intelligence Analyst Support.** Assist LEAs in the establishment of CD intelligence systems or databases and provide intelligence analyst support.

(c) **Operational or Investigative Case Support.** Provide assistance to LEAs in developing investigations and cases for prosecution. Activities include, but are not limited to, inputting, reviewing, and analyzing collected LEA information and providing assistance such as legal, paralegal, and auditing. Operational support to LEAs is designed to enhance the effectiveness of the supported agency and "free up" law enforcement officers for drug enforcement duties.

(d) **Communications Support.** Provide personnel to establish, operate, and maintain communications stations, bases, and equipment in support of LEA CD operations.

(e) **Engineer Support.** Provide engineer support to LEAs and community organizations where the project has a CD nexus. This will exclude drug laboratories or hazardous materials.

(f) **Subsurface or Diver Support.** Subsurface inspections of commercial vessel hulls within US territorial waters or US maritime POEs through the use of side scan sonar buoys or divers to detect alien devices or containers attached to the vessel hulls or other underwater activities. Divers may visually inspect and report to LEAs any unusual physical hull configurations.

**(3) General Support**

**(a) Domestic Cannabis Suppression and Eradication Operations Support.**

Support of LEA domestic cannabis suppression and eradication operations. This includes but is not limited to aerial support, logistic support, communications support, intelligence, planning support, operational staff coordination, medical, physical security, ground transportation, eradication and destruction of contraband, and spraying of herbicides.

**(b) Transportation Support.** Provide transportation (aerial, ground, or maritime)

of LEA personnel or equipment; persons in LEA custody; and seized property or contraband to, from, or as part of CD operations or when security or other special circumstances reasonably necessitate NG support and there is a CD nexus.

**(c) Maintenance and Repair.** May provide maintenance and repair of equipment

that DOD has made available to any department or agency of the federal government or state or local government. This maintenance and repair of equipment is to preserve the potential future utility of such equipment for the DOD, or to upgrade such equipment to ensure compatibility of that equipment with other equipment used by DOD. Additionally, DOD may also maintain, repair, or upgrade equipment (including computer software), other than loaned equipment for the purpose of ensuring compatibility with DOD equipment used by DOD.

**(4) Counterdrug-Related Training.** Train LEA or military personnel in military subjects and skills useful in the conduct of CD operations or in the operation of military equipment used in CD operations.

**(5) Reconnaissance and Observation**

**(a) Surface.** Reconnoiter or perform area observation by land or water to detect

and report illegal drug activities that include (but are not limited to) cultivated marijuana, suspected isolated drug airstrips, drug drop zones, arrival zones, drug trafficking corridors, illegal drug labs, suspicious aircraft, watercraft, or motor vehicles.

**(b) Approved categories of CD activities include the following:**

**1. Unattended Sensor Support.** Personnel will support LEAs in the emplacement, monitoring, and maintaining unattended sensors.

**2. Visual Reconnaissance or Observation** by mobile patrols and listening post operations.

**3. Ground-based radar (GBR).** Establish and operate ground radar sites using Army, Air Force, or Marine Corps GBR systems. Work to integrate intelligence information gathered through radar analysis with information derived from other sensor systems.

4. **Aerial.** Reconnaissance or observation of airspace, maritime, or surface areas (land and internal waters and waterways of the US and its territories) for illegal drug activities.

(6) **Demand Reduction Community Based Outreach Support.** Demand reduction support organizes NG resources, members, and their families in support of drug abuse prevention programs in the community.

(a) **Community-Based.** Support provided to community activities primarily designed to educate, train, or otherwise prevent drug abuse among youth.

(b) **Educational Institutions.** Support community-based activities that focus on educational institutions or otherwise have an educational institution as the primary sponsor, and are primarily designed to educate, train, or prevent youth from drug abuse. This includes tutoring, mentoring, Drug Abuse Resistance Education support, after-school programs, drug-free activities, role modeling programs, and sports-drug awareness programs.

(c) **Informational.** Participation for the sole purpose of providing information about drug abuse or drug abuse programs. This includes speakers' bureaus, static displays, Red Ribbon Campaign, and educational material distributions.

(d) **Leadership Development.** Support camps, retreats, seminars and programs, not primarily associates with educational institutions that focus on developing drug abuse prevention leadership skills in youth and adults.

(e) **Coalition Development.** Assist in the development of a functioning community coalition organized to reduce the illegal use of drugs.

b. **Other NG Elements.** Each Service has a reserve structure designed to provide an immediate expansion capability if needed. The Army and Air Force each have two separate reserve elements: the US Army Reserve and US Air Force Reserve, and the Army National Guard (ARNG) and the Air National Guard (ANG). The Army and Air Force Reserve fall under Title 10, USC authority, but **both ARNG and ANG are under state control (Title 32, USC) unless they are federalized.** Other NG elements include:

(1) **National Guard Bureau.** The NGB is a federal agency responsible for the administration of the ARNG and ANG. It is both a staff and operating agency. As a staff, it participates with the other Service staffs in developing and coordinating programs pertaining to the NG. As an operating agency, it formulates and administers programs for training, development, and maintenance activities, and it acts as the channel of communications between the states and Departments of the Army and Air Force.

(2) **The Adjutant Generals.** State governors and the governors of the Commonwealth of Puerto Rico, the US Virgin Islands, and Guam appoint an adjutant general who commands NG forces within their state, territory, or commonwealth. The District of Columbia NG has a commanding general who is responsible for the operational readiness of all assigned forces. The District of Columbia commanding general is responsible to the President.

## **16. Law Enforcement**

State, commonwealth, and territorial governors lead the executive departments of their respective jurisdictions. Each state, commonwealth, or territory is organized differently but most have the equivalent of a state police department or division, which may report to the attorney general or to a department of public safety. The governors, through their attorneys general and police agencies, establish structures and policies governing CD operations and relationships with federal and local LEA involved in CD activities.

## **SECTION C. INTERNATIONAL REGIONAL AND COMPOSITE COUNTERDRUG ORGANIZATIONS**

### **17. General**

The illegal drug trade is a worldwide problem of supply and demand. Continued progress in reducing the demand for drugs in the US depends in part on reducing the supply of drugs entering the country. International cooperation in systemically attacking the drug problem depends upon a shared understanding that drug production, trafficking, and consumption threaten the well-being of the entire community of nations. Accordingly the US works with other nations and intergovernmental organizations to combat the illicit drug trade at each segment to collectively reduce the threat to the national security of the US and its PNs.

### **18. Inter-American Drug Abuse Control Commission**

Inter-American Drug Abuse Control Commission (CICAD's) core mission is to strengthen the human and institutional capabilities and harness the collective energy of its member states to reduce the production, trafficking, and use and abuse of drugs in the Americas. CICAD, as part of the Organization of American States, convenes regular meetings of antidrug experts from across the hemisphere to develop and refine a multilateral evaluation mechanism, seeking to advance the fight against illicit drugs in each national arena and across the region.

### **19. United Nations Office on Drugs and Crime**

a. The mandate of United Nations Office on Drugs and Crime (UNODC) is to assist member states in their struggle against illicit drugs, crime, and terrorism. UNODC has 21 field offices and approximately 500 staff members worldwide. Its headquarters are in Vienna, Austria and it has a liaison office in New York City.

b. UNODC focuses on the following functional areas:

(1) Conducts research and analytical work to increase knowledge and understanding of drugs and crime issues and expand the evidence-base for policy and operational decisions.

(2) Assists member states in the ratification and implementation of international treaties, the development of domestic legislation on drugs, crime and terrorism, and provides secretariat and substantive services to the governing bodies of intergovernmental treaty-based organizations.

(3) Conducts field-based technical cooperation projects to enhance the capacity of member states to counteract illicit drugs, crime, and terrorism.

c. UNODC's efforts are intended to contribute to the following outcomes:

(1) Governments will be better equipped to fulfill and implement their obligations under international treaties, particularly through effective judicial cooperation, prevention and counter measures against illicit drug production, trafficking and abuse, human trafficking and other forms of organized crime, money laundering, corruption and terrorism.

(2) Decisions by policymakers will be more evidence-based, relying on more extensive and intensive knowledge of illicit drugs, crime, and terrorism issues.

(3) Civil society and public opinion will be more firmly committed to action against the illicit drug and crime problems, relying on greater awareness and understanding of the issues.

## 20. International Criminal Police Organization

a. Interpol's primary drug-control role is to identify new drug trafficking trends and criminal organizations operating at the international level and to assist all national and international law enforcement bodies concerned with countering the illicit production, trafficking, and abuse of cannabis, cocaine, heroin, and synthetic drugs by:

(1) Collecting and analyzing data obtained from member countries for strategic and tactical intelligence reports and disseminating these reports to the concerned countries.

(2) Responding to and supporting international drug investigations.

(3) Helping to coordinate drug investigations involving at least two member countries.

(4) Organizing operational working meetings between two or more member countries where Interpol has identified common links in cases being investigated in these countries.

(5) Organizing regional or global conferences on specific drug topics, the aims of which are to assess the extent of the particular drug problem, exchange information on the latest investigative techniques and strengthen cooperation within law enforcement communities.

b. **National Central Bureaus (NCBs).** Interpol's headquarters are in Lyon, France. Each Interpol member country maintains a NCB staffed by national law enforcement officers. The NCB is the designated contact point for the Interpol General Secretariat, regional offices and other member countries requiring assistance with overseas investigations and the location and apprehension of fugitives.

## 21. Partner Nations

PNs are those nations that the US works with to disrupt the production, transportation, distribution, sale of illicit drugs, as well as the money involved with this illicit activity. They include Canada and Mexico, as well as many other nations such as Colombia, the United Kingdom, the Netherlands, France, and Spain, which provide intelligence and/or surface as well as air assets to combat drug trafficking in the US area of interest (AOI).

## CHAPTER III

### PLANNING COUNTERDRUG OPERATIONS

*"Irregular challenges from state and non-state actors employing methods such as terrorism and insurgency to counter our traditional military advantages, or engaging in criminal activity such as piracy and drug trafficking that threaten regional security."*

**National Security Strategy**  
**March 2006**

#### SECTION A. GENERAL

##### **1. Strategic Context**

- a. Strategic goals and objectives provide context and the basis for the military's support and participation in CD operations. ONDCP develops and the President signs the *National Drug Control Strategy*, which provides broad strategic direction and establishes the administration's CD strategy, policy, objectives, and priorities. USIC develops the supporting NICCP, which outlines the USG's strategy for drug interdiction and states specific roles and responsibilities for relevant federal agencies that execute that strategy. Other CD-related elements of strategic guidance may be found in NSPDs, the *National Strategy for Homeland Security*, and other national department-level statements of CD policy. Within DOD, the SecDef and CJCS provide strategic guidance for conducting CD operations to CCDRs in the *National Military Strategy* and JSCP.
  
- b. CCDRs then plan and execute or support CD operations. GCCs typically include theater CD goals or objectives in their strategic planning. The CCDR's strategy links US national strategy to operational-level activities. CCDRs develop joint operation plans (OPLANs) for specific CD-related contingencies as required by the JSCP, the *Contingency Planning Guidance* (CPG), and other directives. They also will identify and plan for CD contingencies not specifically assigned by the President, SecDef, or CJCS.

*Refer to Chairman of the Joint Chiefs of Staff Manual (CJCSM) 3122.01A, Joint Operation Planning and Execution System (JOPES) Volume I, Planning Policies and Procedures, for details on the development and review of plans directed by the JSCP, CPG, or other directives.*

##### **2. Planning Counterdrug Operations**

- a. Within the context provided by strategic guidance and objectives, joint operation planning for specific CD operations occurs using two closely related, integrated, collaborative, and adaptive processes — the **Joint Operation Planning and Execution System (JOPES)** and the **joint operation planning process (JOPP)**. The combination of JOPES and JOPP promotes coherent planning across all levels of war and command echelons, whether the requirement is for a limited, single-phase drug interdiction operation or for a multiphase CD operation requiring a variety of military capabilities and participation by numerous agencies and multinational partners.

b. JOPES formally integrates the planning activities of military organizations during the initial planning and plan refinement that occurs both in peacetime (**contingency planning**) and when faced with an imminent crisis (**crisis action planning**). While JOPES activities span many organizational levels, **the focus is on the interaction which ultimately helps the President and SecDef decide when, where, and how to commit US military capabilities** in response to a foreseen contingency or an unforeseen crisis. The majority of JOPES activities and products occur prior to the point when the CJCS approves and issues an execute order, which initiates the employment of military capabilities to accomplish a specific mission. When a military organization planning for CD operations must meet specific JOPES requirements, it should refer to **CJCSM 3122.01A (JOPES Volume I) and other manuals in the CJCSM 3122 series** for specific procedures and formats.

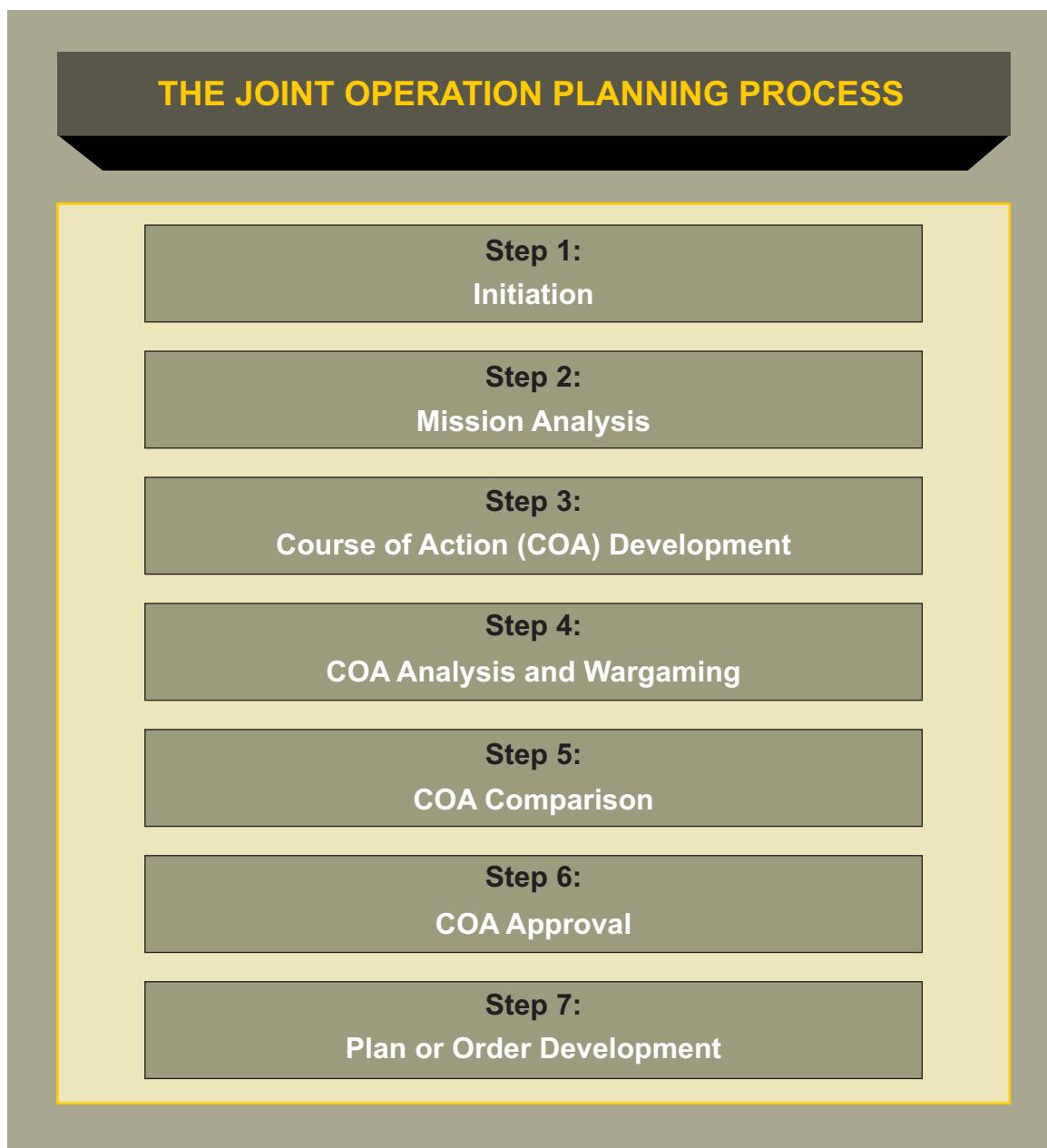
c. **JOPP, described in JP 5-0, Joint Operation Planning**, is a less formal but proven analytical process that provides a methodical approach to planning at any organizational level and at any point before and during joint operations. **Most planning below the strategic level for the employment of military capabilities in CD operations will occur using JOPP.** The focus of JOPP is on the interaction between an organization's commander, staff, the commanders and staffs of the next higher and lower commands, and supporting commanders and their staffs. Although the ultimate product is an OPLAN or operation order (OPORD) for a specific mission, the process is continuous throughout an operation. Even during execution, JOPP produces plans and orders for future operations as well as fragmentary orders that drive immediate adjustments to the current operation. JOPP provides an orderly framework for planning in general, particularly for organizations that have no formal JOPES requirements. JOPP consists of seven steps depicted in Figure III-1. **Organizations that plan CD operations should refer to Chapters III and IV of JP 5-0 for a detailed discussion of JOPP steps and associated products such as mission statement, commander's intent, and CONOPS.**

d. **Plan Review and Approval**

(1) OPLANs or OPORDs prepared per JOPES in response to the JSCP, CPG, or other directives require review and approval by the SecDef or President before execution. The supported CCDR submits the OPLAN or OPORD with its associated time-phased force and deployment data file to the CJCS, who recommends approval or modification to the SecDef. The President is the final approval authority for OPORDs. A CCDR also may direct the development of OPLANs for potential CD contingencies that are not discussed in the JSCP, CPG, or other directive. These plans require approval by the CCDR or a designated approval authority. There are five general plan review criteria: *adequacy, feasibility, acceptability, completeness, and compliance with joint doctrine*. See JP 5-0 for a more detailed explanation.

(2) Supporting commanders prepare plans that encompass their role in the CD operation. The supported commander normally reviews and approves supporting plans.

(3) As part of the approval process, the servicing SJA must review all OPLANs, OPORDs, and other similar documents in accordance with DODD 2311.01E, *DOD Law of War Program*.



**Figure III-1. The Joint Operation Planning Process**

### 3. Interagency and Multinational Considerations

- CD operations are inherently interagency and/or multinational in nature. DOD supports the USG lead agencies for both domestic and international CD operations, so military planning requires coordination and collaboration with relevant agencies and multinational partners. This helps ensure the effective integration of supporting military forces and equipment, which often are the primary capabilities required for the CD operation. Military planners must understand that some of the agencies and multinational organizations that lead or might become involved in CD operations will have different goals, capabilities, limitations (such as policy and resource restraints), standards, and operational philosophies. Despite these differences, the CD planning

effort must bring together the capabilities of disparate organizations in the pursuit of national and theater CD goals and objectives.

b. Coordination and collaboration can be accomplished by integrating the efforts of military, civilian agency, and multinational planners early in the planning process. Military commanders who support CD operations must ensure that interagency and multinational planners clearly understand military capabilities, requirements, operational limitations, liaison, and legal considerations and that military planners understand the nature of the relationship and the types of support they can provide. Robust liaison facilitates understanding, coordination, and mission accomplishment. **The joint interagency coordination group (JIACG)** is an interagency staff group that can facilitate this process. During joint operations, a JIACG provides the CCDR and subordinate JFCs with an increased capability to coordinate with other USG agencies and departments. The JIACG, an element of a CCDR's staff, establishes regular, timely, and collaborative working relationships between civilian and military operational planners. Composed of USG civilian and military experts assigned to CCDRs and tailored to meet the CCDRs specific needs, the JIACG provides a CCDR with the capability to collaborate at the operational level with other USG civilian agencies and departments. JIACG members participate in contingency, crisis action, and security cooperation planning. They provide a collaborative conduit back to their parent organizations to help synchronize joint operations with the efforts of nonmilitary organizations.

*JP 5-0, Joint Operation Planning, provides more information on interagency and multinational considerations related to joint operation planning. Also refer to JP 3-08, Interagency, Intergovernmental Organization, and Nongovernmental Organization Coordination during Joint Operations, and JP 3-16, Multinational Operations, for additional details.*

## SECTION B. DEPARTMENT OF DEFENSE COUNTERDRUG SUPPORT MISSION

### 4. Detection and Monitoring

The DOD role in D&M is an important part of the overall drug interdiction process. The goal of D&M is to provide early notification to LEAs, enabling them to conduct interdictions and searches for contraband, which leads to interdictions, apprehensions, and seizures. DOD, in consonance with the NICCP, utilizes national task forces to conduct D&M operations. Figure III-2 depicts DOD assets used for D&M.

### 5. Drug Interdiction Process

DOD's principal CD mission is D&M and the desired end result of successful D&M is interdiction and apprehension by LEAs. Drug interdiction can take place in the air, at sea, or on land. These areas often overlap, causing a multienvironment and multiagency process. Drug interdiction in these domains, of which D&M is an integral part, are:

## ASSETS USED BY THE DEPARTMENT OF DEFENSE IN THE DETECTION AND MONITORING ROLE

Airborne Warning and Control Systems

Sea-and-Land-Based Radars

"Interceptor" (Identification, Track and/or Handoff) Aircraft

Maritime Patrol Aircraft

Picket Ships

Submarines

Listening Post and/or Observation Post

Unmanned Aircraft System

Helicopters

Signal Interception

**Ground Sensors, Aviation Reconnaissance, and Aviation Forward Looking Infrared**

**Figure III-2. Assets Used by the Department of Defense in the Detection and Monitoring Role**

a. **Air CD Interdiction.** Drug smuggling by air constitutes a means by which illegal drugs are brought into the US. The principal goals of air CD interdiction operations are to deter drug smuggling by seizing drugs, aircraft, and the smugglers and to deny smugglers safe, direct, and economical routes. Air CD interdiction activities in international airspace are conducted by the USCG and CBP, both colead agencies, with occasional assistance from other agencies. PN forces are fully integrated force structure of the national task force. Currently, PN forces provide approximately 20% of the total D&M force structure.

b. **CD Operations at Sea.** Drug interdiction on the high seas and in US territorial seas is primarily the responsibility of the USCG, although USN and allied vessels with LEDETs attached are also involved. The CPB is the lead agency at US POEs. Maritime CD operations focus interdiction efforts principally on deterring drug smuggling by identifying seaborne smuggling routes, detecting, monitoring, handing off suspect vessels to law enforcement, stopping and boarding vessels, seizing contraband and vessels, and arresting the suspect personnel. Over the years, maritime smuggling methods have grown increasingly sophisticated in order to counter enforcement efforts. PNs also conduct CD interdiction in the air, land, and maritime domains.

c. **Land CD Interdiction.** The primary goal of land CD interdiction is to seize drugs, drug-related money, illegal munitions, and chemicals as they enter or leave the US. Apprehension at POEs, along the border, and inside the US is accomplished primarily by CBP. PNs also conduct CD interdiction on land, including targeting airfields, illicit drug production facilities, and transshipment sites which may require D&M support.

## 6. Detection and Monitoring Elements

Commanders must ensure that the following elements are present and operating efficiently and effectively: intelligence, personnel, communications system, physical resources, coordination and liaison, financial resources, and logistic support.

## 7. Detection and Monitoring Operational Considerations

a. To ensure efficiency as well as success of D&M operations, there must be some form of cueing to the D&M forces. This intelligence “tipping” allows D&M platforms to be properly positioned and ready to detect the target. In addition to the cueing assets there must be sufficient end game assets to respond to targets reported by the D&M assets.

b. The target must then be detected or cued by pre-positioned D&M assets. In the case of an aerial target transiting over the open sea, there are a number of assets that can effect initial detection; air assets such as airborne early warning (AEW) or modified maritime patrol aircraft, submarines conducting covert coastal surveillance, and surface patrol assets such as naval combatants, USCG cutters, or ground- or sea-based radars. An envisioned common operational picture (COP), achieved through the integration of the various sensor systems carried on these platforms, is crucial for follow-on tracking and apprehension of air traffickers. In the case of land targets, human intelligence is the primary source of information to cue D&M efforts.

c. Following initial detection, the target must then be sorted and monitored or tracked until it can be handed off to LEA or PN forces for interception. In the case of a maritime smuggling target, this can be accomplished on the high seas by a USCG LEDET on board a naval combatant. The LEDET can conduct the boarding and search of the target. Land targets may require increased support and coordination due to larger scale ground unit-type operations.

*See Appendix G, “Law Enforcement Detachments,” for further details.*

d. Smuggling assets employ their supporting intelligence systems and various security measures and deceptions to avoid detection and interception. DOD and LEAs must employ OPSEC measures and deceptions at the operational and tactical levels to influence smuggler planning and increase the likelihood of successful US D&M operations.

e. Patrolling units should board foreign vessels only in accordance with applicable international agreements and in accordance with published policy and TACON guidance.



*Detection and monitoring mission underway.*

## 8. Support to Other Nations

- a. **General.** The US supports the security, stability, and well-being of US allies and other nations friendly to US interests. Assisting cooperating nations in this effort generally employs the full range of informational, economic, diplomatic, and military instruments of US national power (see Figure III-3).
- b. **Types of Support.** DOD assistance provided for PN CD efforts may be provided through SA and supported by civil-military operations (CMO). Most DOD CD efforts are supportive of US FID initiatives. More information about the overall US FID program is described in JP 3-07.1, *Joint Tactics, Techniques, and Procedures for Foreign Internal Defense (FID)*. CD initiatives to support other nations are discussed below.
- c. **Security Assistance Program.** SA is a program aimed at enhancing regional security in areas of the world facing internal or external threats. SA is under the supervision and general direction of the DOS. The military portion of the program is administered by DOD under the direction of the Assistant Secretary of Defense for International Security Affairs and the Defense Security Cooperation Agency. CCDRs have the responsibility for planning FID operations for their AOR; however, they interface directly into the SA process through the security assistance organization (SAO) located in the PN. This action is coordinated with the US chief of mission (or ambassador). CCDRs are active in the SA process by advising the SAO and by coordinating and monitoring ongoing SA efforts in their AOR. SA support areas for CD operations include equipment, services, and training.



Figure III-3. Support of Partner Nation Counterdrug Operations

- (1) **Equipment.** PNs can obtain equipment from the US to meet the threat to their internal defense and development.
- (2) **Services.** Services are usually provided as follow-on to equipment support. Two kinds of teams used in this type of support are:
  - (a) **Quality Assurance Team.** This team is employed to receive, inspect and, if necessary, repair equipment provided to the PN. Their duty is for 179 days or less.

(b) **Technical Analysis Team.** A technical analysis team is normally deployed when a PN experiences difficulty in maintaining US equipment or in implementing US-designed management techniques. Their duty can be from 179 days to two years.

(3) **Training.** The training element of SA is a significant means of assistance for and training for PNs. The CCDR can provide training by special operations forces (SOF), conventional forces, or a combination of both. The following are the primary types of teams or programs that can be employed:

(a) **Mobile Training Team.** A team tailored to train PN personnel in the type of support that the PN requires.

(b) **Extended Training Service Specialists.** Personnel employed over a longer period to assist a PN to train its own instructor cadre.

(c) **Technical Assistance Field Team.** A team deployed over a long period to train PN personnel on PN equipment-specific military skills.

(d) **PN personnel training conducted in the United States.** International military education and training (IMET) and foreign military financing program funds can be expended to bring PN personnel to the US for institutional-type training at US military facilities.

(e) **Joint Combined Exercise for Training.** US military units deploy to an PN for training to enhance their operational readiness and provide the added benefit of strengthening the PN's operations.

d. **Civil-Military Operations.** CMO contribute significantly to an PN's internal defense and development process, facilitate US operations in foreign countries, and can enhance US CD interests abroad. CMO are activities supporting military operations that embrace the relationship between military forces, civilian authorities, and the PN's population. CMO supported by civil affairs (CA) operations and psychological operations (PSYOP) have a major impact on CD operations. Other areas include foreign humanitarian assistance (FHA), humanitarian and civic assistance (HCA), and military civic action (MCA).

e. **Civil Affairs Activities.** CA activities are those activities performed or supported by CA that enhance the relationship between military forces and civil authorities in areas where military forces are present; and involve application of CA functional specialty skills, in areas normally the responsibility of civil government, to enhance conduct of CMO.

*Further information on CA operations may be found in JP 3-57.1, Joint Doctrine for Civil Affairs.*

f. **Psychological Operations.** PSYOP in general, and denial and deception operations in particular, have the greatest potential to significantly impact the problem set. PSYOP support US national objectives, DOS goals, and embassy mission performance plans. US PSYOP support can be overt and at the same time be tailored so that the emphasis is placed on PN capability and execution. PSYOP, at a

minimum, can provide information support and training in CD operations, but cannot develop programs or products that target US citizens either inside or outside the US. DODD 3321.1, *Overt Psychological Operations Conducted by the Military Services in Peacetime and in Contingencies Short of Declared War*, tasks each combatant command to implement an Overt Peacetime Psychological Operations Program and identifies the approval procedures.

*More information on PSYOP may be found in JP 3-53, Doctrine for Joint Psychological Operations.*

g. **Military Civic Action.** MCA programs help build a PN's infrastructure and strengthen its governments while enhancing the legitimacy and popular support of the national government and military. This is accomplished by using mostly indigenous military personnel to conduct construction projects, support missions, and provide services useful to the local population. These missions may involve US supervision and advice, but will always be conducted by the local military. MCA projects are designed to improve the PN in such areas as education, training, public works, agriculture, transportation, communications, health, sanitation, and others that contribute to its economic and social development. These programs are especially helpful where gaining public acceptance of the PN's military is important to the long-term success of CD operations.

h. **Foreign Humanitarian Assistance.** FHA employs US military personnel to promote urgent, nonmilitary objectives. The Deputy Assistant Secretary of Defense (Peacekeeping and Humanitarian Affairs) (DASD[P&HA]) manages and approves all FHA programs for DOD. FHA can be included in the CCDR's overall FID plan, but it is most often provided in response to unforeseen disaster situations. Properly coordinated and responsive FHA, incorporating active PSYOP and CA activities can be instrumental in bolstering an PN's internal defense and development.

i. **Humanitarian and Civic Assistance.** HCA is assistance to the local populace provided by predominantly US forces in conjunction with military operations and exercises authorized by Title 10, USC, section 401. Assistance is limited to medical, dental, veterinary care and preventive medicine; well drilling; and rudimentary construction of surface transportation systems, basic sanitation facilities, and repair of public facilities. Assistance must fulfill unit training requirements which incidentally create humanitarian benefit to the local populace. The DASD(P&HA) is also responsible for the management of this program. Coordination with the US Agency for International Development and the country team is also very important to efficient HCA operations. The HCA program is more decentralized than FHA, thus allowing the CCDR greater influence in the AOR. The incorporation of CA and PSYOP is also important in HCA projects to get the maximum CD benefit.

### 9. Host-Nation Support to US Forces

a. **Types of Support.** Host-nation support (HNS) to US forces is normally based on agreements that commit a HN to provide specific support according to prescribed conditions. Types of support that can be provided include:



*The Department of Defense, through its combatant commanders, provides a variety of humanitarian and civic assistance that support counterdrug operations.*

- (1) Government Agency Support. HNs' government agencies that provide services can directly or indirectly provide support. Support such as telephones, refueling support, electrical supplies, security, and similar HN police units to the CBP police are some examples.
  - (2) HN Facilities. This could include the use of buildings and facilities for headquarters, billeting, maintenance shops, or other activities.
- b. **Contractor Support.** Supplies and services such as laundry, bath, transportation, and supplies or equipment that cannot readily be shipped from the continental United States (CONUS) can be contracted by US forces.
- c. **Factors to Consider in HNS.** HNS may be appropriate in some CD operations. However, extreme care must be exercised to avoid negative results. Impacts on the local economy and CI concerns stemming from employment of local-hire domestics and support personnel must be carefully weighed.

## 10. Communications

- a. **General.** CD operations depend on a responsive communications system — one that allows commanders, LEA directors and their staffs to initiate, direct, monitor, and react to drug interdiction operations. This communications system must draw all aspects of these operations together and support

all phases and facets of CD operations. CD communication systems consist of the facilities, equipment, procedures, and personnel essential for commanders or directors to plan, direct, and control operations of forces pursuant to the mission. The purpose of these systems is to pass information (commands, data, and reports) and intelligence to and from operational forces.

b. **Communication Systems.** No one single suite of communication systems support the entire CD operational spectrum. Instead, CD communication systems architecture draws from multiple agency systems that are integrated between commands and agencies to facilitate the intelligence, operations, and administrative or logistic requirements of the users. Secure communications should be used to the maximum extent possible in support of CD operations. Employment of secure communications systems reduces the effectiveness of drug traffickers in gaining intelligence resulting from monitoring CD operations radio and telephone systems. Nonsecure communications provide drug traffickers with invaluable tactical information that may allow them to evade or circumvent D&M, as well as interdiction and apprehension forces.

c. JP 6-0, *Joint Communications System*, contains approved doctrine for communications system support and outlines the responsibilities of the Services, commands, and DOD agencies, with respect to communications system support. In addition, the Joint Staff communications system directorate sponsored publications on “Intelligence Communications Architecture” for the combatant commands and JTFs provide classified C2 information. The anti-drug network (ADNET) provides an effective communications network for CD operations.

*See Appendix H, “Counterdrug Communications Systems,” for more information.*

## 11. Intelligence

The principal CD objectives of the IC are to provide timely and focused intelligence to tactical forces involved in D&M efforts, LEA interdiction efforts, and USG programs supporting the development of CD capabilities of PNs.

a. **Intelligence Planning.** Counterdrug intelligence preparation for operations (CDIPO) is an intellectual process of analysis and evaluation that is modified from traditional military joint intelligence preparation of the operational environment (JIPOE). CDIPO identifies likely trafficking routes and the most efficiently allocate of scarce resources to locate, track, and apprehend drug traffickers. CDIPO is a cyclic, five-step process consisting of operational area evaluation, terrain analysis, weather analysis, threat evaluation, and threat integration with all steps being performed continuously and simultaneously. Figure III-4 depicts the CDIPO process.

(1) **Operational Area Evaluation.** Operational area evaluation involves the assessment of the drug trafficking area with regard to the overall nature of the PN’s population, friendly forces, threat, and the operational environment. This evaluation will assist the CDIPO analyst in identifying what additional information and support will be required to complete the CDIPO. In later steps of the process, terrain and weather within the area are evaluated to determine how they will affect CD operations in general. Drug traffickers expected to operate in the areas are then evaluated to assess their capabilities

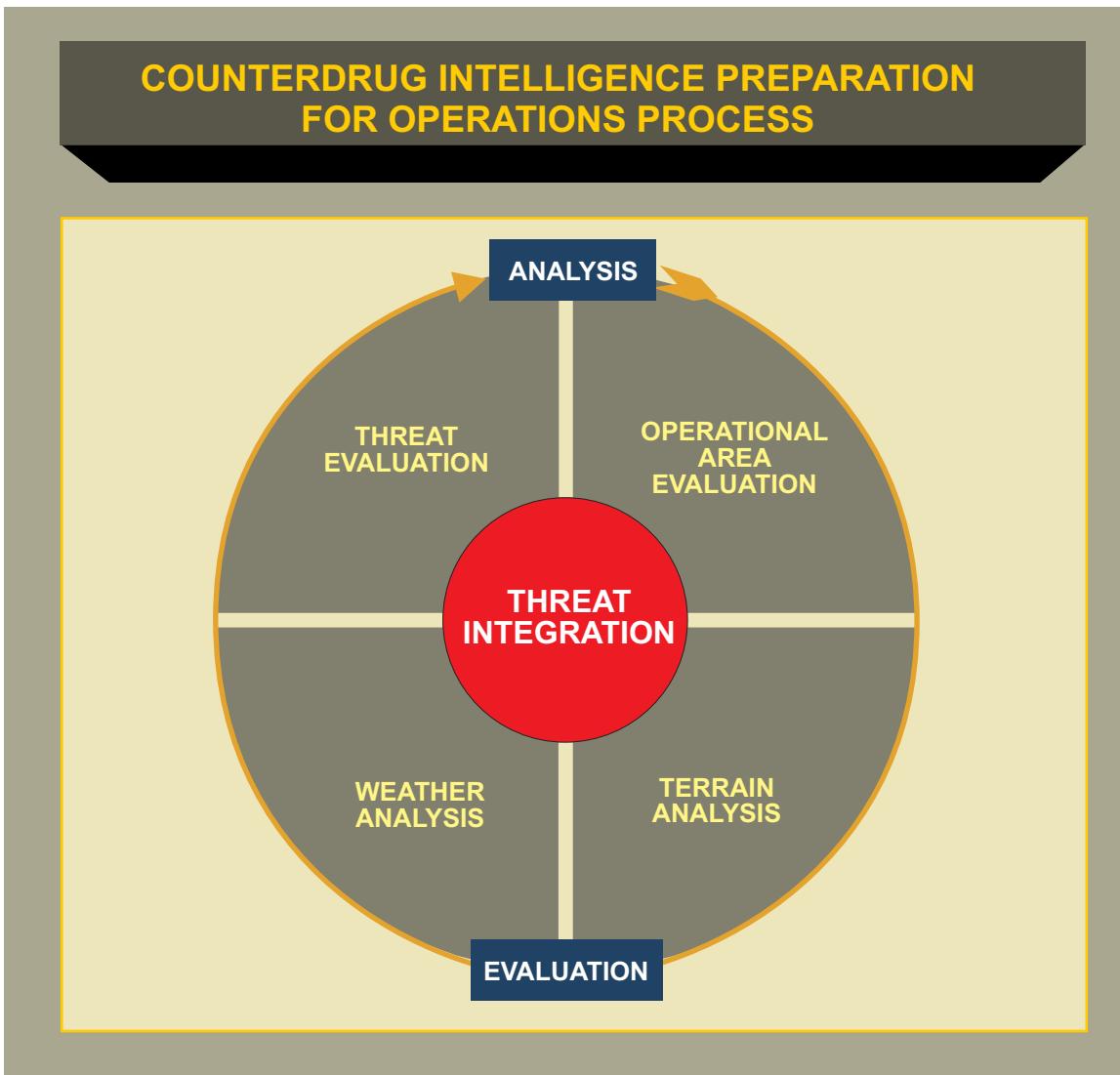


Figure III-4. Counterdrug Intelligence Preparation for Operations Process

in relation to the terrain, weather, and the mission of CD forces. The CD “operational environment” consists of the area of operations (AO) and the AOI. These are viewed in terms of width, depth, and time. The AO is the geographic area where CD forces have been assigned both the authority and responsibility to conduct CD operations. The AOI extends beyond the AO and consists of areas in which information on smuggling may be developed or in which activity affecting the operation may occur.

(2) **Terrain Analysis.** Terrain analysis functions are performed to reduce the uncertainty regarding the effects of terrain on drug trafficking activities. Determining how the terrain will influence drug traffickers will assist the analyst in predicting where smugglers will move. Terrain factors will affect each mode of travel used by the traffickers differently. Therefore, each mode of transport must be independently evaluated. Terrain analysis in CDIPO focuses on the drug trafficking aspects of the terrain.

(a) **Observation.** Observation involves the influence of the terrain on the reconnaissance and surveillance capabilities of both drug traffickers and CD forces. In CDIPO it refers to visual and electronic line of sight (LOS). Traffickers will attempt to exploit the natural features of the terrain to minimize the effectiveness of visual observation and that of communications and electronic monitoring equipment.

(b) **Concealment.** Concealment is protection from air and ground observation. For drug traffickers, it is vital to avoid detection and interdiction by CD forces. The analyst determines the amount of concealment afforded by the terrain and vegetation and considers observation from both the ground and air. Drug traffickers can be expected to move where the vegetation and terrain offer the best concealment. Air traffickers use both traditional and unconventional concealment techniques. Traditional techniques to avoid detection include using high terrain to avoid ground-based radar detection and changing course to break over-the-horizon radar lock. Unconventional techniques do not involve avoiding detection, but infiltrating into the flow of legitimate air traffic, through filing phony flight plans, switching tail numbers, and falsifying cargo manifests.

(c) **Obstacles.** Obstacles are natural or man-made features that stop, impede, or divert the movement of traffickers or CD forces. Obstacles are an important analytical factor during terrain analysis. The analyst must determine the location of obstacles to foot, horse, mule, vehicular, and air movement as well as what effects removing, overcoming, or bypassing these obstacles will have on trafficking operations.

(d) **Key Terrain.** Key terrain is an area that provides a marked advantage to the controlling or occupying force. The most important aspect of the terrain to drug traffickers will be locations that facilitate logistic support and security.

(e) **Avenue of Approach (AA).** AAs are analyzed from the perspective of both the drug traffickers and CD forces. An AA is an air or ground route of an attacking force of a given size leading to its objective or to key terrain in its path. In CD operations, AAs may be a trail in the jungle, a stream, river, the ocean, flight corridors or routes the drug traffickers use to transport their products in and out of a country. JIPOE assist in identifying AAs while using terrain, weather, history, and other elements of the AO and AOI. AAs are air, maritime, and ground routes available for trafficking or movement of CD forces. The factors used to analyze AAs are based on terrain, intelligence, and statistical history.

### **1. Trafficker terrain considerations include:**

**a. Alternate routes.** Traffickers will seek alternate routes to provide them with a range of options to avoid CD forces.

**b. Escape routes.** Traffickers will attempt to use routes that provide rapid withdrawal from crossing or stash sites.

- c. **Security.** Traffickers will select routes that offer them the greatest security.
- d. **Crossing sites.** Obstacles such as rivers and open areas with no concealment constitute danger areas for traffickers.

**2. Factors indicating possible trafficking activity include:**

a. Evidence of electronic surveillance or communications equipment. Traffickers routinely use electronic surveillance equipment to monitor law enforcement activity. Communications equipment is also used by them to coordinate smuggling operations. Trafficker use of surveillance and communications equipment correlates to trafficking activity.

b. Visual signs of trafficking activity. Visual indicators of smuggling include the discovery of abandoned or stashed loads, drug packing or waterproofing debris, and vehicle or foot tracks crossing the border between POEs or in other areas where legitimate traffic is unlikely.

c. Logistic support factors. As with any activity involving the transport of personnel and materials, drug trafficking requires a system of logistic support. Some of the logistic support factors that correlate to drug trafficking are:

(1) Transportation networks, such as rivers, railroads, and public and private roads to which the traffickers have access.

(2) Known or suspected property (structures or land) controlled by trafficking organizations that may facilitate the storage and movement of drug loads.

(3) Known or suspected stash sites and staging areas for drug shipments.

(3) **Weather Analysis.** Weather in an area is analyzed to determine its effect on trafficking activity and CD operations. Analysis of terrain and weather together shows the ease or difficulty of movement through an area.

(4) **Threat Evaluation.** An essential element to threat evaluation is the development of a drug trafficker database. Database information should include organizational structure, modes of operations, and personal data on known smugglers. A completed database will provide a tool to assess trafficking organizations, their AOIs, capabilities, and operational trends or patterns. After analysis, this information transforms into knowledge about the relative intensity of drug trafficking in specific areas, the amount of support the traffickers receive from the local population, and potential areas for future activity.

(5) **Threat Integration.** Threat integration relates the drug traffickers' mode of operation, established trends, and patterns to the terrain and weather in order to predict where and when drug

traffickers will move. During threat integration, the intelligence analyst develops two important decision-making aids: the named area of interest (NAI) and the drug trafficking event template.

(a) NAIs are areas where drug trafficking is expected to occur. Activity or lack of activity within an NAI will help confirm or deny a particular drug trafficking route. NAIs facilitate intelligence collection and analysis for several reasons and help:

1. Focus attention on areas where trafficking forces must appear if they have selected a particular route.

2. Identify when and where drug traffickers will employ their reconnaissance, surveillance, and counter-reconnaissance assets.

3. Frame drug trafficking significant events by time and location.

4. Information thresholds can be assigned to each NAI. These confirm or deny that the expected activity has occurred within the established time limits.

5. Expect events to occur within NAIs which can be targeted by CD reconnaissance and surveillance assets.

(b) Event templating analyzes significant drug trafficking activity and expected smuggling events in order to provide indicators to the traffickers' intentions. By recognizing what the traffickers can do, and comparing it with what they are doing, predictions can be made about what they will do next. Event templating is critical to proactive CD operations. The event templating process can be expanded to include actions that traffickers might take to avoid CD forces. It can also be used to predict changes in trafficking patterns and future operations. Event templating:

1. Enables the intelligence collection manager to develop precise, prioritized collection requirements based on probable drug trafficking behavior.

2. Provides the basis for the final product of the CDIPO process, the decision support template.

3. Identifies those areas in the CDAO where significant events and trafficking activities will occur and where interdiction targets will appear.

4. Identifies decision points where drug trafficking events require decisions in support of interdiction and show the deadline for making those decisions.

b. **Intelligence Estimate.** The intelligence estimate is a written summary of the terrain and weather analysis and enemy evaluation developed during the CDIPO. It provides a narrative study of drug trafficker capabilities, limitations, and most likely courses of action. While the CDIPO process and its products provide decision-making aids for the CD force commander and guidance to the staff in

preparing the joint operation plan, the intelligence estimate provides this essential information to the organizations and personnel who will execute the plan. CDIPO is the mechanism for conducting the collection and evaluation, collation, and analysis steps of the intelligence process; the estimate is the primary means of accomplishing the dissemination of intelligence during joint CD operation planning.

### c. CD Intelligence Picture

(1) More than ever, DOD works with OGAs to integrate and use intelligence information. DOD, through its ISR efforts, conducts detection and monitoring operations and the results are disseminated to interested LEAs and posted on appropriate DOD web sites. This is done through several organizations to include: combatant commands, JIATFs, national IC agencies, USCG maritime intelligence fusion centers, CBP Air Marine Operations Center, and the DEA EPIC all providing an integrated, interagency approach to CD efforts that has proven successful. Analysis is also coordinated by DIA with other IC agencies. DOD and OGAs share intelligence and other information on drug threats with foreign authorities through a variety of agreements and mechanisms. US federal agencies also increasingly assist foreign countries in building their capacity to collect, analyze, share, and exploit CD intelligence and other information.

(2) Developing the intelligence picture within the AO itself is accomplished from two perspectives. First, from a multinational and/or joint perspective the combatant command J-2 is responsible for developing the CD intelligence picture. For example, the USSOUTHCOM J-2 would be responsible for developing the CD intelligence picture within the USSOUTHCOM AOR. Second, from an interagency perspective the responsibilities lie with the respective embassy country teams. The CD country teams could, for example, include the DEA country attaché, State Department Narcotics Affairs Section/International Law Enforcement Representative, DOD CD personnel, and additional interested or responsible agencies. The US country team would also provide analysis of other countries' CD intentions and capabilities. In specific regions, special JIATFs were established to approach the CD problem set from a regional perspective. JIATF-S, for example, is an interagency task force with responsibilities, in part, for developing the CD intelligence picture for the region between 27°West and 120°West, and 30°North and Antarctica. The JIATFs increasingly include foreign liaison officers for developing the CD intelligence picture for Latin America.

## 12. Planning Support

Providing planning support to US LEAs must take into account the following factors:

a. **Background.** The amount of experience senior law enforcement officials have with military operations and procedures varies with the agency. Military planners must educate themselves on the cultural differences they have with civilian law enforcement personnel to ensure mission success.

b. **Mission.** Different agencies have different legal mandates, and thus areas of emphasis and operating methods. Arresting suspects and seizing assets requires substantial investment in time and resources, but is only one step in a lengthy and complicated legal process. Somewhat like post-combat CA and military police operations after a military campaign, planning a long-range strategy must take into account the support requirements necessary to capitalize on initial investigative successes in the field. A critical factor in understanding an agency's mission, and why it operates the way it does, is the method by which it defines its success. Measures of effectiveness (MOEs) vary between agencies, affecting their operating philosophy and sometimes putting those philosophies, and in some ways their operational goals, at odds with other organizations involved in the drug war. No single set of measures is acceptable to all agencies.

c. **Internal Environment or Organization.** At the federal level, the agencies involved differ significantly in how they organize to execute their missions. The planner must understand how each major subordinate organizational element supports the other in that mission. Some agencies have little experience in long-range planning and what does exist is often spread among a number of offices. The senior management's focus may be on operations — at the expense of supporting systems, i.e., the intelligence, technical, logistic, contracting, or administrative elements. DOD personnel assigned to planning support duties should be prepared to educate, and in turn be educated by, their counterparts in the LEA that they are supporting. Normally, this process is ongoing throughout the support effort, requiring flexibility, diplomacy, an ability to speak the supported agency's language, and a willingness to tailor prior experience and methodology to that organization.

d. **External Environment.** Some agencies operate exclusively within the US; others are extensively involved in activities in foreign countries. These jurisdictions substantially alter the planning requirements, but DOD experience in such missions is usually recognized, particularly in the case of overseas operations. Interagency relationships and interaction vary, depending on past experience between the different federal departments and their associated agencies and the organizational level involved. As discussed in the previous paragraphs, missions and MOEs differ, at times generating disputes over operational and resource priorities that can become particularly acute at the headquarters level. Joint planning efforts at the tactical level are normally easier to compromise on and implement than those at higher headquarters.

### 13. Logistics

DOD can make a substantial contribution in logistic support of LEAs including those agencies' international operations and assistance through the DOS to foreign authorities. Typical categories of support to US LEAs are executed under authority of Title 10, USC, section 372, which authorizes SecDef, in accordance with other applicable law, to make available any equipment (including associated supplies and spare parts), base facility, or research facility of DOD to any federal, state, or local civilian law enforcement official for law enforcement purposes. Additionally, section 374, authorizes SecDef, in accordance with other applicable law, to make available DOD personnel for the maintenance



*Versatile C-130 aircraft transport logistics and people in support of counterdrug and civil affairs operations.*

or operation of equipment for federal, state, and local civilian law enforcement officials, including equipment made available under section 372. Logistic support will be structured to achieve unity of effort; visibility of requirements, resources, and capabilities; and rapid and precise response. To effectively meet the needs of the joint force logistic support must be characterized by the right capacity, scalability, agility, control, and time-assurance qualities to effectively support LEA authorities. For the most part, costs incurred in DOD logistic support of LEAs are reimbursable. Nonfederal LEAs should provide the supporting activity with a fund advance based on the estimated cost of equipment and services. The system used to account for the cost of DOD support to civilian LEAs need not be different from existing data collection systems (e.g., Vehicle Interactive Management System). For airlift services, the Transportation Working Capital Fund accounting procedures apply.

a. **Transportation Support.** Surface transportation assets are usually wheeled vehicles of various types. Air transportation of LEA personnel, equipment, and apprehended suspects is available and can be provided by rotary- or fixed-wing assets. When air transportation to a drug apprehension site is required, the mission requires advance approval by the US Attorney General. Further information on airlift support is available in JP 3-17, *Joint Doctrine and Joint Tactics, Techniques, and Procedures for Air Mobility Operations*. Maritime transportation of LEA personnel, supplies, and equipment is available and may be provided by US Transportation Command (USTRANSCOM), the USN, or commercial shipping.

b. **Maintenance Support.** The use of DOD personnel to operate, maintain, or assist in operating or maintaining equipment is limited to situations when the training of non-DOD personnel would be infeasible or impractical from a cost or time perspective, and would not otherwise compromise national

security or military preparedness. LEAs may request DOD personnel to operate, maintain, or assist in operating or maintaining equipment for their agencies. Such assistance may not involve DOD personnel in a direct role in a LEA operation.

c. **Engineer Support.** Engineer support varies from individual expert advice on terrain denial and construction management to battalion level vertical and horizontal construction operations. The goal of this support is to improve training facilities that enhance law enforcement drug interdiction efficiency as well as upgrade US border roads, fencing, security lighting, and tunnel detection support that reduce the availability of illegal drugs. The supported LEA must provide any required material and comply with legal environmental and cultural documentation requirements.

*JP 3-34, Joint Engineer Operations, provides additional information on engineering support.*

d. **Facilities Support.** DOD may make base facilities available to federal, state, or local LEAs. These include such facilities as buildings, training areas, and firing ranges. These facilities are generally needed either in conjunction with training being conducted by the LEAs or by DOD forces providing training support to the requester(s).

e. **Equipment Support**

(1) The Law Enforcement Support Office (LESO) administers and executes Title 10, USC, section 2576a authorized by SecDef, in accordance with other applicable laws, to transfer excess DOD personal property to federal and state LEAs, with special emphasis given to CD and counterterrorism activities. LESO located at Fort Belvoir, Virginia was established to manage and coordinate the transfer of excess DOD personal property to LEAs. LESO operates under the management of the Director, Defense Logistics Agency (DLA) with policy oversight by OSD Assistant Deputy Undersecretary of Defense Supply Chain Integration and the Attorney General. Additional information may be found on the LESO website: <https://pubweb.drms.dla.mil/cmis/>.

(a) Request for support can be received by LEAs, who are enrolled in the 1033 Program with governor appointed state coordinator that have a signed current memorandum of agreement (MOA), between the state and DLA. LEAs must have arrest and apprehension authority.

(b) The final authority for approval or denial of requests for LEAs rests with LESO.

(c) LEAs may screen property from the Defense Reutilization and Marketing Service website at [www.drms.dla.mil](http://www.drms.dla.mil) or physically go to a Defense Reutilization Marketing Office. The LEA must forward their request to their governor appointed state coordinator for approval, upon approval it will then be sent to LESO for final approval.

(d) State participation details are outlined in the MOA, between the state and DLA.

(e) Qualifying DOD agencies may submit request for DOD excess personal property without approval from LESO.

(2) Title 10, USC, section 381, allows state and local governments to purchase new law enforcement equipment suitable for CD activities through DOD. This program is managed by the Army G-4 with LESO acting as a liaison between DLA and the designated state point of contact.

f. **Military Working Dog Support.** Military working dogs and their handlers can be provided to conduct limited support to LEAs. The provisions of that support are provided in detail in DOD Instruction (DODI) 5525.10, *Using Military Working Dog Teams to Support Law Enforcement Agencies in Counterdrug Missions*.

## 14. Training

a. **General.** The SecDef has approved initiatives to broaden the DOD training support of the NDCS. These initiatives include:

(1) Detailing military personnel to federal LEAs to perform liaison, training, and planning functions.

(2) Authorizing military personnel to provide specialized training for future supervisory personnel in state and local rehabilitation-oriented training camps for first-time drug offenders.

(3) Authorizing DOD and its operational units to expand programs for training LEA personnel in languages, planning skills, logistics, communications, tactics, equipment operation and maintenance, and intelligence.

b. **Types of Training Support.** DOD can provide PNs and US LEAs with the following training support to enhance their CD efforts:

(1) **Training Support to Partner Nations.** Most training support to PNs is provided through DOS SA, DOD CD, or DOS CD funding. Programs eligible for this funding must be vetted through a legal process to ensure conformance with the Foreign Assistance Act. However, some programs that are conducted in conjunction with PNs are not part of SA. Those include:

(a) Joint multinational exercises for training.

(b) Operations planning groups.

(c) Joint and multinational exercises.

(d) Joint Planning Assistance Team.

(2) **Training Support to US LEA.** It is DOD policy (DODD 5525.5, *DOD Cooperation with Civilian Law Enforcement Officials*) that no advanced military training will be provided to US civilian law enforcement agency (CLEA) personnel, except as noted below. “Advanced military training,” in the context of this policy, is defined as high intensity training which focuses on the tactics, techniques,

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and procedures required for apprehending, arresting, detaining, searching for, or seizing a criminal suspect when the potential for a violent confrontation exists. “Advanced military training,” includes advanced marksmanship (including sniper training), military operations in urban terrain (MOUT), advanced MOUT, close quarters battle and close quarters combat, and similar specialized training. It does not include basic military skills such as basic marksmanship, patrolling, mission planning, medical, and survival skills.

(3) As a single general exception to this policy, the US Army Military Police School is authorized to continue training CLEA personnel in the Counterdrug Special Reaction Team Course, the Counterdrug Tactical Police Operations Course, and the Counterdrug Marksman or Observer Course. Additionally, on an exceptional basis, the Commander, US Special Operations Command (USSOCOM) may approve such training by SOF. In such cases, USSOCOM will inform the Executive Secretary to the SecDef of the training support provided. Similarly, the US Army Military Police School will continue to report training performed in accordance with existing procedures.

(4) The USCG has limited, independent authority and appropriations to conduct training or provide technical assistance to foreign nationals. Funding is provided through a wide range of funding sources including IMET, foreign military sales, INL, and combatant command initiatives. An agreement with the Department of the Navy establishes USCG participation in the delivery of SA programs authorized by the Foreign Assistance Act and the Arms Export Control Act.

(5) **Federal Law Enforcement Training Center (FLETC).** As a component of DHS, the FLETC serves as an interagency, intergovernmental, and nongovernmental law enforcement training organization for 81 federal agencies. FLETC provides basic and advanced training for all federal LEAs involved in drug law enforcement (except DEA and the FBI). The Center also provides services to state, local, and international law enforcement agencies. The Center conducts advanced programs in areas such as microcomputers, photography, contract fraud, criminal intelligence analysis, antiterrorism, and marine law enforcement, and provides several instructor training courses. The major facility is located at Glynco, Georgia. For further information and requests for training contact FLETC at 912-267-2100 or [www.fletc.gov](http://www.fletc.gov).

(6) **National Guard Counterdrug School Programs.** The National Guard Counterdrug Schools Program consists of four schools that provide no cost training to members of LEAs, military, community-based organizations, education fields and the drug prevention profession. Training is provided throughout the US and its territories and is exportable for outside the continental US support to US DOS, DEA or combatant command security cooperation requirements. The schools provide basic to advanced level training programs, to support drug interdiction and drug prevention operations. School instructors are nationally recognized experts in their field with extensive education, training, and experience from the LEA, military, education and prevention fields. To assist in cost savings to students, the schools also offer distance and distributive learning programs.

(a) **Midwest Counterdrug Training Center (MCTC).** MCTC is located at Camp Dodge, Johnston, Iowa. It provides residential courses and mobile training upon request primarily to the Midwest region of the US. MCTC Courses range from the tactical to managerial in all areas of drug

interdiction and demand reduction. Residential students are provided lodging and meals at no cost. For further information and requests for training contact MCTC at 1-800-803-5632 or [www.counterdrugtraining.com](http://www.counterdrugtraining.com).

(b) **Multijurisdictional Counterdrug Task Force Training (MCTFT).** MCTFT is located at the Southeastern Public Safety Institute of St. Petersburg College in St. Petersburg, Florida. It provides training throughout the 50 states and four US territories by instructor-led classes, satellite-based training programs, compact disc independent study courses, and online E-Drug training courses. For further information and requests for training contact MCTFT at 1-877-575-1435 or [www.mctft.com](http://www.mctft.com).

(c) **Northeast Counterdrug Training Center (NCTC).** NCTC is located at Fort Indiantown Gap, Annville, Pennsylvania. It offers residential courses and mobile training is available upon request within the Northeast US. NCTC has state of the art facilities that involve high-speed simulation and other technology-based programs. Residential students are provided lodging and meals at no cost. For further information and requests for training contact NCTC at 1-877-806-6293 or [www.counterdrug.org](http://www.counterdrug.org).

(d) **Regional Counterdrug Training Academy (RCTA).** RCTA is located at the Naval Air Station, Meridian, Mississippi and provides tactical level training to the five-state region of Alabama, Louisiana, Georgia, Tennessee, and Mississippi. RCTA offers residential courses and mobile training upon request. Residential students are provided lodging and meals at no cost. For further information and requests for training contact RCTA at 1-877-575-1435 or [www.rcta.org](http://www.rcta.org).

(7) **United States Coast Guard Maritime Law Enforcement Academy (MLEA).** MLEA is located on the FLETC facilities in Charleston, South Carolina. MLEA offers courses in Maritime Law Enforcement Boarding Operations which include enforcement, interdiction, and case preparation. The Marine Patrol Officer course provides federal, state, and local marine patrol officers with basic boarding procedures and maritime field skills. Also, a Radiation Level II course providing training to localize, characterize, and identify radiation sources are offered. For further information and requests for training contact MLEA at 843-740-6610 or [www.cgweb.mlca.uscg.mil/mlea/index.php](http://www.cgweb.mlca.uscg.mil/mlea/index.php).

c. **Training Simulations.** US naval forces use the Enhanced Naval Warfare Gaming System located at Tactical Training Group, Atlantic, Dam Neck, VA and Tactical Training Group Pacific, San Diego, CA as the principal training simulation for deploying naval units. This system though designed for general military scenarios, can be used, upon request, for CD-based (D&M) scenarios.

## **15. Manpower**

a. **General.** DOD can provide a variety of skilled individuals or units in support of PN and interagency CD efforts. This section provides descriptions of many, but not necessarily all, types of support that may be provided. Although several of the major restrictions concerning the use of DOD

personnel have been included with the description of each category, others may exist, and consultation with legal personnel is imperative.

### b. Manpower Support Categories

(1) **Eradication Support.** Eradication is defined as physical removal of growing plants (usually marijuana in the US and Canada), their growing mediums, and the associated infrastructure (e.g., watering systems) or the dismantling of drug laboratories. In the US, LEA officers must conduct the eradication operations, conduct searches, seizures, arrests, and process evidence. US military can only provide support. This support is normally only provided by NG forces in a Title 32, USC status in the US.

(2) **Legal Support.** SJAs provide liaison with US and foreign government legal officials concerning the seizure of assets from drug traffickers. US attorney offices have primary responsibility for prosecuting drug crimes and management of asset seizure. In foreign nations SJAs may provide liaison and evidence to foreign partners in their prosecutions of drug crimes and seizure of assets from drug traffickers.

(3) **Accounting Support.** Accounting specialists help keep track of the property seized and assist criminal justice representatives in processing it.

(4) **Diver Support.** Divers from the Navy, Army, or the Marine Corps may assist LEAs for subsurface hull inspections. Divers may visually inspect only and cannot attempt to enter, search, or alter features that are detected.

(5) **Linguist Support.** This category includes translator and interpreter support. DOD personnel are not permitted to conduct real-time translations of oral or wire intercepts or to directly participate in interrogation activities.

(6) **Liaison Officers to LEAs.** Military personnel have been assigned to positions or billets within LEAs and other agencies to primarily perform liaison functions. They also can assist these organizations in the training and planning functions, as appropriate.

(7) **Criminal Investigative Support.** This support assists LEAs in major case development. DOD investigators contribute their criminal investigative skills to the analysis of gathered, but not yet processed, evidence.

(8) **Military Police Support.** Military police personnel can assist with supervising and coordinating activities for LEA activities such as temporary task forces. Serving in such positions as operations officers, these personnel can serve as the link between the DOD and LEA elements.

(9) **Intelligence Analysts.** These personnel can receive and process incoming reports from multiple sources in accordance with established LEA procedures. They would assist in evaluating the information, analyzing trafficking group composition, disposition, strengths, and weaknesses. They can also help evaluate current intelligence holdings and identify intelligence gaps and additional requirements.

Therefore, DOD personnel must work closely with US LEA to properly pass intelligence when dealing with US entities.

## **16. Technology Transfer**

The Counterdrug Technology Assessment Center is the central CD technology research and development organization of the US government. The Technology Transfer Program provides equipment and training for deployments and operations at no cost to agencies. All equipment is transferred to each recipient agency and becomes the permanent property of that organization. The US Army Electronic Proving Ground, Special Programs Office administers the Technology Transfer Program on behalf of the Office of National Drug Control Policy, Counterdrug Technology Assessment Center. Additional information: [www.epgctac.com](http://www.epgctac.com).

## **17. Aerial and Land Reconnaissance Support**

DOD provides reconnaissance support to CD operations in various ways. Aerial-based reconnaissance uses a variety of sensors, such as forward-looking infrared, side-looking airborne radar, photographic devices, and aerial observers employed on rotary-wing aircraft, fixed-wing aircraft, or unmanned aircraft systems. Satellite imagery is also available. Ground-based reconnaissance can reconnoiter an area (private land, abandoned property, and public land) for cultivated drug plants, laboratories, or other drug operations. This reconnaissance can be accomplished by using: listening or observation posts, patrols, ground surveillance radars, or remote sensors. Sea-based reconnaissance uses ships, submarines, and aircraft to conduct littoral reconnaissance.

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## CHAPTER IV

### REGIONAL COUNTERDRUG OPERATIONS

*"It [narcotrafficking] makes a mockery of the principle of sovereignty in international order. It also distorts economies and generates violence that often stretches the thin capabilities of inadequately trained and poorly paid police forces, which are too often vulnerable to the corrosive attraction of easy money. The military's role is to support the police forces within constitutional limits."*

Dr. Gabriel Marcella  
*Forging New Strategic Relationships*  
Military Review, October 1994

#### 1. US Northern Command

a. **Missions.** US Northern Command's (USNORTHCOM's) general military mission is to provide C2 of DOD homeland defense efforts and to coordinate defense support of civil authorities. Its CD mission is authorized under Title 10, USC, section 124 and under the 2007 National Defense Authorization Act, section 1021. Activities include the conduct of D&M operations and provide operational support to DLEAs (e.g., training, transportation, and engineering support). These operations also support other federal, state, territorial, tribal, and local agencies to interdict and counter the flow of illicit drugs into the US. USNORTHCOM also conducts security cooperation with PNs to stimulate opposition to the illegal production, transit, and sale of drugs. USNORTHCOM uses JTF-N and JIATF-S to coordinate the employment of DOD forces (Active Component [AC] and Reserve Component [RC]) in a Title 10, USC status and NG in Title 32, USC status in operational support of LEA activities within North America and support the AMOC's CD D&M mission in the AOR.

b. **Threat.** Smuggling drugs into USNORTHCOM's AOR by air, sea, and land constitutes a national security threat to the US. The southern border between Mexico and the US extends from the Gulf of Mexico to the Pacific coast and is nearly 2,000 miles long. The northern border between Canada and the US is even longer at 5,000 miles (land and water). The Southwest border is the principal corridor for moving illegal drugs by land into the US, although more and more drugs are being smuggled in from Canada. Typical modes of ground transportation through legitimate POEs include large loads in tractor-trailer trucks, smaller loads in passenger vehicles, and people concealing drugs on their person. Drug trafficking across borders also poses a substantial threat, as traffickers continue to search for open points along the southwest or northern borders and employ novel methods, such as tunnels, to transport drugs across the border.

c. **Strategy.** USNORTHCOM's CD objectives are designed to support DLEA efforts to counter the flow of illegal drugs across US borders. Cooperation among nations to oppose the illegal production, transport, and sale of drugs is emphasized. Fostering interagency cooperation is integral to the strategy. USNORTHCOM provides CD D&M assets, and operational support to US LEA, as well as to CD forces from PNs that are combating drug production and export. USNORTHCOM's CONOPS is driven by mission, threat, and force available. JTF-N is the operational headquarters for USNORTHCOM, responsible for the planning, coordination, and

employment of DOD support to DLEAs to counter transnational threats in the approaches and crossing the border to CDRUSNORTHCOM's AOR. JIATF-S, in consonance with the NICCP is responsible for D&M of air and maritime approaches to the US in the Gulf of Mexico, and in the Eastern Pacific south of the US/Mexico border. The objective of this military support to CD operations is to assist LEAs in their mission to detect, deter, and disrupt illegal drug trafficking. Capability is provided using support packages drawn from a variety of sources to include AC and RC forces. All military operations in the operational area are conducted in support of a lead LEA.

(1) USSOCOM provides CD support to USNORTHCOM. USSOCOM provides forces to support JTF-N law enforcement training missions.

(2) North American Aerospace Defense Command (NORAD) is a binational US and Canadian organization. The commander of USNORTHCOM is the dual-hatted commander of NORAD. NORAD's general military mission is to provide aerospace and maritime warning and aerospace control for North America. Its CD mission, based on a 1991 exchange of notes to the NORAD Agreement, is to "include the surveillance and monitoring of aircraft suspected of smuggling illegal drugs into North America." Because the use of illegal drugs constitutes a long-term threat to North American society, the governments of Canada and the US have directed military organizations to assist civilian agencies in reducing the international flow of illegal drugs into both countries. In this context, NORAD's objective is to stop undetected, unchallenged air trafficking of illegal drugs into North America through D&M operations. These operations serve as a part of NORAD's overall air sovereignty mission and are consistent with the NDCS. NORAD coordinates information with the FAA and the AMOC.

### **(3) Relationships With Other CD Agencies**

(a) Project North Star is a binational multiagency forum consisting of representatives of law enforcement agencies from Canada and the US. With regard to CD operations, its goal is to improve border-wide and regional strategy, intelligence, training, planning, and more effectively employ assets.

(b) EPIC is a DEA center that includes personnel from 15 federal agencies plus Canadian and Texas state law enforcement officials. It is a full-service intelligence center, which provides information related to trafficking in illicit drugs, weapons, and illegal aliens. EPIC provides operational-level data on foreign DTOs' trends and patterns, drug seizure data, and related data on international drug smuggling into the US. EPIC is one of the government's principal tactical intelligence centers.

(c) CBP conducts aerial D&M operations of drug trafficking within the USNORTHCOM AOR. It shares air CD interdiction operations within the AOR with the USCG. AMOC coordinates the interception and apprehension of traffickers attempting to enter the US.

## 2. US Pacific Command

a. **Missions.** The general mission of USPACOM is to maintain the security of the USPACOM AOR and to defend the US against attack through the Pacific Ocean. The CD mission is to provide intelligence to PNs and US LEA and security assistance and support to PNs within the AOR.

b. **Threat.** Because of the vast geographic size and maritime characteristics of USPACOM's AOR, the majority of transit zone operations for combating drug traffickers are maritime in nature. There are few geographic choke points and numerous open maritime approaches to the US West Coast, Alaska, and Hawaii. Also, drug traffickers tend to ship drugs using multiple platforms while en route. Air smuggling operations are restricted by the great distances involved. The high value and ease of concealing low volumes of cocaine and heroin make them some of the easiest drugs to smuggle and the most difficult to detect. The threat can be divided into two areas; Southeast Asia and Southwest Asia. Primary drugs of interest and methods of transportation are different for each area and require specialized methods of interdiction. While cocaine remains the number one drug moved through the USPACOM AOR, heroin and hashish are the principal drugs produced in the AOR.

c. **Strategy.** To counter the drug trafficking threat in this vast AOR, an all-Service, all-sensor and all-agency effort is required. To accomplish this goal, USPACOM's JIATF-W intelligence process is the key to understanding drug production and distribution trends. This fusion of intelligence allows US LEA and PN CD forces to be employed more effectively to interdict illegal drug activities. JIATF-W's emphasis on the production of tailored intelligence products, training of PN CD personnel, and the development of CD policies and plans results in effective CD programs in the Asia-Pacific region. JIATF-S executes much of USPACOM's D&M mission. The JIATF-S joint operations area (JOA) encompasses portions of the USPACOM AOR. This authority requires extensive sharing of an aerial and maritime COP, as well as coordinated operations and hand-offs between USSOUTHCOM and USPACOM.

## 3. US Southern Command

a. **Missions.** USSOUTHCOM's general military mission is to conduct military operations and promote security cooperation to achieve US strategic objectives. One of those strategic objectives is the reduction or elimination of illicit drugs that are smuggled into the US. The strategic concept for this mission is that USSOUTHCOM, in concert with friendly nations in the region, deters aggression, strengthens democracies, enhances military professionalism, and, should deterrence fail, conduct combat operations. The CD mission is to provide military support to the CD efforts and programs of US agencies and committed allies by providing training and operational support, equipment, technological advice and maintenance support to the nations' CD organizations and to participating US law enforcement agencies. JIATF-S has been instrumental in using intelligence to focus its successful CD efforts in this region. JIATF-S executes USSOUTHCOM's D&M mission.

b. **Threat.** Drug traffickers in South and Central America have developed the production, transportation, and distribution of illegal drugs into an extremely well-organized business. They have managed to saturate the US market and are expanding into Europe. Money from the drug trade has

been used to corrupt public officials, military leaders, and police officials; thereby enabling the movement and expansion of this business enterprise. The drug threat from this region includes cocaine, heroin, marijuana, and methamphetamine. Contraband transportation is accomplished by land, sea, and air.

c. **Strategy.** The CD strategy is integrated into its theater military mission because illegal drug production and trafficking problems cannot be separated from the economic, social, and political ills of the region. The principal objective is to eliminate or prevent the production and transshipment of illegal drugs into the US. To accomplish this objective, support is provided to the PN to:

- (1) Establish positive control over their sovereign territory.
- (2) Enhance capabilities to interdict and arrest drug traffickers.
- (3) Support efforts to strengthen democratic institutions and PNs' political will.
- (4) Respect and protect their citizens' human rights.
- (5) Enhance military professionalism.
- (6) Support efforts toward continued economic and social progress.
- (7) Enhance capabilities to combat and defeat drug-related insurgent and terrorist threats.

d. The JIATF-S has the authority and responsibility to conduct CD operations in a JOA covering portions of the USNORTHCOM's AOR. JIATF-S is responsible for D&M of the southern approaches to the US (less Mexico) to 100 nautical miles (nm) from CONUS for aircraft and 12 nm for maritime traffic. This responsibility requires extensive sharing of an aerial and maritime COP, as well as coordinated operations and hand-offs between USSOUTHCOM and USNORTHCOM.

### 4. US Central Command

a. **Missions.** US Central Command conducts operations to attack, disrupt, and defeat terrorism, deter and defeat adversaries, deny access to weapons of mass destruction, assure regional access, strengthen regional stability, build the self-reliance of PNs' security forces, and protect the vital interests of the US within its AOR.

b. **Threat.** Afghanistan produces nearly 90 percent of the world's opium poppy and is the world's largest heroin producing and trafficking country. Trafficking activities include refining and traffic in all forms of unrefined (opium), refined (heroin) and semi-refined (morphine base) opiates. UNODC estimates illicit opium gross domestic product (GDP) at \$2.8 billion for 2005, which indicates that illicit opium GDP accounts for roughly one-third of total GDP. Criminal financiers and illicit drug traffickers exploit the government's weakness and corruption. Reconstruction efforts began in 2002 are

improving Afghanistan's infrastructure, laying the necessary groundwork to combat the cultivation and trafficking of drugs throughout the country.

c. **Strategy.** US Central Command coordinates CD activities to combat illicit drugs flowing from within its AOR. Intelligence developed is shared with various agencies, cooperating friendly nations, and the other CCDRs.

## 5. US European Command

a. **Mission.** US European Command's (USEUCOM's) general mission is to maintain ready forces to conduct the full range of operations unilaterally or in concert with coalition partners; enhance transatlantic security through support of North Atlantic Treaty Organization; promote regional stability; counterterrorism; and advance US interests in the AOR. The CD mission is in support of the national drug control strategy and the Global War on Terrorism and in coordination with US country teams, USEUCOM supports US and PN CD and counterterrorism programs and activities.

b. **Threat.** The primary drug threats are in Africa, the eastern Mediterranean Ocean, the Middle East, and Central and South America. The threats that are particularly noteworthy are an increase of cocaine flow across the Atlantic from South America, an increase in the heroin flow from Afghanistan through Turkey and the Balkans and the use of indigenous grown cannabis sales to support terrorism. Drug use, seizures, and availability continue to increase. The illicit drug trafficking situation continues to worsen as new routes are being developed, new markets and production areas are formed, and borders become more porous. Additionally, several known terrorist organizations use money raised from illegal illicit drug trafficking, either directly or indirectly, to fund their activities. A collateral threat is the growing amount of official corruption within drug trafficking countries resulting in an increase in the probability that these countries could become narco-states and adding to regional instability.

c. **Strategy.** Conduct of CD missions will employ the following strategic goals:

- (1) Conduct CD and counterterrorism activities in priority narcotics areas while building PN capacities to counter the threat.
- (2) Develop CD and counterterrorism intelligence support for USEUCOM AOR.
- (3) Develop the capability to pass CD and counterterrorism information/intelligence between US agencies and PNs.
- (4) Increase support to US and PN DLEAs, and PN military units with CD and counterterrorism responsibilities. Develop and strengthen combatant command, interagency, and international relationships to deconflict and complement CD and counterterrorism efforts in USEUCOM's AOR.

d. JIATF-S executes a substantial portion of USEUCOM's D&M mission. The JIATF-S JOA includes portions of the USEUCOM's operational area. This authority requires extensive sharing of an aerial and maritime COP, as well as coordinated operations and hand-offs between USSOUTHCOM and USEUCOM.

### 6. Other Counterdrug-Related Combatant Commands

a. **US Special Operations Command.** USSOCOM's general mission is to lead, plan, synchronize, and as directed, execute global operations against terrorist networks. USSOCOM trains, organizes, equips, and deploys combat ready SOF to combatant commands. To support CD operations, SOF can operate in a joint, multinational, or multiagency environment. While doing so, they can provide training to vetted PN LEA or military forces. SOF also provides mobile training teams that can be either SA-supported (for PNs), or funded through other means (for LEAs). SOF include elements from Army, Marine Corps, Navy, Air Force units as well as CA and PSYOP units.

b. **US Transportation Command.** USTRANSCOM coordinates transportation requests from DOD, OGAs, and various LEAs. Requests are reviewed to determine which USTRANSCOM component is best suited to fulfill the requirement (sea, air, or land); then the transportation support requirements are passed to the appropriate component command for execution.

## APPENDIX A

### INTERNATIONAL ORGANIZATIONS SUPPORTING THE COUNTERDRUG EFFORT

#### **1. Europol**

a. Established in 1992, Europol is the European Union (EU) law enforcement organization that handles criminal intelligence. Based in The Hague, The Netherlands, Europol's aim is to improve the effectiveness and cooperation between the competent authorities of the now 27 member states in preventing and combating serious international organized crime and to support the law enforcement activities of the member states.

b. Europol focuses mainly against:

- (1) Illegal drug trafficking, which is its original mission.
- (2) Illicit immigration networks.
- (3) Terrorism.
- (4) Illicit vehicle trafficking.
- (5) Trafficking in human beings to include child pornography.
- (6) Forgery of money (counterfeiting the Euro) and other means of payment.
- (7) Money laundering.

This applies where an organized structure is involved and two or more member states are affected.

c. Europol has a Liaison Office in Washington, DC.

d. The Europol Convention states that Europol shall establish and maintain a computerized system allowing the input, access, and analysis of data. The Europol computer system has three principal components:

- (1) An information system.
- (2) An analysis system.
- (3) An index system.

e. Europol has signed bi-lateral agreements with non-EU states and international organizations.

## **2. Maritime Analysis and Operations Center-Narcotics**

- a. The Maritime Analysis and Operations Center-Narcotics (MAOC-N) is a British-French initiative involving the following countries: Ireland, Italy, Spain, The Netherlands, United Kingdom, France, and Portugal. Germany, Denmark, and Belgium have joined as observers. The MAOC-N is headquartered in Lisbon, Portugal.
- b. The object of the participants to the MAOC-N is to cooperate in the suppression of the illicit trafficking by sea and air in the Atlantic European and Western Africa seaboard.
- c. MAOC-N focuses on the following functional areas:
  - (1) Collect and analyze operational information to assist in determining best interdiction outcomes in relation to illicit traffic by sea and air towards the Atlantic European and Western Africa seaboard.
  - (2) Enhance intelligence through the information exchange with participants and, where appropriate, with Europol, which will store and analyze the information.
  - (3) Coordinate the available means of the participants in order to facilitate boarding operations aimed to suppress illicit trafficking by sea or by air.

## **3. The European Monitoring Center for Drugs and Drug Addiction**

The European Monitoring Center for Drugs and Drug Addiction is the central reference point for drug information in the EU. Set up in 1993, and based in Lisbon, its role is to provide the EU and its member states with objective, reliable and comparable information on drugs and drug addiction. It is one of the EU's decentralized agencies.

## **4. The World Customs Organization**

Established in 1952 as the Customs Co-operation Council, and headquartered in Brussels, Belgium, the World Customs Organization (WCO) is an independent intergovernmental body whose mission is to enhance the effectiveness and efficiency of customs administrations. With 169 Member Governments, it is the only intergovernmental worldwide organization competent in customs matters. In order to fulfill this mission, the WCO:

- a. Establishes, maintains, supports, and promotes international instruments for the harmonization and uniform application of simplified and effective customs systems and procedures governing the movement of commodities, people and conveyances across customs frontiers.
- b. Reinforces members' efforts to secure compliance with their legislation, by endeavoring to maximize the level of effectiveness of members' cooperation with each other and with international organizations in order to combat customs and other transnational offences such as illicit drug trafficking, counterfeiting, money laundering, and terrorist financing.

- c. Assists members in their efforts to meet the challenges of the modern business environment and adapt to changing circumstances, by promoting communication and cooperation among members and with other international organizations, and by fostering integrity, human resource development, transparency, improvements in the management and working methods of customs administrations and the sharing of best practices.

## Appendix A

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## APPENDIX B

### PROCEDURES FOR REQUESTING DEPARTMENT OF DEFENSE SUPPORT

#### **1. General**

For current procedures for requesting DOD support, both foreign and domestic, refer to CJCSI 3710.01A, *DOD Counterdrug Support*.

#### **2. Domestic Counterdrug Support**

a. Approval authority for domestic DOD CD support has been delegated to CDRUSNORTHCOM, CDRUSPACOM, and CDRUSSOUTHCOM, or the appropriate state NG CD coordinator.

b. Requests for DOD CD support to federal government departments or agencies must come from the department or agency with official responsibility for CD activities. Requests for support to a state or local government must come from an appropriate official of the state or local agency.

c. Supporting combatant commands and Services will approve the use of their assets in accordance with DOD policy.

#### **3. Foreign Counterdrug Support**

a. Approval authority for CD support outside the US has been delegated to GCCs. With certain specified restrictions, GCCs may conduct planning and coordinating visits to US embassies, provide intelligence analyst support to US ambassadors, provide linguists, conduct training of foreign LEA personnel, and provide transportation support.

b. Requests for support to a foreign LEA must come from a federal government department or agency official who has CD responsibilities. In addition, the request must have the concurrence of the US ambassador of the country in question, as well as an appropriate CD official of that country.

#### **4. Types of Department of Defense Counterdrug Support**

a. **Detection and Monitoring.** GCCs are delegated the authority to conduct D&M missions within their assigned AOR with theater assigned forces. D&M operations are military missions, conducted under the authority of Title 10, USC, to detect and track the aerial and maritime transit of illegal drugs into the US. While not conducted at the request of federal, state, local, and foreign LEAs, independent GCC D&M operations support CD enforcement efforts.

b. **Support requested by LEAs.** Support provided to LEAs by or involving DOD personnel in connection with CD missions include the following categories. All of these activities are subject to

## Appendix B

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specific provisions of US law/DOD regulations, and some require explicit approval by designated officials:

- (1) Equipment maintenance.
- (2) Transportation support.
- (3) Establishment or operation of bases or training facilities.
- (4) CD-related training of LEA personnel.
- (5) Detect, monitor, and communicate the movement of air, sea, and surface traffic detected outside US borders for up to 25 miles within US borders.
- (6) Engineering support at US borders.
- (7) Communication system and network support.
- (8) Linguist support.
- (9) Intelligence analyst support.
- (10) Aerial and ground reconnaissance support.
- (11) Diver support.
- (12) Tunnel detection support.
- (13) Use of military vessels for LEA operating bases.
- (14) Technology demonstrations.

**APPENDIX C**  
**COUNTERDRUG ORGANIZATIONS**

COUNTERDRUG ORGANIZATIONS							
ORGANIZATIONS	CRIMINAL JUSTICE	DRUG TREATMENT	EDUC. CMTY ACTION; WORKPLACE	INTERNT'L INITIATIVES	DRUG INTERDICTIONS	RESEARCH & DEVEL	INTEL & INFO MGT
EXEC OFC PRES-NSC	P	P	P	P	P	P	P
EXEC OFC PRES-ONDCP	P	P	P	M	S	S	S
DOD	A	A	A	A	L(3) & M(3)	S	S(1), M(3)
DHS							
-CBP	M	-	A	A	M(4)	-	A
-USCG	L(1), M(2)	-	A	S	L(4) & (5)	-	M
-ICE	M	-	A	A	M(4)	-	A
-SECRET SERVICE	S	-	A	A	A	-	A
-TSA	S	-	A	A	S	-	-
DOJ							
-DEA	L(1), M(2)	-	A	M	M	-	L
-FBI	L(1), M(2)	-	A	S	S	-	M
-US ATTORNEYS	L(1), M(1)	-	A	L(2)	S	-	M
-US MARSHALS SERV	S	-	A	S	S	-	A
-BUREAU OF PRISONS	S	A	A	-	-	-	A
-INTERPOL - US	S	-	A	M	S	-	S
DOT - FAA	S	-	A	A	S	-	M

Figure C-1. Counterdrug Organizations

COUNTERDRUG ORGANIZATIONS (cont'd)							
ORGANIZATIONS	CRIMINAL JUSTICE	DRUG TREATMENT	EDUC. CMTY ACTION; WORKPLACE	INTERNT'L INITIATIVES	DRUG INTERDICTIONS	RESEARCH & DEVEL	INTEL & INFO MGT
DOS - INL	A	-	A	L	A	-	A
-AID	-	A	A	M	-	-	-
-COUNTRY TEAMS	A	-	A	M	S	-	S
-US INFO AGENCY	-	-	S	S	-	-	-
<b>TREASURY</b>							
-IRS	S	-	A	A	S	-	A
-ATF	S	-	A	A	S	-	A
<b>AGRIC - US FOREST SERV</b>	A	-	A	-	S	-	A
<b>INTERIOR</b>							
-BIA (INDIAN AFFAIRS)	-	-	A	-	A	-	A
-BLM (LAND MGMT)	-	-	A	-	A	-	A
-NPS (PARK SVC)	A	-	A	-	S	-	A
<b>EDUCATION DEPT</b>	A	M	M	-	-	S	A
<b>HEALTH &amp; HUMAN SVC</b>	-	L	M	A	-	M	A
<b>COMPOSITE/REGN'Ls</b>							
-HDTAs	M	-	A	S	M	-	S
-OCDETs	M(1) & (2)	-	A	L(2)	A	-	M(2)
-PROJECT NORTH STAR	M(1)	-	A	M	M	-	S
<b>STATE - NG (STATE)</b>	S	-	A	-	M	-	S

Figure C-1. Counterdrug Organizations (cont'd)

<b>COUNTERDRUG ORGANIZATIONS (cont'd)</b>							
ORGANIZATIONS	CRIMINAL JUSTICE	DRUG TREATMENT	EDUC. CMTY ACTION; WORKPLACE	INTERNT'L INITIATIVES	DRUG INTERDICTIONS	RESEARCH & DEVEL	INTEL & INFO MGT
<b>INTERNATIONAL COUNTERDRUG ORGANIZATIONS</b>							
<b>INTERPOL</b>							
Located in Lyon, France; focuses mainly on illegal drugs, money laundering and terrorism. Has Washington, DC office. <a href="http://www.interpol.int/">http://www.interpol.int/</a>							
<b>EUROPOL</b>							
Located in The Hague, The Netherlands; focuses mainly on illegal drugs, money laundering and terrorism. <a href="http://www.europol.europa.eu/">http://www.europol.europa.eu/</a>							
<b>MARITIME ANALYSIS AND OPERATIONS CENTER-NARCOTICS</b>							
Opens April, 2007 in Lisbon, Portugal and focuses on illegal drugs suppression in the Atlantic European and Western Africa seaboard.							
<b>WORLD CUSTOMS ORGANIZATION</b>							
Located in Brussels, Belgium; focuses on customs administration and enforcement for its 169 member countries. <a href="http://www.wcoomd.org/ie/En/en.html">http://www.wcoomd.org/ie/En/en.html</a>							

Figure C-1. Counterdrug Organizations (cont'd)

COUNTERDRUG ORGANIZATIONS (cont'd)		
<p>A = ANCILLARY ROLE          AGRIC = DEPARTMENT OF AGRICULTURE          ATF = BUREAU OF ALCOHOL, TOBACCO,          AND FIREARMS          BIA = BUREAU OF INDIAN AFFAIRS          BLM = BUREAU OF LAND MANAGEMENT          CBP = CUSTOMS AND BORDER          PROTECTION          CMTY = COMMUNITY          DEA = DRUG ENFORCEMENT          ADMINISTRATION          DEPT = DEPARTMENT          DEVEL = DEVELOPMENT          DHS = DEPARTMENT OF HOMELAND          SECURITY          DOD = DEPARTMENT OF DEFENSE          DOJ = DEPARTMENT OF JUSTICE          DOS = DEPARTMENT OF STATE          DOT = DEPARTMENT OF TRANSPORTATION          EDUC = EDUCATION          EXEC = EXECUTIVE          FAA = FEDERAL AVIATION ADMINISTRATION          FBI = FEDERAL BUREAU OF INVESTIGATION          HDTA = HIGH DRUG TRAFFICKING AREA</p>	<p>IRS = INTERNAL REVENUE SERVICE          ICE = IMMIGRATION AND CUSTOMS          ENFORCEMENT          INFO = INFORMATION          INL = BUREAU FOR INTERNATIONAL NARCOTICS          AND LAW ENFORCEMENT AFFAIRS          INTEL = INTELLIGENCE          INTERNT'L = INTERNATIONALL = LEAD          AGENCY &amp; MAJOR RESPONSIBILITIES          L(1) = LEAD AGENCY - INVESTIGATIONS          L(2) = LEAD AGENCY - PROSECUTIONS          L(3) = LEAD AGENCY - DETECTION &amp;          MONITORING          L(4) = SHARED LEAD AGENCY - AIR          INTERDICTION          L(5) = LEAD AGENCY - MARITIME INTERDICTION          L(6) = LEAD AGENCY - LAND INTERDICTION</p>	<p>M = MAJOR RESPONSIBILITIES          M(1) = MAJOR RESPON - INVESTIGATIONS          M(2) = MAJOR RESPON - PROSECUTIONS          M(3) = MAJOR RESPON -C3          M(4) = PRIMARY AGENCY - BORDER          INTERDICTION          MGT = MANAGEMENT          NG = NATIONAL GUARD          NPS = NATIONAL PARK SERVICE          NSC = NATIONAL SECURITY COUNCIL          OCDET = ORGANIZED CRIME DRUG          ENFORCEMENT TASK FORCE          ONDCP = OFFICE OF NATIONAL DRUG POLICY          P = POLICY GUIDANCE          PRES = PRESIDENT          REGN'L = REGIONAL          S = SIGNIFICANT SUPPORT ROLE          S(1) = SIGNIF SPT ROLE - INTELLIGENCE          SERV/SVC = SERVICE          TSA = TRANSPORTATION SECURITY          ADMINISTRATION          USAID = US AGENCY FOR INTERNATIONAL          DEVELOPMENT          USCG = US COAST GUARD</p>

Figure C-1. Counterdrug Organizations (cont'd)

## APPENDIX D

### COUNTERDRUG PLANS, REPORTING, AND SECURITY CLASSIFICATIONS

#### **PART I PLAN FORMAT**

(SECURITY CLASSIFICATION)

Copy No.	Issuing Headquarters	Place of Issue	Date/Time Group of
			Signature

COUNTERDRUG PLAN: (NUMBER or CODE NAME) References: Maps, charts, and other relevant documents.

#### **1. Situation**

Briefly describe the situation that the plan addresses.

a. **Strategic Guidance.** Provide a summary of directives, letters of instructions, memoranda, and strategic plans, including plans from higher authority, that apply to the plan:

- (1) Relate the strategic direction to the local situation.
- (2) List strategic objectives and tasks assigned.
- (3) Constraints: List actions that are required or prohibited by higher authority (rules of engagement, rules for the use of force, legal, jurisdictional).

b. **Criminal Forces (Threat).** Provide a summary of intelligence data:

- (1) Composition, location, disposition, weapons or other armament, equipment movements, and strengths of drug traffickers that could influence the strategic situation.
- (2) Strategic concept. Describe the intentions of the criminal forces.
- (3) Major objectives.
- (4) Idiosyncrasies and operating patterns of key personalities and organizations.
- (5) Operational and sustainment capabilities.
- (6) Centers of gravity (describe the main source of power).

(7) Critical vulnerabilities.

c. **Friendly Forces.** Identify and describe friendly LEAs or supporting military forces that may directly affect the operation:

(1) Mission and intent of higher, adjacent, and supporting US forces.

(2) Mission and intent of higher, adjacent, and supporting foreign forces.

d. **Assumptions.** State the assumptions that are applicable to the plan as a whole.

e. **Legal Considerations**

### 2. Mission

The mission statement should be a clear, concise statement of the task or tasks to be accomplished by the friendly forces and the purpose of the operation. The mission statement should be stated in terms of the WHO, WHAT, WHEN, WHERE, and WHY of the operation.

### 3. Execution

a. **Overall Concept.** State the broad concept (how) for the deployment, employment, and sustainment of participating elements during the operation as a whole:

(1) Area organization (where will each organization operate).

(2) Objectives of the overall plan.

(3) Description of the phases or the major events of the plan (EXAMPLES: Phase I Deploy, Phase II; Execute, Phase III Redeploy) and the desired end states.

(4) Timing. Indicate the expected time periods of each phase. (EXAMPLES: Phase I, D-Day, D+45, or Phase I, March 29-May 15).

b. **Phase I (Timing for Phase)**

(1) **Operational Concept.** How participating organizations and supporting activities accomplish the objectives of this phase. Include operational objectives and detailed scheme of operations (actions) for the phase. Indicate lead and supporting LEAs required to do the job. Consider the role of supporting DOD forces and PN LEAs.

(2) **Tasks** of LEAs and other units participating in this phase (list each organization separately and list its tasks for this phase).

(3) **Forces Held in Reserve.** Location and composition. Explain any “be prepared” missions.

(4) **OPSEC.** State the critical information to be protected; outline a concept of OPSEC measures; list intelligence, CI, operational reports, and security monitoring feedback requirements; and indicate tasks to execute the concept. Indicate how the presence of foreign LEAs, if any, affects the OPSEC plan.

(5) **Deception.** The purpose of deception is to induce enemy decision makers to take operational or tactical actions that are favorable to friendly objectives and exploitable by friendly forces. This paragraph should outline a concept of deception actions to induce adversaries to derive the desired appreciation and a supporting OPSEC concept. Also list intelligence, CI, operational reports, and security monitoring feedback requirements; and indicate the tasks to execute the concept. Again, the presence of foreign LEAs should be considered in crafting the deception plan.

(6) **Psychological Operations.** Describe any PSYOP that might support the strategic objectives (outside the US homeland).

c. **Phases II through Subsequent Phases.** Cite information as stated in subparagraph 3b above for each of the subsequent phases. Provide a separate phase for each step that may require a major reorganization of forces or another significant action.

d. **Coordinating Instructions.** General instructions applicable to two or more phases or multiple elements of the organization should be stated here.

#### 4. Administration and Logistics

Draft a brief, broad paragraph describing how supplies, services, and other support will be provided. State the overall logistic goals and priorities.

a. **Phase I** (Timing-same as Paragraph 3). Consider providing the following information:

(1) Logistic goals and priorities for this phase of the plan.

(2) Supply aspects (include role of each LEA in providing supplies; consider any foreign participating LEAs).

(3) Base development (develop a base from which to provide supplies and services if required).

(4) Transportation. Include procedures for the detainment, security, and transportation of vessels, aircraft, contraband, crewmembers and other detainees captured during the operation.

(5) Maintenance of equipment.

- (6) Medical services.
  - (7) Personnel (common procedure for manning, replacements, manpower management, personnel accounting and reporting, casualty reporting, and other relevant issues).
  - (8) Administration (describe any administrative management procedures which impact on the plan).
- b. **Phases II through Subsequent Phases.** Cite information stated in subparagraph 4a above for each subsequent phase.

### 5. Command and Communications

- a. **Command Relationships.** If using a lead agency concept, state the lead agency by phase. Give an overview of the command and coordination relationships for the entire plan, or for each phase, as appropriate. Indicate any shifts of command or lead agency contemplated during the plan, indicating the timing of the expected shift. These changes should be consistent with the operational phasing in paragraph 3. Give the location of commander and command posts. Provide information on succession procedures to be used if the commander or lead agency is out of action.
- b. **Communications.** Provide a brief but comprehensive communications plan. (The communications plan may be contained in an annex.) Include the time zone or zones to be used; rendezvous, recognition, and identification instructions; and plans for using radio, telephone, and computer networks.

ANNEXES: As required

DISTRIBUTION:

(SECURITY CLASSIFICATION)

## PART II REPORTS

### 1. General

Reports and reporting procedures standardize the flow of information needed to manage the CD effort. This appendix provides information concerning report types and reporting procedures.

### 2. Types of Reports

- a. **Spot Reports.** Spot (or law enforcement Alpha) reports inform designated organizations of emergent activities as quickly as possible in order to facilitate decision-making. Information regarding a high interest vessel, its location, current physical description, and activities are important to operational and tactical commanders to determine a proper and efficient response based on a complete description of the on-scene situation. This is information that cannot be

held until the next regular summary report and should lead to the generation of a spot report. Information contained in spot reports may be abbreviated and included in summary reports.

b. **Ad Hoc Reports.** Less formal, non-routine reports are sometimes generated for quick tactical analytical or coordination purposes and may be sent by telephone, operator notes, or record messages.

c. **Serious Incident Reports (SIRs).** A SIR should be sent in the event of the death or serious injury of a civilian or military participant in CD operations.

d. **After-Action Reports.** CCDRs and other DOD organizations involved in CD operations should submit after-action reports in accordance with the provisions of CJCSI 3150.25, *Joint After-Action Reporting System*.

### **3. Track of Interest Reporting Procedures**

Within DOD, drug-related track of interest (TOI) are entered into the Global Command and Control System (GCCS), using a naming convention that identifies them as such, and become part of the COP. Regional coordinators (JIATF-S, JTF-N, or USNORTHCOM) assign the track identifier. The track identifier does not change if the TOI moves through different regions.

### **4. Security Classifications**

#### **a. General**

(1) This section addresses requirements for marking information used to support the CD mission. CJCSM 3701.01 (series), *Classification Guide for Counterdrug Information*, should be consulted for detailed, authoritative guidance.

(2) CJCSM 3701.01 provides instructions and guidance on the classification, protection, marking, and handling of information involved in the joint CD program. Enclosures also provide guidance on marking and classifying information pertaining to CD operations, and guidance on marking and classifying information considered to be derived from CD intelligence as well as CD operations. Use of CJCSM 3701.01 will limit the tendency to incorporate LEA unclassified sensitive information into DOD products at classifications up to SECRET. The DOD goal is to provide information and intelligence to LEA at unclassified levels, when possible. DOD components will not upgrade classification of LEA information merely because it is included in a classified DOD intelligence product.

#### **b. Classification Systems**

##### **(1) LEA Markings - LEA SENSITIVE**

(a) Information and material involving DOD support to domestic DLEA are considered FOR OFFICIAL USE ONLY (FOUO) unless a requesting LEA requires that the

information be protected and marked as LEA SENSITIVE. To the maximum extent possible, transmit LEA SENSITIVE information via secure means and store it in a locked container. LEA SENSITIVE information should be disseminated when the need-to-know of the recipient has been established and shredded when it is no longer required. LEA SENSITIVE information may be processed on unclassified computers and local area networks, as long as it will not be accessible via the Internet. The treatment of LEA SENSITIVE information within DOD channels is not meant to prevent its exchange between DOD units and the originating LEA. If the originating LEA does not have secure storage or transmission capabilities, LEA SENSITIVE information may be transmitted over nonsecure facsimile machines and stored in locked containers. Within DOD documents, each page, paragraph, and section will be marked in accordance with DOD 5200.1-R, *Information Security Program Regulation*.

(b) Information on joint CD operations within the US is generally considered as UNCLASSIFIED, but may be marked LEA SENSITIVE, as determined by the originating agency.

(c) During initial coordination with a supported LEA, efforts will be made to determine if a specific CD support operation requires protection. If an operation involves support to a sensitive law enforcement investigation, the requesting law enforcement agent can request the operation be safeguarded as LEA SENSITIVE. When an operation is determined to be LEA SENSITIVE, the requesting law enforcement agent must also provide a date after which the information will no longer require protection. Operation and execute orders will indicate the name of the law enforcement agent and a date after which the information will no longer require protection.

(2) **DOD Markings.** Information that requires protection against unauthorized disclosure in the interests of national security must be marked with one of three classification markings: TOP SECRET, SECRET, or CONFIDENTIAL. FOUO must not be used to identify classified information. Information marked TOP SECRET, if subjected to unauthorized disclosure, could reasonably be expected to cause exceptionally grave damage to national security. SECRET information, if subjected to unauthorized disclosure, could reasonably be expected to cause serious damage to national security. Information marked CONFIDENTIAL, if disclosed without proper authorization, could reasonably be expected to cause damage to national security. DODD 5200.1-R is the basic reference for classification purposes.

(3) **Other DOD Control Markings.** Other DOD control markings, known as caveats, are:

(a) **ORIGINATOR CONTROLLED (ORCON).** ORCON is used with a security classification to allow the originator to maintain knowledge and control over the use and dissemination of the information. The marking is used only for information that clearly identifies, or would reasonably permit ready identification of intelligence sources or methods that are susceptible to countermeasures. ORCON is the most restrictive marking in CJCSM 3701.01. It may not be disseminated beyond the headquarters elements of recipient organizations, nor may

it be incorporated, in whole or in part, into other reports or briefings (other than those by and for the recipient) without the express permission of the originator.

(b) CAUTION — PROPRIETARY INFORMATION INVOLVED (PROPIN). PROPIN is used, with or without a security classification, to identify information provided by a commercial firm or private source. An expressed or implied understanding exists that the information will be protected as a trade secret or proprietary data believed to have actual or potential value. Information bearing this marking will not be disseminated without the permission of the originator in any form to any individual, organization, or foreign government that has interests, actual or potential, in competition with the source of the information. The marking may be abbreviated as PROPIN or PR.

(c) REL. (AUTHORIZED FOR RELEASE TO [name of country or countries/ intergovernmental organization(s)]). This marking is used to identify intelligence that an originator has predetermined to be releasable, or has been released to a foreign country or countries or intergovernmental organizations. Release must be made through established foreign disclosure procedures and channels. No other foreign dissemination of the material is authorized, in any form, without the permission of the originator.

## Appendix D

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## APPENDIX E INTELLIGENCE SUPPORT ORGANIZATIONS

### 1. General

- a. A coordinated, interagency campaign such as CD operations requires a cooperative approach to intelligence. As the national drug control effort has evolved, an increasing number of intelligence functions and activities have been established to support CD operations. Existing drug intelligence capabilities have been improved and extensive DOD and foreign intelligence resources have been brought to bear on the problem.
- b. DOD components and many LEAs have internal intelligence components that are structured and authorized to support their own missions and operations. There are also a number of national, theater, and law enforcement intelligence analysis centers with CD missions. Familiarity with these organizations is useful to understanding how intelligence support is provided to operators, planners, and policymakers. The principal CD intelligence organizations are described below.

### 2. National-Level Intelligence Organizations and Centers

a. **National Geospatial-Intelligence Agency.** NGA is a combat support agency as well as a national intelligence organization. NGA is the primary source for GEOINT analysis and products at the national level. GEOINT is the exploitation and analysis of imagery and geospatial information to describe, assess, and visually depict physical features and geographically referenced activities on the Earth. In addition to the GEOINT support identified in JP 2-03, *Geospatial Intelligence Support to Joint Operations*, NGA's mission supports national and homeland security, defense policy and force structure, and advanced weapons and systems development. Since NGA disseminates data and makes it available in repositories, GEOINT-trained personnel throughout much of the IC, including military intelligence personnel in the field, can access the data to develop their own GEOINT analysis and products. NGA works with commercial imagery vendors to procure diverse, unclassified imagery to better support its customers. This effort facilitates NGA's support to and collaborative efforts with allies and coalition partners, other IC agencies, DOD organizations, and other civil and government entities. NGA also provides GEOINT strategic workforce planning and specific training for general and specialized tradecraft skills through the National Geospatial-Intelligence College.

(1) Additionally, NGA can provide support with the Domestic Mobile Integrated Geospatial-Intelligence System (DMIGS). DMIGS represents the latest of NGA's technologies designed to support domestic requirements. Since Hurricane Andrew in 1992, demands to support federal emergency response community requirements have continued to increase. The capabilities provided by NGA's DMIGS provide multi-faceted, geospatial intelligence support directly to on-site first responders and national decision makers.

(2) DMIGS is a mobile, self-contained vehicle that integrates geospatial intelligence analysis hardware and software with a robust communication system, enabling deployed analysts

to receive and send data instantaneously to NGA facilities, allowing other NGA analysts to collaborate remotely on analysis and products. The DMIGS allows NGA analysts to work directly at the site of the crisis or special event and provide time critical information on demand. DMIGS supports federal, state, and local government agency requirements.

b. **Crime and Narcotics Center (CNC).** The CNC was established by the Director of the Central Intelligence Agency to render analytical and operational support to the national CD effort. Its mission is to collect and analyze information on international CD trafficking and organized crime for policymakers and the law enforcement community. Strategic analysts focus on long-term trends and keep US policymakers up-to-speed on fast-breaking events. Targeting analysts use sophisticated tools to identify key individuals, organizations, trends, and components in criminal organizations. Operational support specialists and program managers provide fast-paced operational research, management, and support to colleagues overseas. The CNC is located at Central Intelligence Agency Headquarters in Langley, Virginia.

c. **Defense Intelligence Agency.** DIA provides timely, objective, and cogent military intelligence to warfighters, defense planners, and defense and national security policymakers.

(1) **DIA's Counter-Narcotics Trafficking Office** produces all-source intelligence analysis on worldwide drug issues, including DTOs, drug flow trends, and CD forces, policies, strategies, and performance. The office provides operational CD intelligence support to DOD elements performing drug D&M missions and to federal LEAs involved in interdiction operations. Other functional responsibilities include monitoring and supervising the accomplishment of all CD intelligence requirements; managing DOD support to the CD community's Dragon Eye document exploitation program; coordinating interagency assessment of cocaine movement; and providing functional oversight for CD collection management.

(2) **US defense attaché offices** are located within most embassies worldwide. The attaches within these offices provide valuable information on current IC collection requirements, including CD requirements. They also serve as the US military liaisons to their HN counterparts.

d. **Department of Homeland Security.** The Office of Intelligence and Analysis (I&A) provides national level intelligence support to DHS, as well as to state, local, and tribal governments and the private sector. I&A also serves as the primary interface between state, local, and tribal governments and the private sector and the national IC. In addition, I&A provides direct intelligence support to the Border Security Initiative, including CD intelligence.

e. **National Maritime Intelligence Center (NMIC).** The NMIC is a maritime service activity involving the USN, the US Marine Corps, and the USCG that provides traditional intelligence support for joint expeditionary warfare. To better support the National Strategy for Maritime Security, the NMIC now devotes an increased effort to nontraditional maritime intelligence missions that include: an expanded reporting and analysis of merchant ship activity linked to maritime aspects of weaponry and technology proliferation; counternarcotics activity; and support to efforts to enforce environmental treaties protecting vital ocean resources.

f. **Office of Naval Intelligence (ONI).** Since 1991, ONI has maintained a dedicated counter-trafficking division to provide tailored, maritime-focused intelligence and lead information to meet DOD, drug and law enforcement agencies and national agency customer requirements. This division develops unique maritime-focused tactical and strategic intelligence products that support DOD's principal CD missions of detection, monitoring and interdiction. ONI maintains national merchant and fishing vessel characteristics and performance movement databases and files for vessels less than 100 gross tons associated with illicit activity and supports the National Strategy for Maritime Security via the Global Maritime Intelligence Integration plan in order to achieve global maritime domain awareness.

g. **National Security Agency.** NSA provides intelligence, secure communications, and computer security advice to authorized military and drug LEAs. NSA headquarters is located at Fort George G. Meade, Maryland.

### 3. Theater Intelligence Centers

a. **Joint Intelligence Operations Center, Pacific (JIOPAC).** The JIOPAC is a joint military intelligence center responsible for theater intelligence support within the USPACOM AOR. It provides all-source operational intelligence to USPACOM, its Military Service components, and JIATF-W. JIOPAC is located at Makalapa Compound, US Navy Base, Pearl Harbor, HI.

b. **Joint Intelligence Operations Center, South (JIOC-SOUTH).** The JIOC-SOUTH is a joint military intelligence center, located in Miami, Florida, responsible for theater intelligence support within the USSOUTHCOM AOR. It provides all-source operational intelligence to USSOUTHCOM, its military Service components, and JIATF-S.

c. Other unified and major commands involved with CD efforts will also leverage their respective joint intelligence operation centers for intelligence support. This support will be linked to the CD effort specific to the architecture in place for the command.

### 4. Joint and Interagency Support

a. The OCDETF Operation Panama Express is a continuing criminal investigation of cocaine trafficking and transportation organizations that operate out of Colombia, Ecuador, Peru, and Venezuela in South America; Panama, Costa Rica, Honduras, Nicaragua, and Guatemala in Central America; and Jamaica in the Caribbean. The operation is divided into two task forces with distinct responsibilities. Panama Express South focuses on maritime cocaine trafficking that transits the Eastern Pacific Ocean. Panama Express North concentrates on cocaine trafficking that transits the Caribbean Sea. Both of the Panama Express task forces provide tactically actionable intelligence to the JIATF-S and the entire CD community.

b. USSOUTHCOM, USPACOM, and USNORTHCOM oversee regional JIATFs and JTFs that conduct CD operations within their respective AORs. Intelligence directorates within each

## Appendix E

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JIATF and JTF are the focal points for tactical and operational intelligence support for DOD and LEA CD operations within the AOR.

(1) **JIATF-S (USSOUTHCOM).** The JIATF-S J-2 maintains a 24-hour intelligence watch in the joint operations command center, which provides real-time tactical intelligence to both DOD- and LEA-deployed D&M assets. The JIATF-S J-2 also operates an intelligence fusion center that provides indications and warning (predictive) and targeting intelligence in support of DOD D&M and LEA interdiction operations in the transit zone of the USSOUTHCOM AOR. JIATF-S is located in Key West, Florida.

(2) **JIATF-W (USPACOM).** The JIATF-W J-2 conducts intelligence activities to promote interagency intelligence fusion, PN capacity development, and support to law enforcement. The J-2 is the JIATF-W focal point in the identification of key DTO and TNCOs engaged in drug-related activities throughout the USPACOM AOR. In addition, the J-2 identifies DTO and TNCO vulnerabilities to assist US LEA in targeting them for disruption and dismantlement. JIATF-W is located at Camp H.M. Smith, HI.

(3) **JTF-N (USNORTHCOM)** is tasked with supporting CD land operations in North America. The JTF-N J-2 operates a joint tactical intelligence center that provides all-source tactical and operational intelligence to LEA, the DOD, and NG elements. JTF-N is located at Fort Bliss in El Paso, Texas. JTF-N provides personnel to work in JIATF-S's support Information Analysis Center at the US Embassy Mexico City and other locations in Mexico.

(4) **Tactical analysis teams (TATs).** As part of the ambassador's country team, where assigned, TATs are the focal point of DOD CD intelligence support to the country team and PN CD forces. Their mission is to support the US country team and PN CD operations by providing tactical intelligence advice and assistance, targeting support, collection management, automated data processing (ADP) support (including database management) and signals intelligence advice and assistance. TATs further assist the DEA by producing all-source intelligence analysis. TATs provide a direct link between the CD team operating within the PN and the D&M capability of DOD.

## 5. Law Enforcement Intelligence Organizations

a. **Drug Enforcement Administration, Office of Intelligence.** The DEA Office of Intelligence has both strategic and tactical intelligence capability, providing direct analytical support to DEA enforcement operations.

(1) DEA intelligence analysts are assigned to field division offices, selected domestic offices, and several foreign offices. These personnel support investigations, conduct strategic studies, and provide other intelligence services to DEA operations.

(2) **El Paso Intelligence Center.** DEA established EPIC to provide operational and tactical drug interdiction intelligence to the law enforcement community. Its primary mission is to provide tactical support to federal, state, and local LEAs in areas that relate to trafficking in drugs, weapons, and aliens. Surveillance and interdiction operations against drug shipments into the US

are also supported by EPIC. It has its own proprietary database as well as access to a variety of other law enforcement databases, thus functioning as a clearinghouse and conduit for law enforcement information. Only accredited representatives of state police agencies can access the EPIC database directly.

b. **US Coast Guard.** The USCG operates several intelligence centers that have CD missions.

(1) **USCG Intelligence Coordination Center (ICC).** The ICC supports USCG CD programs with long-range, strategic, and operational intelligence production. It is the USCG's principal intelligence liaison element with other national and law enforcement intelligence centers. It is located at the National Maritime Intelligence Center in Suitland, Maryland.

(2) **USCG Atlantic Area and Pacific Area Intelligence Staffs.** These intelligence nodes provide operational intelligence support to CD detection, monitoring, and interdiction operations in their respective operational areas. They are located in Virginia Beach, Virginia, and Alameda, California.

(3) **USCG Atlantic Area and Pacific Area Maritime Intelligence Fusion Centers.** The maritime intelligence fusion centers are responsible for collecting and fusing intelligence information from multiple sources and providing actionable (timely, accurate and relevant) intelligence to USCG operational and tactical commanders in support of all mission areas within their respective geographic areas of operations. They complement the ICC's strategic focus and support district intelligence offices, sector intelligence officers, and command intelligence officers' (CIOs') efforts, with the ultimate goal to support the National Strategy for Homeland Security.

(4) **USCG District Intelligence Branches.** Intelligence nodes located at district headquarters serve as intelligence "pipelines" between area intelligence centers and operational commands and units.

(5) **USCG Fleet Intelligence Support Teams (FISTs).** FISTs serve as the USCG's primary law enforcement intelligence field collectors supporting operational commanders and national decision makers and are located in 30 domestic ports. The primary effort of FISTs is to support USCG operational commanders' intelligence requirements through collection and reporting; secondary duties include liaison with other port partners at the federal, state, local, tribal, and industry levels as appropriate.

(6) **USCG Sector Intelligence Officers.** Serving under the supervision of the deputy sector commander, the sector intelligence officer is the primary intelligence advisor to the sector commander and is responsible for defining and meeting the commander's information needs.

(7) **USCG Command Intelligence Officers.** Serving in the capacity as a collateral duty, the CIO is responsible for the full spectrum of intelligence within the command. These responsibilities include overt collecting and reporting of intelligence information and liaison with adjacent intelligence and law enforcement officials. Additionally, the CIO is responsible for providing preoperational intelligence to increase operational excellence and provide necessary support to force protection.

(8) **Maritime Intelligence Center (MARINCEN).** The Seventh Coast Guard District operates a major intelligence center in its Miami, Florida headquarters. It is manned by USCG personnel with liaison personnel from CBP and DEA. The MARINCEN serves as a fusion center for current, all-source tactical CD intelligence that is provided to the DOD and LEA operational units.

c. **Customs and Border Protection.** The US CBP operates two intelligence centers that have CD missions.

(1) **Customs and Border Protection, Office of Intelligence.** The CBP office of intelligence (OI) is responsible for supporting the investigation and inspection requirements of the agency. The OI produces operational and tactical intelligence that supports CBP CD interdiction and apprehension efforts.

(2) **Border Patrol Field Intelligence Center (BORFIC).** BORFIC conducts all-source intelligence operations, both within and beyond our national borders, to support the field with actionable, tactical, operational, and strategic intelligence to predict, detect, deter, and interdict terrorists, terrorist weapons, and traffickers of contraband and human cargo entering the US.

(a) BORFIC is responsible for providing daily reports to Border Patrol Headquarters and field managers throughout the US, as well as daily summaries of all intelligence reports, requests for information in support of CBP and the Office of Border Patrol, and other agencies.

(b) BORFIC coordinates intelligence information from a variety of sources. By placing senior intelligence agents directly with these agencies, BORFIC is able to gather information and disseminate it more quickly to the field for immediate use.

## APPENDIX F PUBLIC AFFAIRS

### **1. General**

This appendix provides guidance for DOD public affairs (PA) support for CD operations. As a matter of policy, and consistent with the security requirements necessary to minimize operational risks, DOD PA efforts should keep DOD personnel and the public informed about its CD mission. Well-coordinated command messages and effectively executed PA plans minimize risks associated with the release of sensitive information or misinformation about CD operations. Communication activities should be fully integrated in command operational planning and execution processes, so there is consistency in intent or effect between command actions and information disseminated about those actions. While audiences and intent may at times differ, the lead federal agency, through the strategic communication (SC) process, should ensure planning for PA is coordinated to make certain consistent themes and messages are communicated that support the overall USG SC objectives.

### **2. Organization**

The Office of the Assistant Secretary of Defense (Public Affairs) (OASD[PA]) provides overall PA guidance for CD operations and coordinates DOD PA actions affecting other countries and international organizations. Close coordination must be maintained at all levels with the US embassy concerned when operating in HNs. At the local and regional level, CD JIATF or JTF PA offices (or their equivalents) will coordinate PA actions with the appropriate CCDR PA offices, which will in turn maintain contact with their OASD(PA) counterparts.

### **3. Guidance**

The following guidance is provided for CD operations:

- a. OASD(PA) must approve all invitations for news media to participate with operational CD missions.
- b. Requests received by Service component PA organizations should be referred to the appropriate combatant command PA office to develop the request for approval consideration by OASD(PA).
- c. For specific CD deployments requiring CJCS deployment orders, the supported CCDR proposes specific PA guidance as part of the request for deployment order. Topics to be covered include:
  - (1) Proposed public announcement of deployment.
  - (2) Proposed questions and answers.

- (3) PA point of contact and phone number at all levels in the chain of command.
- d. All PA actions will be in accordance with applicable DOD and CCDR directives, unless specifically stated otherwise.
- e. Specific units participating in CD operations should not be identified.
- f. The agency or organization that actually accomplishes the seizure or arrest will normally make the announcement of the investigation, seizure, or arrest. Such announcements will indicate that the operation was a “coordinated federal effort” and will list participation of the agencies, units, and organizations following coordination with each. DOD components should not unilaterally make announcements of investigations, seizures, or arrests. PA officers from the various agencies that make up the JIATF and other federal agency PA officers must make a concerted effort to work together and create joint communications plans designed to keep the media and American public informed about the current state of the CD mission. In the event of a conflict between lead agency and public affairs doctrine, PA officers should defer to the policies of the designated “lead” agency, or agency that made the arrest and seizure.
- g. Certain training mission activities may be covered by the media. Media requests to cover training activities should be referred to the appropriate commander’s public affairs office (PAO). Prior to coverage, the PAO should coordinate with other agencies involved and address any existing security considerations.
- h. Interviews with the media may be granted by the supported CCDR or a subordinate JFC when the following criteria are met:
- (1) All interviews should be with the commander or his designated representative.
  - (2) All interviews should be on the record.
  - (3) Interviewees should discuss information within their personal purviews and experience. The discussion of additional subjects should be in accordance with published guidance.
  - (4) OPSEC requirements should be met.
  - (5) The commander’s PAO should be included in the planning and conduct of all interviews.
  - (6) Interviewees should not answer hypothetical questions and should not comment on matters pertaining to other US federal, state, and local organizations and agencies or the military, police, or security forces of other nations.
  - (7) A summary of controversial interview discussions and notification of interview results that might require OASD(PA) response should be provided through appropriate command channels to OASD(PA).

- i. DOD components should not release information about investigations, seizures, or arrests prior to the announcement by the agency or organization that actually made the seizure or arrest. After the initial announcement, release of information will be coordinated with OASD(PA) through the chain of command.
- j. Release of information concerning accidents and incidents involving DOD units participating in CD operations should be coordinated through the supported CCDR joint interagency task force PA officer, and OASD(PA).
- k. Joint press conferences may be organized by federal, state, and local LEAs following a drug seizure or arrest where the DOD was involved. Criteria for participation in such a press conference are the same as that for interviews listed in para 3h.
- l. Internal release of information must be subject to the same strict guidelines as material being considered for public release. Moreover, videotape that is initially shot for internal use must be cleared by the US attorney handling the case, if it is later decided to publicly release the tape or tapes. Videotapes are considered evidence by the US attorney.

## Appendix F

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## APPENDIX G

### LAW ENFORCEMENT DETACHMENTS

#### **1. General**

USN ships contribute significantly to the D&M phase of CD operations, as they are frequently in a position to intercept and apprehend maritime drug smugglers. Because the DOD does not directly participate in search, seizure, arrest and other similar activities, USCG personnel, who are authorized to perform law enforcement activities, are frequently embarked in USN and allied ships to act in this capacity as prescribed in Title 10, USC, Section 379.

#### **2. Command Relationships**

USN fleet commanders and the USCG area commanders for the Atlantic and Pacific areas have drafted MOAs to govern LEDET procedures. Under these MOAs, the Navy fleet commanders and the USCG commanders provide ships and cutters to operate under TACON of the JIATF when engaged in the D&M mission. The USCG deploys LEDET aboard USN ships to perform law enforcement activities. The JIATF hold periodic scheduling conferences to match JIATF D&M requirements and schedule Navy ships with USCG LEDET and USCG cutters. The JIATF to which the USN vessel is assigned for D&M operation will coordinate the shift of TACON to the USCG at the appropriate time. The JIATF ensure the USCG has as much lead time as possible for the conduct of interdiction and arrest. Boarding actions are conducted in accordance with USCG law enforcement procedures and policy, including use of force policy. When carrying a LEDET, USN ships should display the USCG ensign when engaged in law enforcement operations under TACON of the USCG. The USCG ensign should be illuminated at night.

#### **3. Availability of Ships**

GCCs make USN ships available in support of USCG law enforcement operations. These ships are categorized as either “specially designated,” or “ships of opportunity.”

a. **Specially Designated.** Specially designated (or dedicated) ships are under TACON of the JIATF in direct support of CD operations and shift to TACON under the USCG to conduct law enforcement interceptions and apprehensions.

b. **Ships of Opportunity.** USN ships of opportunity are not predesignated for CD operations and are not under the control of a JIATF or USCG command, but are operating in or transiting through possible drug trafficking areas. These ships may be diverted to conduct D&M operations under the TACON of the JIATF and then switch TACON to the USCG for the conduct of intelligence and analysis.

### 4. Assignments

A LEDET is normally a seven-person team assigned on a temporary basis to US or foreign military vessels. The LEDET consists of an officer in charge (E-7 through O-3) assigned to serve as the command maritime law enforcement advisor for the host commanding officer; a boarding officer (E-5 or above); and boarding team members. While assigned to a USN and allied ship, LEDET activities are governed by the MOAs signed between the USCG and the respective Navy fleet commander and allied governments.

a. **Officer in Charge (OIC).** The OIC deployable team leader advises the Navy commanding officer on USCG policies, maritime law enforcement procedures, and monitoring and interdiction maneuvering and should be considered the onboard authority on maritime law enforcement. During boardings, the OIC directs all searches and makes all enforcement decisions.

The OIC advises on which vessels to board, makes law enforcement decisions, coordinates USN vessel support for the boarding party during boarding operations, provides guidance to the boarding officer, and is responsible for all law enforcement message traffic. The OIC will be a graduate of MLEA in Charleston, South Carolina, be a qualified boarding officer, and possess at least a SECRET clearance.

b. **Boarding Officer.** The duties of a LEDET boarding officer are the same as any other USCG boarding officer. Boarding officers are responsible to the OIC for the safety and conduct of the boarding party, and will be guided by current USCG policies in executing these responsibilities. The boarding officer will be a graduate of MLEA, approved by the USCG commander, and have at least a CONFIDENTIAL clearance.

c. **Boarding Team Members.** The remainder of the LEDET will be comprised of five qualified boarding team members. Ideally, all boarding team members should be graduates of either the boarding officer course at the MLEA or the boarding team member course in Charleston, South Carolina.

d. **Specialty Billets.** Each LEDET should have at least one person designated as a linguist and at least two personnel qualified in accordance with current Naval Air Training Operating Procedures Standards requirements as helicopter special mission passengers (including 9D5 multiple egress Navy “Dunker” training).

### 5. Boarding Procedure

The following paragraphs provide an overview of typical LEDET boarding procedures. More detailed guidance is found in the Coast Guard Maritime Law Enforcement Manual, Commandant, US Coast Guard Instruction (COMDTINST) M16247.1 (series) and Navy Warfare Publication 3-07.4/COMDTINST M16247.4, *Counterdrug and Alien Migration Interdiction Operations*.

a. Boarding parties consist of at least two members at least one of which will be a qualified boarding officer and are armed and equipped as necessary.

- b. The boarding party will approach a vessel of interest and note its location, activities, and identifying characteristics. While maintaining continuous surveillance of the vessel and in an enhanced state of readiness, the boarding party will hail the vessel.
- c. If the determination is made to board the vessel, the master will be instructed on how to prepare for boarding. In cases where illegal activity is suspected, or when it is believed that there is a potential threat to the safety of the boarding party, the vessel's crew may be instructed to move to a single open location such as the vessel's fantail. Upon boarding, the boarding party will conduct an initial safety inspection which is a quick and limited protective sweep of the vessel, for any hazards to the boarding party. The inspection will include securing any weapons found on board, identifying and securing hidden crew members or passengers, and assessing the basic stability of the vessel to determine if it is safe to remain on board. An extended initial safety inspection may be conducted only when reasonable suspicion exists that there is a particular hazard that may threaten the boarding team's safety to include known weapons onboard, an unaccounted for person(s), and a known safety hazard.
- d. Once the boarding party's safety is assured, the accuracy of any information provided by the vessel's crew will be verified. The vessel will be inspected and arrests or seizures will be made, as necessary. After the boarding party debarks, briefings and documentation of the boarding will be completed. The boarding party will prepare and deliver a case package to support any subsequent US or PN penalty or prosecution action.

## Appendix G

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## APPENDIX H

### COUNTERDRUG COMMUNICATIONS SYSTEMS

#### **1. General**

Communications systems provide the means for C2. This appendix describes the major systems that are used in CD operations.

#### **2. Multiagency Communications**

Multiagency CD operations are supported through the use of communications systems that include the following:

a. **Anti-Drug Network.** ADNET is a web-based system available on SECRET Internet Protocol Router Network (SIPRNET) and sponsored by the DISA Interdiction Support Branch. The mission of ADNET is to deploy and operate secure, integrated information technology systems to support data and intelligence sharing between federal, state, local, and foreign CD mission partners. It augments existing DOD and LEA communications systems, provides SIPRNET e-mail connectivity, and functions as a multiagency communications interface for passing actionable information between registered users at CD command, intelligence, and policy centers. ADNET nodes include: ONDCP, several HIDTA, the USIC, FBI, CCDRs, JIATF-S and JIATF-W, JTF-N, AMOC at March Air Reserve Base, and the ICE Tactical Intelligence Center. Communications servers are organized on a regional basis for redundancy and survivability.

b. **CD communications systems** provide SIPRNET data access and voice capability in support of USSOUTHCOM's CD mission. USSOUTHCOM CD communications system capabilities include:

- (1) Electronic mail.
- (2) CD database and text data analysis.
- (3) COP.
- (4) Imagery and targeting.
- (5) Web browsing.
- (6) Administrative office tools.
- (7) Video teleconferencing.

c. **Federal Telecommunications System (FTS) 2000.** FTS 2000 provides federal agencies having CD missions with a wide variety of voice, data, and video services. FTS 2000 uses state-of-the-art digital, fiber optic, and networking technology to provide effective communications services.

d. **International Maritime Satellite (INMARSAT).** INMARSAT is a commercial consortium that operates a constellation of geostationary communications satellites, and is capable of providing voice, record, data, facsimile, and slow-scan video between ships, aircraft, and land-based stations around the world. Government users are equipped with INMARSAT terminals that support an encrypted ultrahigh frequency (UHF) communications system, secure telephones, portable data terminals, and an optical scanner.

e. **National Communications System (NCS).** The NCS is an interagency group responsible for the coordination of 23 federal departments and agencies telecommunications assets to ensure that compatibility and interoperability is maintained during emergencies, without compromising day-to-day operations.

### 3. Partner Nation Counterdrug Communications Systems

USSOUTHCOM Information Sharing. USSOUTHCOM's Theater Security Cooperation Initiative seeks to foster cooperation between US and PNs in countering drug trafficking within the AOR, CD information is exchanged with participating nations via a protected, closed network enabling web-based communities of interest, e-mail exchange, and the exchange of track data.

### 4. Department of Defense Systems

The voice, data, and information management systems used to support joint CD operations primarily consist of the following systems:

a. **Defense Information Systems Network (DISN).** The DISN is the major element of the Global Information Grid (GIG). It has three segments: sustaining base, long haul, and deployed. It is DOD's worldwide enterprise-level telecommunications infrastructure providing end-to-end information transfer for supporting military operations. For the most part, it is transparent to the joint force. The DISN facilitates the management of information resources, and is responsive to national security, as well as DOD needs. It provides GIG network services to DOD installations and deployed forces. Those services include voice, data, and video, as well as ancillary enterprise services such as directories and messaging. DOD policy mandates the use of the DISN for wide area and metropolitan networks.

b. **Global Command and Control System.** GCCS provides the means for strategic and operational direction and technical administrative support for C2 of US military forces. GCCS ensures effective connectivity among the NCS, the CJCS, and other components of the National Military Command System (NMCS) down to the Service component commanders.

c. **National Military Command System.** The NMCS is the priority component of GCCS designed to support the President, SecDef, and the Joint Chiefs of Staff in the exercise of their

responsibilities. The NMCS provides the means by which the President and the SecDef can receive warning and intelligence information to formulate accurate and timely decisions, apply resources of the Military Departments, assign military missions, and provide direction to CCDRs or the commanders of other commands established by the President and SecDef.

d. **UHF Tactical Satellite Communications.** The principle UHF satellite capability within DOD resides in the Fleet Satellite Communications. This system provides worldwide, high priority naval communications between aircraft, ships, submarines, and ground terminals. The only complementary UHF military satellite communications capability immediately available to the Navy is the leased satellite (LEASAT) network. LEASAT is designed to provide worldwide communications satellite service to the DOD. Air Force Satellite Communications provides UHF channelized, low data rate service primarily to support strategic and theater forces, and wideband channel access to validated users. Within the limits of space segment resources, CD users may be accommodated on UHF tactical satellite systems.

e. **Defense Satellite Communications System (DSCS).** DSCS provides connectivity for the President, SecDef, CJCS, CCDRs, DOD agencies, DOS and, by resource sharing agreements, the United Kingdom and the North Atlantic Treaty Organization. In addition to serving DOD components, DSCS directly supports ground mobile forces. The need to provide Defense Communications System communications services to remote locations that are not adequately served by other communications means is met through the global DSCS, which provides both digital and analog transmission paths. Telecommunications may be established to virtually every geographical area in the world in the time required to deploy and install a transportable earth terminal.

f. **Department of Defense Intelligence Information System (DODIIS).** DODIIS consists of databases and associated communications links supporting the exchange of intelligence information.

g. **Defense Message System (DMS).** DMS is the designated messaging system for DOD and supporting agencies. It is a flexible, commercial-off-the-shelf-based application providing multimedia messaging and directory services using the underlying Defense Information Infrastructure network and security services. DMS is installed and operational worldwide. DMS provides message service to all DOD users (to include deployed tactical users), and interfaces to OGAs, allied forces, and DOD contractors.

h. **Defense Switched Network (DSN).** DSN provides users with a secure packet-switching service for data communications, as well as voice communications. It supports data connectivity between DOD commands and non-DOD agencies.

i. **Defense Data Network (DDN).** DDN enables computer systems and terminals and workstations to exchange information. DDN supports military operational systems and intelligence systems, as well as general purpose ADP and command-based data networks with long-haul communication requirements. DDN offers CD operations the capacity to transfer computer data rapidly and at any level of classification.

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j. **SECRET and Non-secure Internet Protocol Network (SIPRNET and NIPRNET).** DOD relies heavily on SIPRNET and NIPRNET to exchange a wide variety of information and to pass C2 information. NIPRNET is the DOD unclassified version of the Internet, while SIPRNET is an analogous network classified up to SECRET. Many systems, such as GCCS and DMS, use SIPRNET and NIPRNET for connectivity.

k. **Joint Maritime Information Element (JMIE).** JMIE is a joint program managed by the ONI and the USCG. Its purpose is to facilitate the sharing of multisource maritime information. The mission of JMIE is to improve the ability to obtain maritime information of interest and to develop synergy in support of maritime missions, such as drug interdiction, arms smuggling, and alien migration. JMIE provides the capability to extract commercial shipping information from the databases of participating agencies and consolidate such information into a web access system available for use by authorized subscribers.

l. **Secure Telephone Unit (STU) and Secure Telephone Equipment (STE).** STU-III and STE enable end-to-end encryption, allowing secure voice and data to be exchanged over nonsecure commercial and DSN circuits.

## 5. Federal Law Enforcement Systems

The following systems describe the capabilities used by various agencies that support CD operations and efforts:

a. **Customs and Border Protection Cellular Over-the-Horizon Enforcement Network.** Customs Over-the-Horizon Enforcement Network (COTHEN) is a high frequency (HF) communications system installed in all CBP aircraft and is available to all CBP shore unit locations and interagency task sources. COTHEN is secured through the use of voice privacy 110/116 or HF cryptological device (advanced narrowband digital voice terminal [ANDVT]) encryption systems. Only the CBP shore units and CBPP-3 AEW aircraft have ANDVT capability. COTHEN provides an excellent means of HF communications between any two points.

b. **Drug Enforcement Administration Communications Network (DEACN).** DEACN is a radio communications network primarily designed to provide long-haul coverage of the Caribbean, Mexico, and Central and South America.

c. **Department of Homeland Security.** DHS uses the Homeland Security Information Network (secure internet) and the Homeland Security Data Network (SIPRNET). The Air and Marine Operations Surveillance System (AMOSS) is the DHS COP for aerial and maritime D&M. The AMOSS is comprised of UNIX-based, open system architecture, and it maximizes the use of commercial-off-the-shelf hardware and software.

**6. Transmission Media Used By the Department of Defense and Law Enforcement Agencies**

- a. HF radio groundwave and skywave paths.
- b. Very high frequency amplitude modulation (AM) and frequency modulation (FM) LOS radio.
- c. UHF AM and FM LOS radio.
- d. UHF and superhigh frequency satellite radio.

## Appendix H

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## APPENDIX J

### NATIONAL INTERDICTION COMMAND AND CONTROL PLAN



#### UNITED STATES INTERDICTION COORDINATOR

245 Murray Lane, SW, Building 410, Mail Stop 9100  
Washington D.C. 20528-9100

August 31, 2005

The Honorable John P. Walters  
Director  
Office of the National Drug Control Policy  
Executive Office of the President  
Washington, D.C. 20503

Dear Director Walters:

Enclosed is the updated National Interdiction Command and Control plan (NICCP) which has been formally coordinated between the Departments of Defense and Homeland Security and has been staffed through your Office of Supply Reduction. The document updates the missions of the three national task forces: Joint Interagency Task Force (JIATF) South, JIATF West, and the Air and Marine Operations Center (AMOC). It also codifies the JIATF-South Joint Operating Area.

This updated NICCP recognizes the organizational changes in the United States Government that have occurred since 1999 and continues to build on the successful interagency counterdrug framework that was created in the original 1994 NICCP. This document has been fully staffed and all issues have been resolved. I recommend that you approve and promulgate the new National Interdiction Command and Control Plan. My point of contact is the USIC Executive Director, CAPT Ed Daniels, (202) 205-9341.

Sincerely,



RADM Ralph D. Utley, USCG (Ret.)  
Acting United States Interdiction Coordinator

RDU:tld  
Enclosure

# **NATIONAL INTERDICTION COMMAND AND CONTROL PLAN**

Effective 1 September 2005

## **References:**

- a) National Interdiction Command and Control Plan (NICCP), March 26, 1999.
- b) National Drug Control Strategy, February 2005.
- c) National Strategy for Homeland Security, July 2002.
- d) National Security Strategy of the U.S. of America, September 2002.
- e) General Counterdrug Intelligence Plan, Revalidated July 2002.
- f) National Security Presidential Directive/NSPD-25; International Drug Control Policy, February 19, 2003 (C).
- g) Homeland Security Act of 2002, Public Law 107-296; Section 878.
- h) 2003 Interdiction Planning Guidance (IPG), July 11, 2002 (C).
- i) Joint Interagency Task Force (JIATF) Area Responsibilities, Assistant Secretary of Defense (SO/LIC) memorandum, 21 August 2003 (U).

## **Introduction**

This National Interdiction Command and Control Plan (NICCP) supersedes the existing National Interdiction Command and Control Plan (NICCP) (Ref a). The command and control structure set forth here provides the overarching operational architecture for organizations involved in interdicting illicit drugs in keeping with the goals and objectives of the National Drug Control Strategy and the latest Interdiction Planning Guidance (IPG). This update reflects revised policy, strategy, and organizational changes that have occurred to strengthen our national posture against the international illicit drug threat and the threat of narcoterrorism to the United States (U.S.) (Refs b-i). This revision also incorporates technology enhancements, changes in asset utilization, improvements in command, control, communications, and intelligence architecture

## **General**

The NICCP focuses on the illicit drug threat to the United States both internationally and at the U.S. border. It also addresses the current and potential nexus of terrorism with illicit drug trafficking -- narcoterrorism -- to the U.S. The interagency command and control structure defined in the NICCP is designed to integrate the National Drug Control Strategy's (NDCS) view of the drug trade as an enterprise, and facilitate interagency efforts to focus interdiction activities on specific market sectors that are vulnerable to attack, as detailed in the latest Interdiction Planning Guidance (Ref h).

## The Threat

The illegal drug trade and the abuse of cocaine, heroin, marijuana, and synthetic drugs and related precursors afflict over 35 million Americans, resulting in over 20,000 deaths in the U.S. in recent years, and costs the U.S. many tens of billions of dollars in health and law enforcement resources each year. Furthermore, the illegal drug threat is linked to terrorism and transnational threats to the national security of the United States. For example, international illicit drug production generates a revenue-producing product that can support terrorist organizations. A narcoterrorism nexus may exist in any of the phases of the illicit drug trafficking network. Moreover, illicit drug transportation networks may provide well-established and proven pathways to introduce terrorist-related threats or personnel into the U.S.

## National Task Forces - Organization

This plan provides for geographically and functionally oriented operations centers (hereafter referred to as "the Centers"). It also establishes a coordination mechanism for the Centers.

The Centers will be interagency organizations focused on interdicting drug traffickers and severing the connections between drug trafficking and terrorism. These organizations are designed as "national" task forces and not department or agency task forces, requiring the agreed upon participation and resources from each and all participants. The national interagency task force concept provides for an organizational structure which recognizes the force multiplier effect that can be realized from a task force manned and led by personnel from the U.S. interagency and allied partners with a drug interdiction mission.

The Centers will conduct their part of the interdiction continuum using assigned air and maritime interagency assets under the tactical control (TACON) of each Center's Director or designated representative. Resources which are TACON to the Centers will be employed in consultation with designated representatives from the parent organizations. This will ensure that resources are employed in a manner consistent with the parent organization's policies, directives, rules of engagement, and legal authorities and constraints. Operational control (OPCON) of dedicated assets will remain with the parent organization. The Centers will:

- Support, plan for, and execute operations that interdict illicit drugs being moved by air, land, and maritime conveyances. The goals of such operations are to prevent drugs from reaching U.S. markets, to deny the traffickers their revenue from the delivery of the drugs, and in general to provide long-term deterrence of illicit drug smuggling;
- Fuse intelligence obtained from multiple centers, activities and sources to support military, law enforcement units, and partner nations conducting illicit drug interdiction operations within and adjacent to their areas of responsibility;
- Respond to actionable intelligence and law enforcement leads, as well as provide crisis or contingency support, in accordance with national priorities and within their capabilities;
- Coordinate support to U.S. law enforcement agencies to include federal, state, local, and tribal;

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- Coordinate interdiction-related support from participating nations (working, as required, with appropriate U.S. representatives); and
- Provide regional drug threat planning and assist in deconflicting regional U.S. and foreign operations from Center-sponsored operations.

The Centers include:

- **Joint Interagency Task Force-South (JIATF-South):** The Commander, U.S. Southern Command (USSOUTHCOM), is responsible for command, control, and tasking authority for JIATF-South. The primary mission of this Center is conducting detection, monitoring and interdiction support for the south-to-north flow of illicit drugs and other narcoterrorist threats to the security of the U.S. within the prescribed Joint Operating Area (JOA) (Ref i). It will serve as a Center for Detection and Monitoring (D&M), as well as counterdrug support to U.S. country teams. In that capacity it will sort and hand off suspect air and maritime trafficking events in the Caribbean Islands, Central and South America, the Gulf of Mexico, the Caribbean Sea, and the Pacific and Atlantic Oceans, from Antarctica at 27°W, north to 30°N, west to the U.S., west from the U.S./Mexico border at 32.5°N, and south at 120°W to Antarctica. JIATF-South also will support participating nation interdiction initiatives, and the detection, monitoring, and handoff of suspect targets to U.S. or partner nation law enforcement or other forces with interdiction responsibilities. JIATF South's D&M responsibilities extend up to 100 nautical miles (NM) from the Continental United States (CONUS) for air targets, to the CONUS territorial seas for maritime targets, to the U.S. territorial seas of Puerto Rico and the U.S. Virgin Islands for both air and maritime targets and also includes the territory of the Bahamas.
- **Joint Interagency Task Force-West (JIATF-West):** The Commander, U.S. Pacific Command (USPACOM), is responsible for command, control, and tasking authority for JIATF-West. The primary mission of this Center is conducting counterdrug detection, monitoring and interdiction support and providing counterdrug support to U.S. country teams and partner nation law enforcement or other forces with interdiction responsibilities in the USPACOM area of responsibility (AOR), less the area east of 120°W, in order to disrupt narcotics-related trafficking organizations. JIATF-West will serve as the primary center for efforts to detect and monitor heroin and other illegal drugs originating in southeast and northeast Asia. The JIATF-West AOR encompasses the USPACOM AOR less the JIATF-South JOA in the Eastern Pacific Ocean, east of 120°W (Ref i). The JIATF-West AOR is defined by the area eastward from 17°E to 120°W encompassing all the Pacific and Indian Oceans and that portion of the Arctic Ocean region eastward from 100°E to 95°W.
- **Air and Marine Operations Center (AMOC):** The Department of Homeland Security, through the Commissioner of Customs and Border Protection, is responsible for the direction and operation of the AMOC as it confronts transnational and other threats with an aviation or marine nexus. The primary mission of this center is detecting, monitoring, sorting, tracking and coordinating the interdiction and arrest of air trafficking threats within its AOR. The AMOC will share responsibility with the United States Coast Guard (USCG) for maritime threats within U.S. territorial waters. For purposes of this document only, the principal AOR

for the AMOC includes all of the CONUS and will extend 100 NM from the CONUS and 150 NM from Puerto Rico. The region that includes Puerto Rico and out to 150NM from Puerto Rico is delegated to the Caribbean Air and Marine Operations Center (CAMOC). AMOC or CAMOC, as appropriate, will coordinate and deconflict air surveillance and interdiction activities of law enforcement agencies and DOD air defense operations operating in the AMOC AOR. The AMOC/CAMOC will coordinate with JIATF-South, JIATF-West, OPBAT, NORCOM, NORAD, Canada's National Operations Center and the Information Analysis Center (IAC) in Mexico to pass and receive track handoffs. The AMOC/CAMOC will coordinate with appropriate U.S. and Partner Nation law enforcement agencies (LEAs) to ensure effective endgames against both air and maritime targets.

## The Role of Intelligence

Emphasis should be on the timely transmission of tactically actionable intelligence and/or information that can facilitate the planning and execution of interdiction operations. Intelligence should identify the processes of the drug trafficking business and to other narco-terrorist threats.

Intelligence is integral to the success of all interdiction operations. All agencies engaged in implementing and/or supporting interdiction activities need to continuously support and improve intelligence collection, fusion, analysis, and dissemination so that the CN Interdiction and Operations Support Centers have the most current and most effective intelligence to integrate with other information, including human, radar, and sensor information.

Agencies should give intelligence collection initiatives priority. Knowledge of the procedures established and used by traffickers can significantly help in identifying and exploiting drug business vulnerabilities. Sources should be actively sought who can provide this information. Unrestricted sharing of information is a goal for every agency. The value of intelligence is established not only by its content but also by its full availability to the interdiction community. Agencies are encouraged to develop policies and implementation plans that ensure broad interagency dissemination of all drug-related and narco-terrorist related intelligence.

Counterdrug intelligence organizations and activities are defined in the General Counterdrug Intelligence Plan (Ref e).

## Structure of the Centers

Each Center will be organized so as to maximize their operational effectiveness while minimizing headquarters and administrative overhead. The Centers will be jointly staffed by personnel from DOD, DHS, DOJ, and other agencies, as required. Appropriate interagency staffing will ensure close coordination of operations and seamless handoff to appropriate endgame agencies of suspect air, sea, or land targets of interest. Other agencies, service components, or entities having an interest in, or who are impacted by the operations of the Centers should provide liaison personnel to the Centers, to include partner nation liaisons.

- The Centers need not be identical and may organize according to unique threat, operational focus, and geographic constraints.

- Directors will be assigned by the Department with command, control, and funding responsibility unless otherwise agreed.
- The Centers' staffing levels will be reviewed by the department exercising command and control of the Center as to adequacy as agreed to by the interagency.

## Coordination, Planning, and Resourcing Process

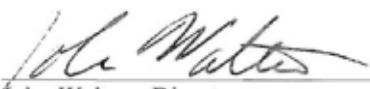
Interagency coordination, planning, and resourcing of interdiction operations will be conducted at multiple levels:

- **Strategic Guidance:** Strategic guidance is provided by the National Drug Control Strategy and its Classified Annex; National Strategy for Homeland Security; National Security Presidential Directives, and other national department-level statements of counterdrug policy. Strategic guidance is incorporated in department and interagency planning.
- **Strategic Planning:** To serve as a bridge between strategic-level guidance and operational plans, the United States Interdiction Coordinator (USIC) will chair periodic USIC Interdiction Conferences with federal departments and agencies that conduct or support interdiction to assist in resource planning and coordination of plans. These conferences will be used to collectively review the threat and emerging trends, achieve consensus on strategic priorities, and report on research and development initiatives.
- **Interdiction Planning Guidance (IPG):** The USIC will coordinate, based on the drug trafficking threat, coordinate the development of the IPG to reflect interdiction policy priorities and any special areas of emphasis as required.
- **Operational Planning:** The Centers will be the primary source of operational planning. They may host operational planning conferences, as necessary, to coordinate intelligence fusion, operational planning, and tactical scheduling in support of operations managed by the Centers. The Centers will use the IPG and other guidance, as appropriate, to assist in developing their operational plans. These plans will be developed in collaboration with the USIC, interagency partners, the respective departments and commands, and resource providers.
- **Asset Requirements:** The Centers will use their operational plans to develop annual asset requirements. Those requirements will be developed in collaboration with the interagency and resource providers. After review by the appropriate department, the USIC will review the requirements and will report to the Director, ONDCP on the adequacy of each for accomplishing the NDCS interdiction goals and IPG priorities.
- **Statement of Intent (SOI):** Primary resource providers (DOD and DHS) will jointly develop an interagency Statement of Intent (SOI) that details a baseline level of effort in terms of assets and resources that are planned in support of operations managed by the Centers.
- **Review for Adequacy:** After review by the appropriate department, the USIC will review the Center's requirements and the interagency SOI and will report to the Director, ONDCP, on the adequacy of each for accomplishing the NDCS interdiction goals and IPG priorities.

## NICCP Implementation

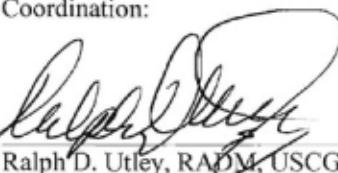
Implementation of this plan is effective on the date of approval following appropriate coordination (see below). Individual agencies are responsible for identifying and carrying out specific implementation actions. The U.S. Interdiction Coordinator will coordinate this overall effort and may coordinate changes and updates as required.

Approved:

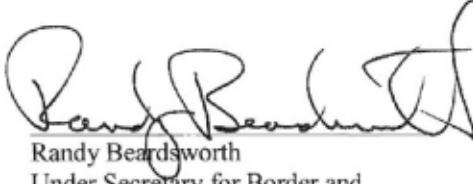


John Walters, Director  
Office of National Drug Control Policy

Coordination:



Ralph D. Utley, RADM, USCG (Ret)  
U.S. Interdiction Coordinator (Acting)



Randy Beardsworth  
Under Secretary for Border and  
Transportation Security (Acting)  
Department of Homeland Security



TERRY M. CROSS  
Acting

for Admiral Thomas H. Collins,  
Commandant, U.S. Coast Guard  
Department of Homeland Security

Glossary of Terms Associated with the National Interdiction Command and Control Plan

Area of Responsibility (AOR): A defined geographic area for which responsibility is specifically, but not necessarily exclusively, assigned to a commander for tactical planning and operations, along with parallel authority to exercise those functions.

Arrival Zone: The geographic area where the drugs have arrived within their intended market. For the purposes of this plan, where international smuggling concludes and drugs have arrived in U.S. territory.

Command and Control: The exercise of authority and direction by a properly designated commander over assigned forces in the accomplishment of the mission. Command and control functions are performed through an arrangement of personnel, equipment, communications, facilities, and procedures employed by a commander in planning, directing, coordinating, and controlling forces and operation in the accomplishment of the mission.

CONUS: The continental U.S., including the adjacent territorial waters, located within North America between Canada and Mexico.

Interdiction: A general term used to describe the efforts focused on interrupting a specified activity. A completed drug interdiction normally consists of several phases, some of which may occur simultaneously:

Cueing: Providing actionable intelligence to operating forces.

Detection: The initial acquisition of a contact.

Monitoring: The tracking and/or interception of a contact.

Tracking: To maintain detection information (position, course, and speed) on a target.

Intercept: To direct the movement of an asset to the scene of a contact, either for purposes of identification or to position the asset to take further action.

Sorting/Classifying: The process involved in identifying drug smuggling traffic from legitimate traffic.

Handoff: The act of shifting primary responsibility between forces or actors.

Disruption: Halting an activity, usually the transportation of contraband, either permanently (by effecting an endgame) or temporarily (by causing an abort).

Endgame: The goal: in this case, usually the apprehension, causing the jettison of contraband, or arrest of offenders.

Apprehension: The detention, arrest, or seizure of suspects, evidentiary items, contraband, and/or vehicles.

**Joint Operations Area (JOA):** An area of land, sea, and airspace, defined by a geographic combatant commander or subordinate unified commander in which a joint task force commander conducts operations to accomplish a specific mission. For the purposes of NICCP, the JOA is not required to align with the boundaries defined in the UCP as it may cover operations on the boundaries between AORs. The JIATF-South JOA is defined as USSOUTHCOM's area of responsibility and the areas that include: the part of USNORTHCOM's AOR in the Gulf of Mexico and the Atlantic north to latitude 30°N; the part of USNORTHCOM's AOR that extends from the west coast of Mexico to longitude 120°W; and the part of USPACOM's AOR that extends west from the USSOUTHCOM AOR boundary to longitude 120°W.

**Narcoterrorism:** Terrorism that is linked to illicit drug trafficking. This may be narco-driven terrorism, which is terrorism conducted by drug traffickers to further their aims of drug trafficking, or narco-supported terrorism, which is terrorism that benefits from or uses drug trafficking to further individual or group terrorist activities.

**Operational Control (OPCON):** Transferable command authority involving organizing and employing commands and forces, assigning tasks, designating objectives, and, as considered necessary by the commander, giving authoritative direction to accomplish the assigned mission. Operational control does not, in and of itself, include authoritative direction for logistics or matters of administration, discipline, internal organization, or unit training.

**Source Zone:** The geographic area that is the original source of the illicit drugs, i.e. where they are produced. This area normally encompasses the growth of required agricultural components, and much or all of the processing required, either from synthetic or agricultural components, to create the consumable product.

**Tactical Control (TACON):** Command authority over assigned or attached forces or commands, or military capability or forces made available for tasking, that is limited to the detailed direction and control of movements or maneuvers within the operational area necessary to accomplish missions or tasks assigned. Tactical control is inherent in operational control. Tactical control provides sufficient authority for controlling and directing the application of force or tactical use of combat support assets within the assigned mission or task. (Extracted from Joint Publication 1-02, "DoD Dictionary of Military and Associated Terms.")

**Transit Zone:** The path(s) utilized by drug traffickers to transport illicit drugs to their market. Geographically, these paths normally connect, but do not include, the Source and Arrival Zones.

**Transnational Threat:** Any transnational activity (including international terrorism, narcotics trafficking, the proliferation of weapons of mass destruction and the delivery systems for such weapons, and organized crime) that threatens the national security of the United States, or any individual or group that engages in such an activity. (Title 50 U.S.C. §402 (i) (5))

**Unified Command Plan (UCP):** A document signed by the President that establishes combatant commands within DoD; it identifies geographic areas of responsibility, assigns primary tasks, defines authority of the commanders, establishes command relationships, and gives guidance on the exercise of combatant command.

## Appendix J

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## APPENDIX K REFERENCES

The development of JP 3-07.4 is based upon the following references:

### **1. National**

#### **a. Strategy and Guidance**

- (1) NDCS.
- (2) NSPD-25, *International Drug Control Policy*.
- (3) EO 12333, *United States Intelligence Activities*.
- (4) National Interdiction Command and Control Plan.
- (5) Interdiction Planning Guidance.
- (6) National security decision directive 298, *National Operations Security Program*.

#### **b. Statutory Authority**

- (1) Title 10, USC.
- (2) Title 14, USC.
- (3) Title 18, USC.
- (4) Title 31, USC, 1535 and 1536, (Economy Act).
- (5) Title 32, USC.

### **2. Department of Defense**

- a. DODD 1000.17, *Detail of DOD Personnel to Duty Outside of the DOD*.
- b. DODD 1010.1, *Military Personnel Drug Abuse Testing Program*.
- c. DODD 1010.4, *Drug and Alcohol Abuse by DOD Personnel*.
- d. DODD 1010.9, *DOD Civilian Employees Drug Abuse Testing Program*.
- e. DODD O-2000.12, *DOD Antiterrorism (AT) Program*.

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- f. DODD 3000.3, *Policy of Nonlethal Weapons*.
- g. DODD S-3321.1, *Overt Psychological Operations Conducted by the Military Services in Peacetime and in Contingencies Short of Declared War*.
- h. DODD 5030.49, *DOD Customs and Border Clearance Program*.
- i. DODD 5132.3, *DOD Policy and Responsibilities Relating to Security Assistance*.
- j. DODD C-5200.5, *Communications Security*.
- k. DODD 5200.27, *Acquisition of Information Concerning Persons and Organizations Not Affiliated With the Department of Defense*.
- l. DODD 5205.02, *DOD Operations Security (OPSEC) Program*.
- m. DODD 5210.2, *Access to and Dissemination of Restricted Data*.
- n. DODD 5230.9, *Clearance of DOD Information for Public Release*.
- o. DODD 5230.11, *Disclosure of Classified Military Information to Foreign Governments and International Organizations*.
- p. DODD 5240.1, *DOD Intelligence Activities*.
- q. DODD 5525.5, *DOD Cooperation With Civilian Law Enforcement Officials*.
- r. DODI 1304.23, *Acquisition and Use of Criminal History Record Information for Military Recruiting Purposes*.
- s. DODI S-3315.1, *Coordination and Reporting of Foreign Intelligence and Intelligence-Related Contacts and Arrangements (U)*.
- t. DODI 5240.4, *Reporting of Counterintelligence and Criminal Violations*.
- u. DODI 5525.10, *Using Military Working Dog Teams (MWDTs) to Support Law Enforcement Agencies in Counterdrug Missions*.
- v. DOD 5200.1-R, *Information Security Program*.
- w. DOD 5240.1-R, *Procedures Governing the Activities of DOD Intelligence Components That Affect United States Persons*.
- x. Deputy Secretary of Defense Memorandum, “DOD International Counternarcotics Policy,” October 3, 2005.

y. Deputy Secretary of Defense Memorandum, “Department Support to Domestic Law Enforcement Agencies Performing Counternarcotics Activities,” October 2, 2003.

### **3. Chairman of the Joint Chiefs of Staff**

- a. CJCSI 3110.01, *Joint Strategic Capabilities Plan (TS)*.
- b. CJCSI 3121.01B, *Standing Rules of Engagement/Standing Rules for the Use of Force for US Forces*.
- c. CJCSI 3150.25, *Joint Lesson Learned Program*.
- d. CJCSI 3710.01A, *DOD Counterdrug Support*.
- e. CJCSM 3122.03, *Joint Operation Planning and Execution System Vol II: (Planning Formats)*.
- f. CJCSM 3701.01, *Classification Guide for Counterdrug Information*.

### **4. Joint Publications**

- a. JP 1, *Doctrine for the Armed Forces of the United States*.
- b. JP 1-0, *Personnel Support to Joint Operations*.
- c. JP 1-02, *DOD Dictionary of Military and Associated Terms*.
- d. JP 2-0, *Joint Intelligence*.
- e. JP 2-01, *Joint and National Intelligence Support to Military Operations*.
- f. JP 2-01.2, *Counterintelligence and Human Intelligence Support to Joint Operations (U)*.
- g. JP 3-0, *Joint Operations*.
- h. JP 3-05, *Doctrine for Joint Special Operations*.
- i. JP 3-07.1, *Joint Tactics, Techniques, and Procedures for Foreign Internal Defense (FID)*.
- j. JP 3-13.3, *Operations Security*.
- k. JP 3-13.4, *Military Deception*.
- l. JP 3-33, *Joint Task Force Headquarters*.

- m. JP 3-34, *Joint Engineer Operations*.
- n. JP 3-53, *Doctrine for Joint Psychological Operations*.
- o. JP 3-57, *Joint Doctrine for Civil-Military Operations*.
- p. JP 3-57.1, *Joint Doctrine for Civil Affairs*.
- q. JP 4-0, *Joint Logistic Support*.
- r. JP 4-01, *Joint Doctrine for the Defense Transportation System*.
- s. JP 5-0, *Joint Operation Planning*.
- t. JP 6-0, *Joint Communications System*.

### 5. Service

- a. COMDTINST M16240.1, *Law Enforcement Detachment (LEDET) Administrative and Operating Guidelines*.
- b. COMDTINST M16247.1, *Maritime Law Enforcement Manual*.
- c. Marine Corps Bulletin 4400 of 19 Oct 92 (ALMAR 317/92), *Guidance for Marine Corps Nonoperational Support to Drug Enforcement Agencies (DLEA)*.

## APPENDIX L ADMINISTRATIVE INSTRUCTIONS

### **1. User Comments**

Users in the field are highly encouraged to submit comments on this publication to: Commander, United States Joint Forces Command, Joint Warfighting Center, ATTN: Doctrine Group, 116 Lake View Parkway, Suffolk, VA 23435-2697. These comments should address content (accuracy, usefulness, consistency, and organization), writing, and appearance.

### **2. Authorship**

The lead agent for this publication is the US Coast Guard (G-3RPD). The Joint Staff doctrine sponsor for this publication is the Director for Operations (J-3).

### **3. Supersession**

This publication supersedes JP 3-07.4, 17 February 1998, *Joint Counterdrug Operations*.

### **4. Change Recommendations**

a. Recommendations for urgent changes to this publication should be submitted:

TO: JOINT STAFF WASHINGTON DC//J3/CND//  
INFO: JOINT STAFF WASHINGTON DC//J7-JEDD//  
CDRUSJFCOM SUFFOLK VA//DOC GP//

Routine changes should be submitted electronically to Commander, Joint Warfighting Center, Doctrine and Education Group and info the Lead Agent and the Director for Operational Plans and Joint Force Development J-7/JEDD via the CJCS JEL at <http://www.dtic.mil/doctrine>.

b. When a Joint Staff directorate submits a proposal to the Chairman of the Joint Chiefs of Staff that would change source document information reflected in this publication, that directorate will include a proposed change to this publication as an enclosure to its proposal. The Military Services and other organizations are requested to notify the Joint Staff J-7 when changes to source documents reflected in this publication are initiated.

c. Record of Changes:

CHANGE NUMBER	COPY NUMBER	DATE OF CHANGE	DATE ENTERED	POSTED BY	REMARKS

## **5. Distribution of Publications**

Local reproduction is authorized and access to unclassified publications is unrestricted. However, access to and reproduction authorization for classified joint publications must be in accordance with DOD Regulation 5200.1-R, *Information Security Program*.

## **6. Distribution of Electronic Publications**

- a. Joint Staff J-7 will not print copies of JPs for distribution. Electronic versions are available on JDEIS at <https://jdeis.js.mil> (NIPRNET), and <https://jdeis.js.smil.mil> (SIPRNET) and on the JEL at <http://www.dtic.mil/doctrine> (NIPRNET).
- b. Only approved joint publications and joint test publications are releasable outside the combatant commands, Services, and Joint Staff. Release of any classified joint publication to foreign governments or foreign nationals must be requested through the local embassy (Defense Attaché Office) to DIA Foreign Liaison Office, PO-FL, Room 1E811, 7400 Pentagon, Washington, DC 20301-7400.
- c. CD-ROM. Upon request of a JDDC member, the Joint Staff J-7 will produce and deliver one CD-ROM with current joint publications.

## GLOSSARY

### PART I — ABBREVIATIONS AND ACRONYMS

AA	avenue of approach
AC	Active Component
ADNET	anti-drug network
ADP	automated data processing
AEW	airborne early warning
AM	amplitude modulation
AMOC	Air Marine Operations Center
AMOSS	Air and Marine Operations Surveillance System
ANDVT	advanced narrowband digital voice terminal
ANG	Air National Guard
AO	area of operations
AOI	area of interest
AOR	area of responsibility
ARNG	Army National Guard
ASH	Assistant Administrator for Security and Hazardous Materials
AUF	airborne use of force
BIA	Bureau of Indian Affairs
BLM	Bureau of Land Management
BORFIC	Border Patrol Field Intelligence Center
C2	command and control
CA	civil affairs
CBP	Customs and Border Protection
CCDR	combatant commander
CD	counterdrug
CDIPO	counterdrug intelligence preparation for operations
CDRUSJFCOM	Commander, United States Joint Forces Command
CDRUSNORTHCOM	Commander, United States Northern Command
CDRUSPACOM	Commander, United States Pacific Command
CDRUSSOCOM	Commander, United States Special Operations Command
CDRUSSOUTHCOM	Commander, United States Southern Command
CGIS	US Coast Guard Investigative Service
CI	counterintelligence
CICAD	Inter-American Drug Abuse Control Commission
CIFA	counterintelligence field activity
CIO	command intelligence officer
CJCS	Chairman of the Joint Chiefs of Staff
CJCSI	Chairman of the Joint Chiefs of Staff instruction
CJCSM	Chairman of the Joint Chiefs of Staff manual
CLEA	civilian law enforcement agency
CMO	civil-military operations

## Glossary

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CMV	commercial motor vehicle
CNC	Crime and Narcotics Center
COM	chief of mission
COMDTINST	Commandant, United States Coast Guard instruction
CONOPS	concept of operations
CONUS	continental United States
COP	common operational picture
COTHEN	Customs Over-the-Horizon Enforcement Network
CPG	Contingency Planning Guidance
D&M	detection and monitoring
DASD-CN	Deputy Assistant Secretary of Defense for Counternarcotics
DASD(P&HA)	Deputy Assistant Secretary of Defense (Peacekeeping and Humanitarian Affairs)
DDN	Defense Data Network
DEA	Drug Enforcement Administration
DEACN	Drug Enforcement Administration Communications Network
DHS	Department of Homeland Security
DIA	Defense Intelligence Agency
DIAP	Drug Interdiction Assistance Program
DISA	Defense Information Systems Agency
DISN	Defense Information Systems Network
DLA	Defense Logistics Agency
DLEA	drug law enforcement agency
DMIGS	Domestic Mobile Integrated Geospatial-Intelligence System
DMS	defense message system
DOD	Department of Defense
DODD	Department of Defense directive
DODI	Department of Defense instruction
DODIIS	Department of Defense Intelligence Information System
DOS	Department of State
DSCA	Defense Security Cooperation Agency
DSCS	Defense Satellite Communications System
DSN	Defense Switched Network
DTO	drug trafficking organization
EO	executive order
EPIC	El Paso Intelligence Center
EU	European Union
FAA	Federal Aviation Administration
FARC	Revolutionary Armed Forces of Colombia
FBI	Federal Bureau of Investigation
FHA	foreign humanitarian assistance
FID	foreign internal defense

FIST	fleet intelligence support team
FLETC	Federal Law Enforcement Training Center
FM	frequency modulation
FMCSA	Federal Motor Carrier Safety Administration
FOUO	for official use only
FTS	Federal Telecommunications System
GBR	ground-based radar
GCC	geographic combatant commander
GCCS	Global Command and Control System
GDP	gross domestic product
GEOINT	geospatial intelligence
GIG	Global Information Grid
HCA	humanitarian and civic assistance
HF	high frequency
HIDTA	high-intensity drug trafficking area
HN	hostnation
HNS	host-nation support
I&A	Office of Intelligence and Analysis
IC	Intelligence Community
ICC	Intelligence Coordination Center
ICE	Immigration and Customs Enforcement
IMET	international military education and training
INL	Bureau for International Narcotics and Law Enforcement Affairs
INMARSAT	international maritime satellite
Interpol	International Criminal Police Organization
IRS	Internal Revenue Service
ISR	intelligence, surveillance, and reconnaissance
J-2	intelligence directorate of a joint staff
J-3	operations directorate of a joint staff
J-5	plans directorate of a joint staff
JFC	joint force commander
JIACG	joint interagency coordination group
JIATF	joint interagency task force
JIATF-S	Joint Interagency Task Force - South
JIATF-W	Joint Interagency Task Force - West
JIOC-PAC	Joint Intelligence Operations Center, Pacific
JIOC-SOUTH	Joint Intelligence Operations Center, South
JIPOE	joint intelligence preparation of the operational environment
JMIE	joint maritime information element
JOA	joint operations area
JOPES	Joint Operation Planning and Execution System

## Glossary

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JOPP	joint operation planning process
JP	joint publication
JSCP	Joint Strategic Capabilities Plan
JTF	joint task force
JTF-N	Joint Task Force-North
LEA	law enforcement agency
LEASAT	leased satellite
LEDET	law enforcement detachment (USCG)
LEGAT	legal attaché
LESO	Law Enforcement Support Office
LOS	line of sight
MAOC-N	Maritime Analysis and Operations Center-Narcotics
MARINCEN	Maritime Intelligence Center
MCA	military civic action
MCIO	military criminal investigation organization
MCTC	Midwest Counterdrug Training Center
MCTFT	Multijurisdictional Counterdrug Task Force Training
MDMA	methylenedioxymethamphetamine
MLEA	Maritime Law Enforcement Academy
MOA	memorandum of agreement
MOE	measure of effectiveness
MOU	memorandum of understanding
MOUT	military operations in urban terrain
NAI	named area of interest
NCB	national central bureau
NCS	National Communications System
NCTC	North East Counterdrug Training Center
NDAA	National Defense Authorization Act
NDCS	National Drug Control Strategy
NDIC	National Drug Intelligence Center
NG	National Guard
NGA	National Geospatial-Intelligence Agency
NGB	National Guard Bureau
NICCP	National Interdiction Command and Control Plan
NIPRNET	Non-Secure Internet Protocol Router Network
nm	nautical mile
NMCS	National Military Command System
NMIC	National Maritime Intelligence Center
NORAD	North American Aerospace Defense Command
NPS	National Park Service
NSA	National Security Agency
NSC	National Security Council

NSPD	national security Presidential directive
OASD(PA)	Office of the Assistant Secretary of Defense (Public Affairs)
OCDETF	organized crime drug enforcement task force
OGA	other government agency
OI	office of intelligence (USCS)
OIC	officer in charge
ONDCP	Office of National Drug Control Policy
ONI	Office of Naval Intelligence
OPCON	operational control
OPLAN	operation plan
OPORD	operation order
OPSEC	operations security
ORCON	originator controlled
OSD	Office of the Secretary of Defense
PA	public affairs
PAO	public affairs office
PCC	policy coordinating committee
PN	partner nation
POE	port of entry
PROPIN	caution - proprietary information involved
PSYOP	psychological operations
RC	Reserve Component
RCTA	Regional Counterdrug Training Academy
SA	security assistance
SAO	security assistance organization
SC	strategic communication
SecDef	Secretary of Defense
SECSTATE	Secretary of State
SIPRNET	SECRET Internet Protocol Router Network
SIR	serious incident report
SJA	staff judge advocate
SOF	special operations forces
SOFA	status-of-forces agreement
STE	secure telephone equipment
STU	secure telephone unit
TACON	tactical control
TAT	tactical analysis team
TNCO	transnational criminal organization
TOI	track of interest
UHF	ultrahigh frequency

## Glossary

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UNODC	United Nations Office on Drugs and Crime
USAID	United States Agency for International Development
USC	United States Code
USCG	United States Coast Guard
USEUCOM	United States European Command
USFS	United States Forest Service
USG	United States Government
USIC	United States interdiction coordinator
USMS	United States Marshals Service
USN	United States Navy
USNCB	United States National Central Bureau (INTERPOL)
USNORTHCOM	United States Northern Command
USPACOM	United States Pacific Command
USSOCOM	United States Special Operations Command
USSOUTHCOM	United States Southern Command
USTRANSCOM	United States Transportation Command
WCO	World Customs Organization

## PART II — TERMS AND DEFINITIONS

Unless otherwise annotated, this publication is the proponent for all terms and definitions found in the glossary. Upon approval, JP 1-02 will reflect this publication as the source document for these terms and definitions.

**Air Carrier Initiative Program.** None. (Approved for removal from the next edition of JP 1-02.)

**air smuggling event.** In counterdrug operations, the departure of a suspected drug smuggling aircraft, an airdrop of drugs, or the arrival of a suspected drug smuggling aircraft. (JP 3-07.4)

**airway.** None. (Approved for removal from the next edition of JP 1-02.)

**arrival zone.** In counterdrug operations, the area in or adjacent to the United States where smuggling concludes and domestic distribution begins (by air, an airstrip; by sea, an offload point on land, or transfer to small boats). (This term and its definition modify the existing term and its definition and are approved for inclusion in the next edition of JP 1-02.)

**cartel.** None. (Approved for removal from the next edition of JP 1-02.)

**controlled substance.** A drug or other substance, or immediate precursor included in Schedule I, II, III, IV, or V of the Controlled Substances Act. (JP 3-07.4)

**counterdrug.** Those active measures taken to detect, monitor, and counter the production, trafficking, and use of illegal drugs. Also called CD and counternarcotics (CN). (This term and its definition modify the existing term and its definition and are approved for inclusion in the next edition of JP 1-02.)

**counterdrug activities.** Those measures taken to detect, interdict, disrupt, or curtail any activity that is reasonably related to illicit drug trafficking. This includes, but is not limited to, measures taken to detect, interdict, disrupt, or curtail activities related to substances, materiel, weapons, or resources used to finance, support, secure, cultivate, process, or transport illegal drugs. (Approved for inclusion in the next edition of JP 1-02.)

**counterdrug nonoperational support.** Support provided to law enforcement agencies or host nations that includes loan or lease of equipment without operators, use of facilities (such as buildings, training areas, and ranges), training conducted in formal schools, transfer of excess equipment, or other support provided by the Services from forces not assigned or made available to the combatant commanders. (JP 3-07.4)

**counterdrug operational support.** Support to host nations and drug law enforcement agencies involving military personnel and their associated equipment, provided by the geographic combatant

commanders from forces assigned to them or made available to them by the Services for this purpose. (This term and its definition modify the existing term and its definition and are approved for inclusion in the next edition of JP 1-02.)

**counterdrug operations.** Civil or military actions taken to reduce or eliminate illicit drug trafficking. (JP 3-07.4)

**counterdrug support office.** None. (Approved for removal from the next edition of JP 1-02.)

**counternarcotics.** See counterdrug. (Approved for inclusion in the next edition of JP 1-02.)

**Customs Over-The-Horizon Enforcement Network.** United States Customs Service long-range voice communications system. Also called COTHEN. (This term and its definition modify the existing term and its definition and are approved for inclusion in the next edition of JP 1-02.)

**Department of Defense support to counterdrug operations.** Support provided by the Department of Defense to law enforcement agencies to detect, monitor, and counter the production, trafficking, and use of illegal drugs. (JP 3-07.4)

**drug interdiction.** A continuum of events focused on interrupting illegal drugs smuggled by air, sea, or land. Normally consists of several phases – cueing, detection, sorting, monitoring, interception, handover, disruption, endgame, and apprehension – some which may occur simultaneously. (This term and its definition modify the existing term and its definition and are approved for inclusion in the next edition of JP 1-02.)

**essential chemicals.** In counterdrug operations, compounds that are required in the synthetic or extraction processes of drug production, but in most cases do not become part of the drug molecule. Essential chemicals are used in the production of cocaine or heroin. (JP 3-07.4)

**humanitarian and civic assistance.** Assistance to the local populace provided by predominantly US forces in conjunction with military operations and exercises. This assistance is specifically authorized by Title 10, United States Code, Section 401, and funded under separate authorities. Assistance provided under these provisions is limited to (1) medical, dental, veterinary, and preventive medicine care provided in rural areas of a country; (2) construction of rudimentary surface transportation systems; (3) well drilling and construction of basic sanitation facilities; and (4) rudimentary construction and repair of public facilities. Assistance must fulfill unit- training requirements that incidentally create humanitarian benefit to the local populace. Also called HCA. (This term and its definition modify the existing term and its definition and are approved for inclusion in the next edition of JP 1-02.)

**interdiction.** 1. An action to divert, disrupt, delay, or destroy the enemy's military surface capability before it can be used effectively against friendly forces, or to otherwise achieve objectives. 2. In support of law enforcement, activities conducted to divert, disrupt, delay, intercept, board, detain, or destroy, as appropriate, vessels, vehicles, aircraft, people, and cargo. (JP 3-03)

**international narcotics activities.** Those activities outside the United States which produce, transfer, or sell narcotics or other substances controlled in accordance with Title 21, “Food and Drugs” - United States Code, sections 811 and 812. (This term and its definition modify the existing term and its definition and are approved for inclusion in the next edition of JP 1-02.)

**laundering.** In counterdrug operations, the process of transforming drug money into a more manageable form while concealing its illicit origin. Foreign bank accounts and dummy corporations are used as shelters. (JP 3-07.4)

**law enforcement agency.** Any of a number of agencies (outside the Department of Defense) chartered and empowered to enforce US laws in the following jurisdictions: The United States, a state (or political subdivision) of the United States, a territory or possession (or political subdivision) of the United States, or within the borders of a host nation. Also called LEA. (JP 3-07.4)

**narcoterrorism.** Terrorism that is linked to illicit drug trafficking. (This term and its definition modify the existing term “narco-terrorism” and its definition and are approved for inclusion in the next edition of JP 1-02.)

**partner nation.** Those nations that the United States works with to disrupt the production, transportation, distribution, and sale of illicit drugs, as well as the money involved with this illicit activity. Also called PN. (Approved for inclusion in the next edition of JP 1-02.)

**precursor chemical.** Compounds that are required in the synthetic or extraction processes of drug production, and become incorporated into the drug molecule. Not used in the production of cocaine or heroin. (JP 3-07.4)

**producer countries.** In counterdrug operations, countries where naturally occurring plants, such as coca, cannabis, or poppies are cultivated for later refinement into illicit drugs. (JP 3-07.4)

**radar picket.** Any ship, aircraft, or vehicle, stationed at a distance from the force protected, and integrated into a common operational picture for the purpose of increasing the radar detection range. (This term and its definition modify the existing term and its definition and are approved for inclusion in the next edition of JP 1-02.)

**seizures.** In counterdrug operations, includes drugs and conveyances seized by law enforcement authorities and drug-related assets (monetary instruments, etc.) confiscated based on evidence that they have been derived from or used in illegal narcotics activities. (JP 3-07.4)

**sorting.** In counterdrug operations, the process involved in differentiating traffic which could be involved in drug trafficking from legitimate air traffic. (This term and its definition modify the existing term and its definition and are approved for inclusion in the next edition of JP 1-02.)

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**special interest target.** None. (Approved for removal from the next edition of JP 1-02.)

**stimulants.** Controlled drugs that make the user feel stronger, more decisive and self-possessed; includes cocaine and amphetamines. (JP 3-07.4)

**surface smuggling event.** In counterdrug operations, the sighting of a suspected drug smuggling vessel or arrival of a suspected drug smuggling vessel. (JP 3-07.4)

**suspect.** 1. In counterdrug operations, a track of interest where correlating information actually ties the track of interest to alleged illegal drug operations. 2. An identity applied to a track that is potentially hostile because of its characteristics, behavior, origin, or nationality. (JP 3-07.4)

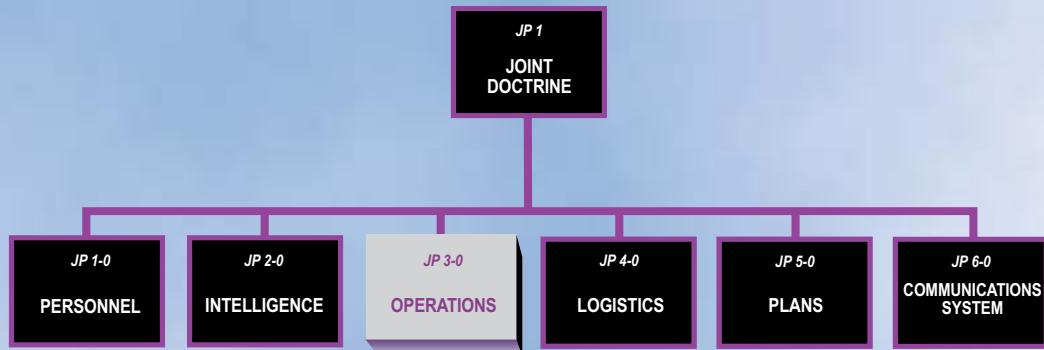
**tracking.** Precise and continuous position-finding of targets by radar, optical, or other means. (Approved for inclusion in the next edition of JP 1-02.)

**track of interest.** In counterdrug operations, contacts that meet the initial sorting criteria applicable in the area where the contacts are detected. Also called TOI. (JP 3-07.4)

**transit route.** A sea route which crosses open waters normally joining two coastal routes. (JP 3-07.4)

**transit zone.** The path taken by either airborne or seaborne smugglers. Zone can include transfer operations to another carrier (airdrop, at-sea transfer, etc.). (JP 3-07.4)

# JOINT DOCTRINE PUBLICATIONS HIERARCHY



All joint publications are organized into a comprehensive hierarchy as shown in the chart above. **Joint Publication (JP) 3-07.4** is in the **Operations** series of joint doctrine publications. The diagram below illustrates an overview of the development process:

