



# CARIBBEAN BORDER COUNTERNARCOTICS STRATEGY

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## Introduction

Drug Trafficking Organizations (DTOs) and other Transnational Criminal Organizations (TCOs) operating in and around the United States Caribbean border (including Puerto Rico, the U.S. Virgin Islands and the islets and cays surrounding those main islands) exploit the region as both a destination and a trans-shipment point for illicit drugs shipped from South America through Central America, Mexico and the Caribbean to the Continental United States (CONUS). While the drug trafficking through the Eastern Caribbean has increased, it only represents a small percentage of the total flow from South America. This increase in drug trafficking and associated violent crimes and drug abuse contribute to social problems in Puerto Rico and the U.S. Virgin Islands. Local law enforcement agencies assert that 80 percent or more of the murders committed in Puerto Rico are drug-related.<sup>1</sup>

Several factors may account for increasing drug trafficking through the Caribbean, including increased awareness of the flow as interdiction resources are surged into the region. Enhanced enforcement efforts along the Central America/Mexico corridor and on the U.S. Southwest border as well as the ongoing violence between rival TCOs in Mexico may be contributing to the shift to more efficient, presumably less troublesome Caribbean routes. Additional factors derived from intelligence analysis include decreased use of aviation for drug shipments due to the passage of a shoot-down policy in Venezuela and an air interdiction program in the Dominican Republic, and high rates of go-fast boat success from Colombia and Venezuela to the Dominican Republic for onward flow to Puerto Rico and Europe. Caribbean TCOs, primarily Dominican and to a lesser extent Puerto Rican, ship cocaine to the United States and have access to wholesale cocaine markets on the U.S. East Coast.

The jurisdictions of Puerto Rico and the U.S. Virgin Islands are threatened by TCOs that are highly mobile, unrestricted by national boundaries, and diversified into a wide range of crimes, including illicit drug trafficking, alien smuggling, human trafficking, and complex financial crimes. Smuggling patterns are varied to avoid law enforcement detection, and the vast sums of illicit proceeds generated, negatively impact the economic systems of both Puerto Rico and the U.S. Virgin Islands. TCOs have long employed a variety of means to smuggle drugs into and through the area, including vessels and commercial and private aircraft, mail, human couriers, and express shipping packages.

The *2014 Caribbean Border Counternarcotics Strategy* (Strategy) articulates the U.S. framework for reducing the threats associated with drugs at the border and is guided by the following strategic goal and six strategic objectives:

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1. 2015 Puerto Rico/U.S. Virgin Islands HIDTA Threat Assessment, July 8, 2014.

## Strategic Goal

**Substantially reduce the threat posed by drug trafficking, transnational organized crime and associated violence to Puerto Rico and the U.S. Virgin Islands.**

### *Strategic Objectives*

1. Enhance intelligence and information-sharing capabilities and processes associated with the Caribbean border.
2. Interdict illicit drugs and drug proceeds at and between U.S. ports of entry in the Caribbean.
3. Interdict illicit drugs and illicit drug proceeds in the air and maritime domains in and around the Caribbean border; maximize evidence and intelligence collection to support criminal investigations leading to associated and higher echelon networks.
4. Disrupt and dismantle transnational criminal organizations operating in and around the Caribbean border.
5. Substantially reduce the level of drug related violent crime in Puerto Rico and the U.S. Virgin Islands.
6. Strengthen communities and reduce the demand for drugs.

Each of the *Strategy's* six chapters addresses one of the Strategic Objectives by including background, providing a summary of supporting actions, and identifying the Federal agencies responsible for coordinating and executing these actions. To ensure effective implementation of the *Strategy*, Appendix One provides indicators to develop baselines and enable status tracking of the *Strategy's* implementation.

Federal agencies participate in a variety of activities directly impacting drug-related violent crime in Puerto Rico and the U.S. Virgin Islands. Due to the limited interior landmass and unique nature of the Puerto Rico/U.S. Virgin Islands maritime borders, Federal collaboration with state, local, and territorial law enforcement agencies is one of the major areas of emphasis within the *Strategy*. By building upon existing architecture, identifying needed resources, and enlisting state and local law enforcement in a genuine partnership, this *Strategy* will enable the Nation to address the threat in a comprehensive manner.

This *Strategy* is submitted pursuant to report language accompanying the Consolidated Appropriations Act, 2014 (P.L. 113-76) (Appropriations Act), which requires that the Office of National Drug Control Policy (ONDCP) submit to Congress a biennial *Caribbean Border Counternarcotics Strategy*, which shall be developed in consultation with the heads of the relevant National Drug Control Program agencies and shall be substantially equivalent to the ONDCP's *Southwest Border Counternarcotics Strategy* and *Northern Border Counternarcotics Strategy*.

## The Caribbean Border Drug Threat

### Overview

Cocaine is the principal drug threat and a source of associated violence in the Caribbean region, although the trafficking threat and violence associated with marijuana, heroin, and prescription drugs continues to

pose significant challenges. Dominican and Puerto Rican TCOs are the primary wholesale and retail distributors of cocaine in the Caribbean region. Illicit trafficking is a highly fluid enterprise which generally follows the path of least resistance. The documented cocaine flow from the source zone to the United States via the Caribbean—including Puerto Rico, the Dominican Republic, and Eastern Caribbean countries—has more than doubled in the past 3 years, from 38 metric tons (MT) in 2011, to 59 MT in 2012, and 91 MT in 2013.<sup>2</sup> This marks the highest documented cocaine flow since 2003. Possible reasons for the increased flow are increased maritime seizures in the Western Caribbean and Eastern Pacific during the 2000’s, enhanced interagency efforts along the Southwest Border and an increased awareness of smuggling activities in the Eastern Caribbean region. An example of these interagency efforts is Operation Martillo, which is a JIATF-South led interagency surge operation with Western Hemisphere and European partners targeting illicit trafficking routes in the coastal waters along the Central American isthmus.



**Figure 1. US Caribbean Border**

Maritime trafficking continues to be the dominant transportation method used by TCOs in the Caribbean region. Go-fast boats, fishing vessels, luxury yachts, ferries, cruise ships, and containerized cargo are

2. Consolidated Counterdrug Database (CCDB), June 6, 2014.

commonly used to transport narcotics into and through the region. TCOs hide large quantities of drugs amid legitimate container traffic, making interdiction challenging.

Drug traffickers have long used the Dominican Republic as a transshipment point for cocaine shipped from South America to the CONUS and Europe. Due to law enforcement efforts by Dominican Republic in conjunction with the U.S. Drug Enforcement Administration (DEA) and the United States Coast Guard (USCG), drug traffickers decreased air activity and increased maritime trafficking to the Dominican Republic, according to interagency assessments. There has also been an increase in detected cocaine loads via maritime conveyance directly to the Puerto Rico vicinity.

Based on statistics and reports from the Puerto Rico Police Department (PRPD); homicide rates can be attributed to power struggles and drug wars among violent gangs and DTO members who compete to supply an ever increasing demand for both illegal and diverted legal drugs and who are killing each other to protect their respective territories. These groups frequently use intimidation, violence, and murder to gain and retain control of retail drug markets.

However, the current data collection process still limits the ability to determine the causal relationships between specific drugs and violent crime. Puerto Rico/U.S. Virgin Islands High Intensity Drug Trafficking (HIDTA) officials understand the importance of assessing which drugs being trafficked and used are primarily contributing to violent and property crime across the Caribbean border area. PRPD data collection must be enhanced to be able to address this important link between drugs and violent crime. Nonetheless, Puerto Rico law enforcement officials estimate that drug trafficking activities related to cocaine, heroin, marijuana, and controlled prescription drugs are contributing to all forms of violent crime.

As drug trafficking activities continue to increase in the area, financial crimes have also increased. DTO/TCOs conceal and move bulk currency through Puerto Rico to the Dominican Republic and South America. Smugglers move bulk cash via the same general routes and conveyances that they use to move drug loads, including non-commercial maritime vessels, passenger ferries, commercial maritime containers, cargo ships, parcels, luggage, and couriers. Traffickers also launder illicit proceeds to avoid the risk of moving large amounts of bulk currency.

Puerto Rico and the U.S. Virgin Islands—designated jointly within the Caribbean Border area as a High Intensity Financial Crime Area (HIFCA) by the Department of the Treasury—is an increasingly critical hub for drug trafficking and money laundering within the Caribbean Basin. According to the 2015 Puerto Rico/U.S. Virgin Islands HIDTA threat assessment, leaders of high-profile money laundering organizations based in Central and South American countries maintain money laundering cells or components in Puerto Rico and the U.S. Virgin Islands. These cells launder the illicit proceeds generated by traffickers operating in the Caribbean border Puerto Rico/USVI area by multiple methods including the use of financial institutions, money remitters, and shell corporations to structure bank deposits and money order purchases to avoid reporting requirements. Other more complex and sophisticated methods, such as the Colombian Black Market Peso Exchange

(BMPE),<sup>3</sup> have also contributed to the underground economy in Puerto Rico. According to a study<sup>4</sup> commissioned by the Puerto Rico Chamber of Commerce in February of 2012:

- The underground economy of Puerto Rico earns an estimated \$13 to \$14 billion annually;
- These monies represent a loss of taxable income to the island’s government of approximately \$700 million;
- The increase in the rate and scope of underground economic activity in Puerto Rico has a direct impact in the island’s levels of unemployment; and
- Approximately \$5 billion of all underground economy earnings in Puerto Rico may be related to, or result from, drug smuggling/trafficking activities.

The same study estimates the underground economy of Puerto Rico to be approximately 27 percent of all economic activity on the island in 2010. Additionally, International Banking Entities (IBEs) are increasingly vulnerable to financial crimes and exploitation by criminal organizations within the area. The absence of Federal jurisdiction to regulate IBEs, aside from the Bank Secrecy Act reporting requirements, facilitates the use of IBEs for illegal purposes.

### **Threats and challenges encountered predominantly in Puerto Rico:**

The Puerto Rico Police Department (PRPD) continues to face challenges in countering the flow of drugs which arrive on the island via maritime routes. Illicit drug shipments that arrive on the coastlines of Puerto Rico are transported to various locations on the island for further distribution to CONUS or to local drug points. There is significant intelligence to indicate that DTOs are using the US Postal Service and private couriers with impunity to send kilogram loads and smaller loads from Puerto Rico to CONUS. Due to the current economic situation in Puerto Rico, the local government’s budgetary constraints have limited its ability to provide adequate maritime law enforcement assets capable of addressing drug trafficking threats to Puerto Rico coastal waters, which extend to nine nautical miles offshore.

Prescription drug abuse continues to increase at alarming rates, and based on data from the DEA, pharmacy robberies appear to be an emerging trend in Puerto Rico. Trafficking of other illegal drugs is increasing as well, as evidenced by a 2013 DEA operation in Puerto Rico that resulted in the seizure of 1.4 pounds of crystal methamphetamine, two vehicles and firearms from a DTO. This was the first DTO in Puerto Rico to be dismantled that was trafficking crystal methamphetamine.

The threat posed by heroin use and trafficking continues to increase in Puerto Rico, as evidenced by data from the Puerto Rico Administration of Mental Health and Anti-Addiction Services and both federal and state correctional systems. Puerto Rico-based DTO/TCOs have established heroin trafficking routes from Venezuela to Puerto Rico, via CONUS (New York or Miami) to facilitate heroin delivery to Puerto Rico. The Puerto Rico Department of Corrections and the Federal Bureau of Prisons report that growing abuse and availability of heroin, sometimes adulterated with the veterinary anesthetic Xylazine, continue to burden the correctional institutions. In CY 2013, suboxone, a medication used to treat opioid dependence, became the narcotic of choice among inmates at local and Federal institutions.

3. The system facilitates “swaps” of dollars owned by trafficking organizations in the United States for pesos already in Colombia, by selling the dollars to Colombian businessmen who are seeking to buy United States goods for export.

4. Economic study prepared by Estudios Tecnicos, Inc. in 2010 and presented by Puerto Rico Chamber of Commerce in February of 2012.

Based on information from the Puerto Rico Department of Housing Security Office, 300 out of the 333 public housing projects are controlled by DTOs. Puerto Rico Public Housing Projects (PHPs) have a long history of crime and continue to be areas of high crime. DTOs have established drug points and stash houses in PHPs that store and conceal drugs, firearms, and illicit drug proceeds.

According to data provided by the Puerto Rico Education Department, Office of Security, the danger posed to children by the drug trade and gang involvement has intensified. Criminal behavior incidents in the school system, such as violence, vandalism, and property theft are increasing. Additionally, abuse and trafficking of controlled prescription drugs and marijuana have increased within the Puerto Rico schools over the past year. A report from the Puerto Rico Department of Education states that 40.8 percent of school students responded that they used drugs before reaching the age of 14. Additionally, 19.8 percent of students that had engaged in criminal activity in schools reported that their friends sell drugs.<sup>5</sup> Finally, inbound domestic currency seizures at the Luis Muñoz Marín International Airport (SJU) are at an all-time high. DEA currency seizures at SJU during FY 2013 totaled nearly \$2.9 million, an increase from the \$1.5 million seized in FY 2012.

### **Threats and challenges encountered predominantly in U.S. Virgin Islands:**

The Virgin Islands Police Department (VIPD) continues to face challenges in interdicting illicit drugs that arrive in the islands via maritime routes. Maritime law enforcement resources to combat DTO/TCOs are predominantly located in Puerto Rico. To evade law enforcement efforts in Puerto Rico, criminal organizations sometimes move their operations to the U.S. Virgin Islands, utilizing these islands as transit zones to move drugs into Puerto Rico and CONUS.

The VIPD continues its efforts to comply with the 2009 DOJ consent decree to ensure that effective policing remains a priority. However, economic conditions in the U.S. Virgin Islands have negatively affected its ability to provide maritime law enforcement resources to protect its territorial coastal waters, which extend to three nautical miles offshore.

There is a strong connection between drug trafficking and human smuggling in the U.S. Virgin Islands. DTO/TCOs are using undocumented/smuggled immigrants as couriers in exchange for transportation to the U.S. Virgin Islands. Additionally, the unlawful importation and use of firearms by criminals is a major threat to the U.S. Virgin Islands community, as evidenced by the high rate of street violence and homicides involving illegal weapons.

The significant presence of gangs in the U.S. Virgin Islands continues to be a major threat. The Virgin Islands Anti-Gang Committee, formed in 2009 to address gang-related community concerns, has noted that from 2011 to 2014 the British Virgin Islands (BVI) have also observed an increase in gang related activity. The expansion of gangs with multiple affiliations is growing rapidly. Because of their multiple affiliations, ethnicities, and continuous evolution, the gangs are difficult to track, identify, and target.

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5. Puerto Rico Department of Education –“School Incident Report Database System, 2014”.



## Federal Response to Date

Cooperative partnerships, expanded bilateral agreements, and training programs are essential force-multipliers to counter the transnational drug threat. Federal agencies must continue to leverage established partnerships among themselves and with local law enforcement agencies, capitalizing on the unique authorities and capabilities of each organization to bring a unified whole-of-government effort to the front lines. Building and improving bilateral and multilateral partnerships through law enforcement agreements, professional exchanges, training, and joint operations is essential to reducing illicit drug flow through the region.

In response to elevated drug trafficking and related crime, Federal law enforcement agencies have increased their efforts in the region. The Departments of Justice and Homeland Security have devoted resources to address drug-related violent crime on the islands, and coordinated with Federal and local partners to confront this ongoing threat to public safety. Some of the Departments' efforts include the following:

- **Illegal Firearms and Violent Crime Reduction Initiative:** This initiative, which involves the Bureau of Alcohol, Tobacco, Firearms and Explosives (ATF), DEA, Federal Bureau of Investigation (FBI), United States Attorney's Office for the District of Puerto Rico (USAO-PR), U.S. Immigration and Customs Enforcement's (ICE) Homeland Security Investigations (HSI), United States Postal Inspection Service (USPIS), and the Puerto Rico Department of Justice (PRDOJ), has been in effect since November 2011 in five judicial regions in Puerto Rico. The initiative is now in place in nine judicial regions with potential for further expansion. The main objective of the initiative is to halt the use of illegal firearms by immediately detaining persons possessing a firearm who are prohibited from doing so (including convicted felons). To date, the initiative has resulted in 896 arrests and the seizure of 739 firearms and more than 20,000 rounds of ammunition.
- **Strike Forces/Project Safe Neighborhoods Initiative (Puerto Rico):** Strike forces in Puerto Rico primarily composed of vetted PRPD investigators, have been working since 2006 under the Strike Forces/Project Safe Neighborhood Initiative to investigate and support the prosecution of violent TCOs operating in particularly vulnerable areas in Puerto Rico.
- **Operation Caribbean Guard (OCG):** DHS implemented OCG in 2012 to intercept illegal weapons, drugs, and money flowing to and from Puerto Rico. There are seven separate efforts underway to support OCG which focus on the inspection of cargo, mail, vessels, and persons traveling to and from Puerto Rico. OCG is the overarching coordinating and de-confliction operation to maximize the efforts of interagency assets around Puerto Rico and U.S. Virgin Islands. These interagency efforts are spearheaded by USCG, ICE, U.S. Customs and Border Protection (CBP), and the FURA and include Operations: Unified Resolve, Caribbean Resilience, Desecheo Guard, Eastern Blockage, Southern Exposure, Eagle Watch, and Eastern Triangle. From its inception in September 2012 through May 2014, this umbrella operation has resulted in the removal of over 50 metric tons of illegal drugs, apprehension of over 2,100 migrants, and the seizure of nearly 1,200 weapons and \$11 million in illicit drug proceeds.

- Caribbean Corridor Strike Force (CCSF):** An initiative of the United States Attorney's Office for the District of Puerto Rico, the CCSF is a multi-agency Federal strike force involving DEA, FBI, ICE, Coast Guard Investigative Services (CGIS), CBP, and the PRPD. The CCSF is part of the Organized Crime Drug Enforcement Task Force (OCDETF) that investigates South American-based drug trafficking organizations responsible for the movement of multi-kilogram quantities of narcotics using the Caribbean as a transshipment point for further distribution to the CONUS. The CCSF provides tactically actionable law enforcement information to support the coordination of assets from local law enforcement agencies, CBP, the USCG, the Department of Defense (DOD) Joint Interagency Task Force-South (JIATF-S), and the naval forces of partner nations. Since its inception in 2005, CCSF operations have resulted in the seizure of nearly 43 MT of cocaine, 1,655 kilograms of marijuana, 241 kilograms of heroin, and \$15,296,554 in cash. In addition, CCSF activities have resulted in the arrest of 293 individuals.
- Save Our Streets Carjacking Initiative (SOS):** The SOS initiative, staffed by the FBI, PRPD, and San Juan Police Department, has significantly reduced the number of violent carjackings that occur in Puerto Rico, and has led to the apprehension of individuals who were also involved in robberies, home invasions, and murders. Since its inception in May 2012, SOS has led to 162 arrests and the discovery or disruption of multiple criminal networks.

## Outlook

Puerto Rico and the U.S. Virgin Islands will continue to be a major eastern Caribbean destination for major cocaine and heroin shipments. Cocaine continues to be the principal drug threat in the Caribbean region in terms of trafficking and associated violence.

The Centers for Disease Control and Prevention has classified prescription drug abuse as an epidemic. In the region, seizures of controlled prescription drugs tripled in 2013. The illicit diversion of pharmaceutical drugs in Puerto Rico continues to be a growing threat expected to increase during 2015.

Heroin remains a threat to the public safety and health of communities in Puerto Rico and the U.S. Virgin Islands. Growing abuse and availability of the drug, along with its adulteration using Xylazine, may lead to increases in violent crimes and continue to burden correctional institutions. Major factors contributing to the diversion and trafficking of Suboxone continue to include the ease of concealment, the stability of the substance (less perishable), and high profitability associated with the trade.

Threats and violence towards law enforcement officials, including threats against Federal and local judges continue. It is critical to employ all available law enforcement tools and improve information sharing to enhance investigations. The PRPD and other local law enforcement officers do not participate in the National Crime Information Center (NCIC). Its use may be critical for operational success and should become a regular and required practice.

The danger posed to children by the drug trade and gang involvement has continued to increase. Criminal incidents continue to occur in the school system, such as violence, vandalism, and property theft. The prime motivation for the importation and trafficking of drugs is financial. Hence, as drug trafficking activities continue to increase in the region, financial crimes will also increase. As illicit drugs are brought in, drug proceeds have to move out, either laundered through the financial system or

transported to foreign locations in bulk as cash. Some DTO/TCOs operating in the region have displayed limited sophistication about successful money laundering. Thus, bulk cash smuggling will continue to increase. In addition, the existing social and economic conditions create an environment conducive to the corruption of various entities, including financial institutions.



# Chapter 1: Intelligence and Information Sharing

## Strategic Objective

Enhance intelligence and information sharing capabilities and processes associated with the Caribbean border.

## Background

Strong international, interagency, territorial, and local cooperation and coordination, especially in regards to intelligence and information sharing, are critical to combating the dynamic and massive illicit drug trade. Disrupting criminal activities requires systematic collection, analysis, and secure dissemination of accurate and timely intelligence.

Violence and crime associated with drug trafficking across the Caribbean border region, coupled with finite resources available for operations, calls for increased deconfliction and coordination across the interagency community to ensure efficiency of results. This oversight will also help address resource shortfalls and the impact that additional resource allocation would bring to mission success. All Federal law enforcement partners should continue to maximize the use of the resources they have while integrating the limited additional resources that have been provided to enhance interagency efforts to disrupt illicit activities and the flow of contraband into and out of Puerto Rico and U.S. Virgin Islands.

They are several collaborative intelligence and information sharing initiatives ongoing in the Caribbean border region. The Caribbean Border Interagency Group (CBIG) is a joint effort that serves as force-multiplier for DHS, USAO, and local partners to prevent, detect, and interdict illicit activity across shared areas of responsibility. The Maritime Operations Coordination (MOC) Plan is a cross-component DHS plan for maritime operational coordination, planning, information sharing, intelligence integration, and response activities for an efficient, effective, and coordinated response to threats against the United States and its interests. Another example that exemplifies the concept of intelligence and information sharing is the augmentation of intelligence analysts from Puerto Rico and U.S. Virgin Islands National Guard Counterdrug Programs to interagency partners such as DEA, FBI, ICE, CBP, USPIS, NIE, the US Marshal Service (USMS), and the PR/USVI HIDTA along with local law enforcement agencies.

## 1. Support tactical and operational commanders, strategic planners, and decision makers at all levels with improved processes and capacity for intelligence collection.

- A. **Leverage intelligence collection capabilities to reduce existing intelligence gaps, learning from and building upon successes.** Agencies will leverage existing partnerships, like the CBIG and the Puerto Rico/U.S. Virgin Islands HIDTA, to address the overarching counternarcotics problem in the Caribbean border region. Successful employment of collection capabilities requires robust information sharing among all partnerships with cross-tasking mechanisms in place to

fully exploit all available information. The timely sharing of information and criminal intelligence allows for the early identification of trends and patterns relevant to counternarcotics along and across the Caribbean border. Some examples of cross-tasking mechanisms include but are not limited to: an interagency coordinated intelligence requirements management process; a jointly applicable list of intelligence requirements; and mechanisms for interagency partners to process cross-agency collection requests. The CBIG and the Puerto Rico/U.S. Virgin Islands HIDTA Investigative Support Center, due to their existing joint-partnerships and investigative capabilities, should disseminate intelligence to avoid duplication. **Action: DOJ/DEA, DOD, DHS/CBP, DHS/ICE, DHS/I&A, DHS/USCG, DOJ/FBI, ODNI/OSC, ONDCP/HIDTA.**

The Drug Enforcement Administration and PANEX North conducted Operation Guajiran Gold between 2012-2014, which targeted the trafficking activities of the Cohen DTO, responsible for transporting multi-ton loads of cocaine per month from South America through the Caribbean.

PANEX North is an OCEDTF group consisting of DEA, ICE, USCG, FBI, IRS, and numerous state and local police departments designed to share intelligence and operational resources to target the largest illicit drug traffickers in the Caribbean. Operation Guajiran Gold led to the seizure of over 13 tons of cocaine and the indictment and arrest of the Cohen brothers, including Consolidated Priority Organization Target (CPOT) Bonificio Cohen.

- B. Integrate technical and non-technical collection capabilities of participating agencies/ organizations in accordance with appropriate authorities and limitations.** Technical collection capabilities and programs, such as the deployment of portable surveillance sensor packages on board U.S. assets, must be carefully coordinated among participating agencies. Non-technical law enforcement intelligence collection efforts such as Reports Officers and special field intelligence and debriefing programs should be enhanced and better coordinated. Existing interagency fora and agreements will continue to facilitate partnerships and coordination. Many law enforcement organizations have intelligence collection capabilities and programs that can be used for targeting, interdictions, and other activities. Such resources must be utilized in a coordinated and cohesive manner. Given their current role and expertise, the CBIG should coordinate this effort. **Action: CBIG, DOJ/DEA, DOD, DHS/CBP, DHS/ICE, DHS/I&A, DHS/USCG, DOJ/FBI, ODNI/OSC, ONDCP/HIDTA.**
- C. Collaborate and coordinate on the development of joint intelligence products among U.S. Federal, state, and local counterparts.** Elements in the intelligence and Federal law enforcement communities regularly produce a variety of assessments related to the Caribbean border region. These products range from comprehensive national assessments to more issue-specific or localized assessments. Agencies will continue to use existing mechanisms to coordinate the production of intelligence assessments related to Caribbean border region counternarcotics threats and ensure wide distribution of those products. **Action: DHS/I&A, DOJ/DEA, DOD, DHS/CBP, DHS/ICE, DHS/USCG, DOJ/FBI, ODNI/OSC, ONDCP/HIDTA, Treasury.**

## 2. Identify and attack key vulnerabilities of DTOs/TCOs.

Coast Guard Sector San Juan's operational commander, the Seventh Coast Guard District, has reallocated resources based on a threat-based risk assessment leading to additional boat crews, patrol boats and major Cutter support, as well as increased access to Maritime Patrol Aircraft to enhance ongoing operations in the Caribbean border region. As a result, interagency interdictions at sea have removed thousands of kilograms of illicit narcotics from the market and brought many suspects ashore for prosecution.

- A. Integrate existing multi-sourced information streams, with emphasis on using available intelligence information more effectively and more efficiently.** The intelligence, law enforcement, and defense communities are continuing efforts to develop a more complete understanding of the primary DTO/TCOs that threaten the Caribbean Border region. The U.S. Government will continue intelligence analysis on primary illicit organizations; provide tipping and cueing information to operational units in order to narrow patrol areas and increase response; and ensure the coordination of specialized intelligence mechanisms such as document and media exploitation. **Action: DOJ/DEA, DOD, DHS/CBP, DHS/ICE, DHS/I&A, DHS/USCG, DOJ/FBI, ODNI/OSC, ONDCP/HIDTA, Treasury.**
- B. Continue using existing resources to coordinate and disseminate the Common Intelligence Picture/Common Operational Picture (CIP/COP).** The Caribbean Border Regional Coordinating Mechanism (ReCoM) coordinates the CIP/COP for the Caribbean border region. The ReCoM is comprised of CBP, USCG and ICE, and extends coordination out to state, local, territorial, military, and others (SLTTMO). In addition to using CIP/COP to maintain awareness of U.S. asset allocation, agencies should also use these tools to perform ongoing comprehensive analyses of current and emerging threats. The results of these analyses provide targets for new analytical initiatives. **Action: DOJ/DEA, DOD, DHS/CBP, DHS/ICE, DHS/I&A, DHS/USCG, DOJ/FBI, ODNI/OSC, ONDCP/HIDTA, Treasury.**

In January 2012, HSI San Juan led the creation of an interagency operation dubbed Caribbean Resilience (OCR). The OCR concept harnessed all DHS resources as well as other federal, state and local law enforcement assets into an integrated enforcement approach to proactively support operations designed to target drug and weapons smuggling/trafficking thus reducing the murder rate in Puerto Rico. Through enforcement actions, intelligence gathering, aggressive prosecution, and enhanced accountability, OCR established a dominant presence in areas susceptible to gun related violence in Puerto Rico. OCR proved to be an effective law enforcement response to the escalation of violence on the island of Puerto Rico. For that reason, HSI San Juan's comprehensive initiative was adopted by the Department of Homeland Security as its unified response to address the wave of homicides in Puerto Rico. OCR included the operational support of the United States Attorney's Office, Homeland Security Investigations, U.S. Customs and Border Protection U.S. Coast Guard, Transportation Security Administration, Bureau of Alcohol, Tobacco, Firearms and Explosives, Puerto Rico Police Department as well as the municipal police departments of San Juan, Ponce and Toa Alta.

## CARIBBEAN BORDER COUNTERNARCOTICS STRATEGY

Since its inception, OCR resulted in 888 arrests, seizure of over 648 firearms, over 39,000 rounds of ammunition, over \$543,000.00 and 450 pounds of narcotics. However, the most meaningful measure of success was the overall reduction in murders. This unprecedented initiative successfully reduced the murders in Puerto Rico by approximately 15 percent and in certain operational areas the reduction totaled approximately 52 percent.



## Chapter 2: Protecting the Border

### Strategic Objective:

Interdict illicit drugs and drug proceeds at and between U.S. ports of entry in the Caribbean.

### Background

This chapter addresses border security actions and operations at and between the ports-of-entry (POEs) in the Caribbean border area, which consists of the entire coastal circumference of the main island of Puerto Rico; the islands of Vieques and Culebra; and the three U.S. Virgin Islands of St. Croix, St. Thomas, and St. John. This includes six POEs and approximately 748 miles of coastline.

The Caribbean is an active transit zone for transnational criminal organizations moving drugs and other illicit merchandise from Central and South America to the CONUS. Once drugs enter Puerto Rico or the U.S. Virgin Islands, the majority of them flow to the continental U.S. via domestic air and maritime corridors. As Puerto Rico and the U.S. Virgin Islands face this constant threat, Federal, territorial and local assets are constantly exchanging information, identifying targets, and coordinating operations. These partnerships are essential to the complementary goals of achieving security while facilitating the flow of legitimate trade and travel.

### 1. Enhance U.S. Government capabilities at and between the POEs.

- A. Use information sharing and risk assessment to improve U.S. Government border management at the Caribbean border.** Real-time exchange of information with our partners, both within Puerto Rico and the U.S. Virgin Islands and across the region, enhances the U.S. Government's ability to effectively secure the borders while facilitating the flow of legitimate trade and travel. **Action: DHS/CBP, DHS/USCG, DHS/ICE, DOJ/DEA, DOJ/FBI, ONDCP/HIDTA.**
- B. Increase Intelligence-Driven Operations.** Intelligence-driven law enforcement operations are targeted enforcement operations that are based upon actionable information. Participating agencies plan and execute joint operations targeting narcotics, weapons, and human transnational smuggling organizations affecting Puerto Rico and the U.S. Virgin Islands. Concentrating future enforcement operations with tactical intelligence will increase detections and interdictions and follow-on investigations at and between the POEs. **Action: DHS/CBP, DHS/USCG, DHS/ICE, DOJ/DEA, DOJ/FBI, ONDCP/HIDTA.**
- C. Continue to support the Caribbean Border Interagency Group.** Federal and local law enforcement agencies established the CBIG in 2006 to increase the efficiency and effectiveness of law enforcement entities operating in the Caribbean. CBIG members include: the three operational branches of CBP (the Office of Border Patrol, Office of Air and Marine, and Office of Field Operations), the U.S. Coast Guard, and the National Park Service; (ICE; the Puerto Rico Police Department; and the United States Attorneys' Offices for the Districts of Puerto Rico and



the Virgin Islands. This group is staffed at three levels: principal managers, intelligence units, and operators. CBIG operates under the unified command concept, where each agency provides support to coordinated detection, interdiction, and other law enforcement actions based upon analytical intelligence and real-time coordination. **Action: DHS/CBP, DHS/USCG, DHS/ICE, DOJ/DEA, DOJ/FBI, ONDCP/HIDTA, DOD.**

- D. Increase utilization of existing authorities to deter and interdict illegal aliens destined for the continental United States via the Caribbean.** CONUS passenger travel to and from both Puerto Rico and the U.S. Virgin Islands is considered domestic travel, as if moving from one state to another. However, passengers traveling to CONUS are subject to nationality screening (preflight examination Sec. 235.5 INA) to establish lawful presence before being allowed to proceed. This screening affords law enforcement the opportunity to discover criminals and has led to numerous arrests of wanted felons, smugglers of narcotics and currency, and violators of immigration laws. **Action: DHS/CBP, DHS/ICE.**

## 2. Strengthen the U.S. Government’s ability to detect and interdict narcotics and drug proceeds.

- A. Further enhance cooperation and integrated border management to increase the interdiction of narcotics, drug proceeds, and other illicit activities in the Caribbean.** In light of the success of CBIG and CCSF, we must continue to enhance existing multi-discipline border security initiatives. Federal agencies will increase joint and combined operations with local police units throughout the Caribbean by providing information and resources to support local efforts within the domestic air and sea environments. Additionally, Federal agencies will operate with the National Park Service in Puerto Rico and the U.S. Virgin Islands, patrolling national park lands and waterways. Agencies will also cultivate liaison with the Dominican Republic and British Virgin Islands’ law enforcement authorities to share intelligence regarding theft and illegal vessel departures. DEA will continue to leverage its relationships with its counterparts in the Caribbean, especially in the nations surrounding Puerto Rico such as the Dominican Republic. **Action: DHS/CBP, DOD, DHS/USCG, DHS/ICE, DOJ/DEA, DOJ/FBI, ONDCP/HIDTA, DOI/NPS.**
- B. Further integrate counter-illicit trafficking technologies for deployment at POEs.** CBP works with other agencies to develop a Maritime Predictive Analysis Tool that aids in the targeting of small vessels used to smuggle drugs and people. CBP also is introducing targeting examination tools such as the Enforcement Link Mobile Operations (ELMO) smartphone application, which allows officers to access law enforcement databases in real time. To increase the effectiveness of interdiction operations, CBP installed land border processing terminals at seaports in Puerto Rico, enabling more efficient processing of passengers and vehicles at the foreign ferry terminal. **Action: DHS/CBP.**
- C. Increase the use of domestic drug flow intelligence and analysis as a means of targeting and driving interdiction operations at and between the POEs.** Interdiction operations are driven by many sources of information, such as the analysis of domestic drug distribution networks. On a daily basis, territorial and local police document the sources and destinations of seized drugs and drug proceeds, as well as concealment methods and other pertinent infor-

mation that is crucial to establishing present and future trafficking trends. Contemporary data relating to domestic seizures and arrests is routinely shared nationwide on a virtual real-time basis through HIDTAs' Domestic Highway Enforcement (DHE) Strategy using a secure government website. In addition to trend data, participating officers are consistently encouraged to enter interdiction-related Personally Identifiable Information (PII) into EPIC's National Seizure System (NSS). Overall, the DHE Strategy strives to extend the time gap between traffickers mitigating their vulnerabilities after a seizure and law enforcement officers capitalizing on them. Sharing trends and data among law enforcement personnel assigned to the border, attached to US Embassy Country Teams, and based domestically can bridge significant informational gaps and enhance criminal justice and public safety nationwide. Additionally, tracking and analysis of gang activity in major U.S. cities leads to better targeting criteria that may be employed by frontline officers and agents at and between the POEs. CBP will increase collaboration with other agencies through established integration centers, such as the HIDTA Program, RISS centers, the National Gang Intelligence Center, and State and Major Urban Area Fusion Centers, to refine targeting and enforcement operations at the border. **Action: DHS/CBP, DHS/USCG, DHS/ICE, DHS/I&A, DOJ/DEA, DOJ/FBI, DOJ/NGIA, EPIC, ONDCP/HIDTA, USPS/USPIS.**

### 3. Increased coordinated operations with our Caribbean law enforcement partners.

- A. Increase working and training with other agencies and programs.** Federal agencies will continue to work with their Caribbean partners in the region. For example, agencies will assist Dominican Republic law enforcement entities in the implementation of the Operation Against Smugglers Initiative on Safety and Security (OASISS) program, while evaluating its effectiveness and efficiency to develop future action plans. CBP has included a select group of intelligence officers from PRPD that actively participate in daily telephonic intelligence briefings and asset deployment overviews. **Action: DHS I&A, DHS/CBP, DHS/USCG, DHS/ICE, DOJ/DEA, DOJ/FBI, ONDCP/HIDTA, DOD.**
- B. Better utilize existing fusion centers throughout the area.** Federal agencies will enhance operational coordination with state and major urban area fusion centers to increase border security, and corroborate intelligence requirements and response capabilities. **Action: DHS/CBP, DHS/USCG, DHS/ICE, DOJ/DEA, DOJ/FBI, ONDCP/HIDTA, DOD.**
- C. Achieve operational integration with neighboring Caribbean partners through enhanced communications, intelligence, and operations.** Improved communications and interoperability among Caribbean and U.S. intelligence law enforcement agencies, particularly the sharing of timely information, will result in more successful counternarcotics enforcement while expediting legitimate trade and travel. **Action: DHS/CBP, DOS, DHS/USCG, DHS/ICE, DOJ/DEA, DOJ/FBI, ONDCP/HIDTA.**
- D. Integrating with CARICOM.** Caribbean Community and Common Market (CARICOM) is the umbrella organization of Caribbean nations. The U.S. Government will continue to work with Caribbean partner nations to deter and eliminate the flow and distribution of narcotics across the Caribbean Border. Bi-lateral agreements, intelligence sharing, and resource maximization

will improve the ability to combat trafficking of drugs and other illicit merchandise. Currently, CBP officers located in Barbados work with CARICOM’s Joint Regional Communications Centre (JRCC) to conduct targeting and analysis activities on advance passenger information system (APIS) data from flights and vessels traveling within ten CARICOM member states. CBP coordinates enforcement responses, including those for potential drug trafficking targets and border security threats, identified by APIS analysis with regional authorities and U.S. agencies. **Action: DHS/CBP, DOS, DHS/USCG, DHS/ICE, DOJ/DEA, DOJ/FBI, ONDCP/HIDTA.**

- E. Increase Dialogue between Puerto Rico, the U.S. Virgin Islands, and the Caribbean Basin Security Initiative.** The Caribbean Basin Security Initiative (CBSI) is a security strategy focused on the safety of citizens in all nations of the Caribbean. CBSI members collaborate on regional security with the U.S. Government to reduce illicit trafficking, increase public safety and security, and promote social justice. A robust interface must be developed between CBSI initiatives and U.S. Caribbean Border initiatives to ensure that they are fully integrated and mutually supportive. Representatives from Puerto Rico and U.S. Virgin Islands have participated in past CBSI events and will continue to do so. DEA has seven foreign offices (Country Offices) with Special Agents on the ground surrounding Puerto Rico and the U.S. Virgin Islands. Each Country Office has longstanding, bilateral relationships with trusted counterparts (Vetted Units) that regularly produce intelligence and evidence used in US prosecutions. **Action: DHS/CBP, DHS/USCG, DHS/ICE, DOJ/DEA, DOJ/FBI, ONDCP/HIDTA.**

#### Operation Caribbean Guard

The goal of Operation Caribbean Guard is to optimize joint efforts and serve as a force-multiplier for the DHS, USAO and local partners in an effort to prevent, detect, and interdict the entry of illegal migrants and contraband across shared areas of responsibility. In order to carry out its mission, UC stakeholders have established a series of SOP’s that provide guidance with respect to detection, identification and investigation of offenses, arrest and detention, evidence gathering, intelligence sharing, and other procedures applicable to the prosecution of offenses within PR and the USVI. The Unified Command (Op Caribbean Guard) also serves as the San Juan Regional Coordination Mechanism (RECOM).



## Chapter 3: Air and Maritime Approaches

### Strategic Objective

Interdict illicit drugs and illicit drug proceeds in the air and maritime domains in and around the Caribbean border.

### Background

The approaches to the Caribbean border in the air and maritime domain include a broad swath of ocean that connects drug producing and transshipment countries with the U.S. Governing the air and maritime domains is complicated by a lack of chokepoints, which increases the ability of drug traffickers to evade detection. Concurrent with increased law enforcement pressure on the U.S. Southwest border and the Central America/Mexico smuggling corridor, TCOs have sought to expand footholds in the Central and Eastern Caribbean to enhance their criminal networks and trafficking activities.

Documented cocaine flow from South America in the Central and Eastern Caribbean region has doubled over the past four years from 42 metric tons in 2010 to 95 metric tons in 2013, and now represents approximately 15 percent of total documented cocaine flow in the Western Hemisphere.<sup>6</sup> The primary mode of conveyance utilized by TCOs is the go-fast vessel. Their prevalence is due to their availability, speed, stealth, low cost, and ability to blend easily with legitimate traffic in the maritime approaches. While some of the contraband moving through the area is destined for Europe and Africa, a majority is intended for landfall in Puerto Rico and the U.S. Virgin Islands with the U.S. mainland as the ultimate destination.

This illicit drug trade contributes to gang activity, corruption, violence, and economic and social problems for all countries in the transit zone, Puerto Rico, and U.S. Virgin Islands. U.S. efforts are designed to synchronize the capabilities of the entire U.S. Government to secure our air and maritime borders and help our Caribbean partners address the range of threats facing the region. DOD support is an indispensable element of law enforcement efforts. The Department of Defense (DOD) is the lead U.S. agency for aerial and maritime counterdrug Detection and Monitoring (D&M) activities in the transit zone, and is supported by USCG and CBP assets in this role. The USCG is the lead Federal agency for maritime Interdiction and Apprehension (I&A) activities on the high seas, while USCG and CBP share this responsibility within U.S. territorial waters.

The U.S. Government will continue to employ a multi-faceted, layered approach to secure the maritime and air approaches of Puerto Rico and U.S. Virgin Islands, and combat TCOs smuggling illicit drugs from South America to the U.S. At the forefront of detection, monitoring, interdiction, and apprehension operations, U.S. Government components deploy a variety of assets against TCOs such as intelligence, cutters, boats, fixed-wing and rotary patrol aircraft, unmanned aircraft systems (UAS), and Law Enforcement Detachments (LEDET) embarked on available U.S. Navy ships and Allied Nation vessels. U.S. components frequently operate with their foreign counterparts to enhance efforts and improve

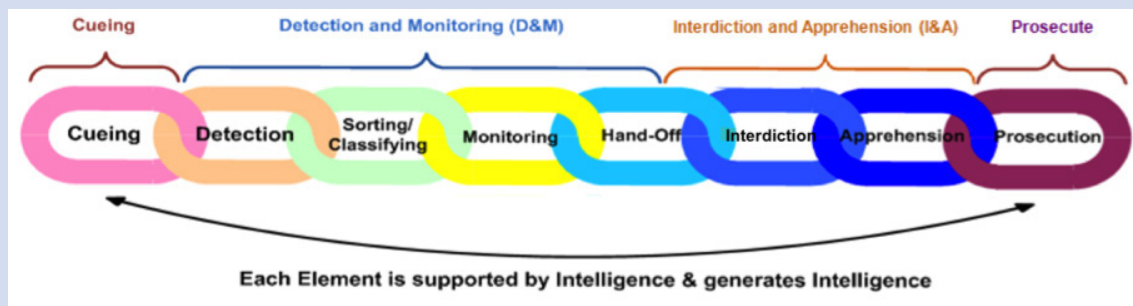
6. Consolidated Counterdrug Database (CCDB)

partner nations’ ability to govern their own air and maritime domains. Using this security-in-depth strategy to interdict bulk loads close to source country departure points, U.S. drug control agencies remove illegal drugs before they are divided into smaller packages and delivered to local drug dealers. And by interdicting supply network members in international waters, they directly provide U.S. law enforcement agencies with fresh leads and suspects to investigate and prosecute; thereby supporting and oftentimes initiating the criminal justice process. Reducing the availability of drugs by seizing bulk loads and eliminating supply networks supports the U.S. Government’s focus on enhancing citizen security in the region through the CBSI

## 1. Increase Air and Maritime Detection and Monitoring, Interdiction and Apprehension, and Domain Awareness Capabilities

### Interdiction Continuum—A Cycle of Success

A successful Interdiction Continuum, involving cooperation across the agencies, is self-sustaining. Seizures, disruptions, and prosecutions produce new intelligence and advance investigations into major transnational criminal networks leading to more actionable intelligence on future events and producing follow-on seizures. The degradation of this Interdiction Continuum would have long term negative impacts on maritime interdiction mission performance. The U.S. Government must focus its efforts on seizures, investigations, and effective prosecutions, including extraditions, to ensure the Interdiction Continuum is not broken.



#### A. Enhance air domain capabilities in support of interdiction and apprehension activities.

Continuous and systematic observation from fixed wing aerial surveillance assets, along with sophisticated technical surveillance equipment, is critical to finding and identifying suspected smugglers, especially those using go-fast boats whose low profile and fiberglass and wood construction limit detection ranges to well within the visible horizon. Because of the difficulty of locating suspects within the approximately one million square miles of ocean that make up the approaches to the Caribbean border, D&M assets, of which there is a critical shortfall, are currently the single most significant mission enabler for interdiction. CBP and USCG provide D&M assets through medium range aircraft and helicopters assigned to the Caribbean area of operations. All carry specialized radar and electro-optical equipment to help them identify the

suspicious contacts they detect and vector USCG use-of-force capable helicopters and USCG, CBP and partner agency surface assets to the target. These assets also transport specialized teams and equipment into threat vectors in the Caribbean AOR and provide aerial support to investigative agencies serving as a force multiplier. Puerto Rico National Guard (PRNG), jointly with CBP, provides 24/7 radar surveillance, detection, monitoring, and sorting of suspected drug smuggling activities via aircraft. PRNG Counterdrug Program Army Aviation assets also provide critical support to law enforcement agencies within the Commonwealth and the region by conducting reconnaissance of airspace, maritime, or surface areas for illegal drug activities that include cultivation of marijuana or delivery of illegal drugs. In addition, PRNG can coordinate through other state National Guards to obtain RC-26 mission support. **Action: DHS/CBP, DHS/USCG, DOD.**

**National Guard RC-26 Assets**

The RC-26B provides aerial photography and observation in support of counterdrug activities. The highly trained RC-26B aircrews have backgrounds in many military aviation platforms and effectively bridge the gap between DOD and civil authorities.

The RC-26B provides the platform and sensors to afford unobserved airborne command and control, radio relay, observation, photography, suspect tracking, and vehicle follow. Daylight mission video and Forward Looking Infrared thermal video can be provided at the completion of the flight. Additionally, some of the aircraft are equipped with full-motion video line of sight transmitters.

RC-26B employment includes: following suspects to find drug suppliers, video recording transaction and documenting location of controlled buys, providing photos and video for planning ingress and egress for takedowns, providing a bird's eye view of locations, reports of arrival/departure of suspects, protecting officers on the ground during takedowns, providing a platform for surveillance in areas where no other method is possible without compromise, and tracking fleeing subjects, day or night.

**B. Continue investments in maritime domain capabilities.** To more effectively secure the Caribbean border, the U.S. Government must continue to recapitalize its ships, boats, maritime facilities, supporting infrastructure, and personnel. This will stem the decline in mission readiness associated with the aged, obsolete, and unreliable condition of operational assets and the resulting decrease in proficient operators. Maritime law enforcement personnel must have boats and equipment that enable them to safely, swiftly and precisely pursue, approach, and employ, if required, the minimum force necessary to compel the suspects to heave to and comply with further law enforcement action. By 2016, the USCG will commission and homeport six new Fast Response Cutters (FRC) in Puerto Rico. A significant upgrade over the Island Class Patrol Boats they will replace, the FRCs will provide a robust interdiction presence in the region and offer an improved, interoperable command and control platform, rapid littoral and offshore response, and enhanced law enforcement capabilities in heavy sea states. CBP also is engaged in a recapitalization process to modernize their Caribbean based pursuit boats. This recapitalization will help maintain a robust law enforcement presence and modernize CBP coastal

interceptor capabilities, including support to investigative agencies focused on dismantling DTO/TCOs. **Action: DHS/USCG, DHS/CBP, DOD.**

- C. Expand Air and Maritime Domain Awareness.** Domain awareness provides a shared understanding to operational decision makers and law enforcement responders at a maximum time and distance from Puerto Rico, the U.S. Virgin Islands, and partner nations. Situational awareness of the air and maritime domains is achieved through the integration of intelligence, surveillance including sensor inputs, reconnaissance, navigation systems, flight and navigational data, and other needed information. Bolstering domain awareness in the air and maritime approaches is achieved through the employment of integrated sensor packages, including land-based, airborne, elevated radar and electro-optical (night, infrared, day) systems. These technologies, augmented with the fusion of investigative information and national criminal intelligence, provide the air and maritime domain awareness needed to enable interdictions, facilitate criminal investigations, and enable successful prosecutions. The Tethered Aerostat Radar System (TARS) located in Puerto Rico is a proven essential resource for the homeland security mission of the Caribbean Air and Marine Operations Center (CAMOC). TARS provides simultaneous air and marine tracking data using radar, Automatic Identification System, and extended communications capabilities. The CAMOC monitors the area of responsibility using TARS and other fixed long-range radars in the Caribbean. CAMOC coordinates with appropriate CBIG partners, Federal agencies, and surrounding foreign law enforcement entities to ensure effective endgames for suspect air and maritime tracks as required. **Action: DHS/CBP, DHS/USCG, DHS/ICE, DOD, DOJ/DEA, DOJ/FBI, STATE, ONDCP/HIDTA.**

## 2. Extend the Caribbean Border farther from U.S. shores

- A. Forward deploy drug interdiction assets near the source of DTO/TCO activity.** As part of the *National Drug Control Strategy*, interagency efforts must continue to focus primary counterdrug efforts on removing drugs close to source country departure points (typically cocaine from South America). Limited in their ability to coordinate, carrying large loads, exposed to an array of U.S. and partner intelligence and surveillance assets, and susceptible to prosecution in the United States if interdicted, smuggling networks experience high risk transiting this section of their supply chain. The criminal networks receiving these bulk loads in Puerto Rico, the U.S. Virgin Islands, or other Caribbean nations, divide them into smaller, harder to detect, loads and then either transfer them to distribution networks based in CONUS or other markets or they break the shipment into packages they can sell to local gangs and other dealers. Counterdrug assets forward deployed to the “deep” transit zone rely on JIATF-South to fuse intelligence and law enforcement reporting and to schedule and coordinate the detection and monitoring activities of DHS, DOD, and allied nation operational assets. **Action: DHS/USCG, DOD/JIATF-SOUTH, DHS/CBP, DHS/ICE, DOJ/DEA, DOJ/FBI.**
- B. Continue Operation Unified Resolve.** Working in parallel with JIATF-S but focusing primarily on the criminal networks receiving the bulk drug loads in the approaches to Puerto Rico, the Dominican Republic and USVI, the Coast Guard coordinates multi-national assets participating in Operation Unified Resolve. Since its inception in June 2012, this joint operation has resulted

in the removal of over 50 metric tons of cocaine and marijuana while in the maritime domain. **Action: DHS/USCG, DHS/CBP, DHS/ICE, DOJ/DEA, DOJ/FBI, DOD.**

- C. Strengthen partnerships within Puerto Rico and U.S. Virgin Islands.** A whole-of-government approach is in place to maximize the effectiveness of public safety, criminal justice, and public health agencies within PR and the U.S. Virgin Islands. Unity of effort, situational awareness, integration, and synchronized planning are essential at every level of coordination across the border security enterprise. The PR-USVI ReCoM in San Juan demonstrates this. It provides a structured and coordinated approach to air and maritime law enforcement operations. The ReCoM, in cooperation with CAMOC and using the standard operating procedures of the CBIG, plays a vital role in coordinating operational and tactical changes, and allowing for smoother, coordinated law enforcement operations. Members share criminal information, plans, and strategies, and use multi-agency operations to target DTO/TCO activities in the maritime domain. Efforts within the region are augmented further by Puerto Rican and USVI National Guard analytical and training support. **Action: DHS/USCG, DHS/CBP, DHS/ICE, DOJ/DEA, DOJ/FBI, DOJ/USAO, DOD.**

## Enhance International Partnerships Throughout the Region

- A. Build Caribbean partners' capacity and capability.** The U.S. Government continues to provide technical training, assistance, and consulting services in maritime law enforcement, border security, small boat operation and maintenance, port security, customs, finance, firearms, manifest screening, investigation, and train-the-trainer elements that build long-term capacity of international partners in the Caribbean. The capabilities and capacities of partner nations directly affect U.S. border security in the Caribbean, as their geographic positions make them a natural part of any effort to stop the flow of drugs and illicit drug proceeds toward Puerto Rico and the U.S. Virgin Islands. The DEA and ICE, with several foreign offices surrounding Puerto Rico and the U.S. Virgin Islands, have established Vetted Units and participate in joint investigations in Jamaica, Haiti, Trinidad & Tobago, Dominican Republic, Curacao, Barbados and the Bahamas. DEA works side by side with these units, building their counterparts' capacity and capability. In addition, these close working relationships foster seamless exchanges of actionable intelligence information. In 2013, a notable success was the interagency collaboration among the USCG, DOD, and the Department of State (DOS) to expand the Technical Assistance Field Team (TAFT) as part of the CBSI. TAFT's mission is to improve the operational readiness of 13 Central and Eastern Caribbean maritime forces through technical assistance visits. In addition, the DEA Caribbean Division provides counternarcotics training to hundreds of Caribbean law enforcement officials. Further, DEA manages the Centers for Drug Information (CDI) program, which provides foreign law enforcement counterparts with a secure on-line website to share tactical and strategic intelligence. In 2014, law enforcement officials from 18 Caribbean nations were active participants in the CDI program, with the Dominican Republic serving as the regional hub. **Action: DOS, DOD, DHS/USCG, DHS/CBP, DHS/ICE, DOJ/DEA, DOJ/FBI.**



**B. Improve regional interoperability with international partners in the Caribbean.** Strong cooperation from source and transit countries in the Caribbean and South America is crucial in targeting cultivation, processing, and smuggling of illicit narcotics through their territories and adjacent waters. Efforts to enlist their support must be integrated and coordinated within this Strategy. Strengthening the political will of regional partner nations by increasing their expertise to combat DTOTCOs enhances regional interoperability and citizen security. In partnership with the State Department, the Coast Guard sponsors semi-annual engagements with more than 30 participating countries that focus on strengthening international partnerships and disrupting illicit drug trafficking and associated violence in the transit zone. These multilateral summits were established to improve interdiction and prosecution cooperation by building regional interoperability among primary transit zone partners in the Central American and Caribbean drug smuggling vectors. The DEA-led International Drug Enforcement Conference (IDEC) is an important coalition-building forum between US federal law enforcement and foreign counterparts. Within the Caribbean, law enforcement officials from over 20 nations participate in annual meetings to discuss regional investigative targeting efforts. In addition, DEA Caribbean Division management is actively engaged with the Association of Caribbean Chiefs of Police. **Action: DOS, DOD, DHS/USCG, DHS/CBP, DHS/ICE, DOJ/DEA, DOJ/FBI.**

### Interagency Interdiction Efforts at Work

While on a routine patrol on March 2, 2014, the crew of a CBP maritime patrol aircraft detected two men aboard a suspicious go-fast vessel operating with no navigational lights and carrying suspected contraband. USCG Sector San Juan, notified of the developing situation by the crew of the CBP aircraft, diverted the Coast Guard Cutter RELIANCE to interdict the suspect vessel. Once on scene, RELIANCE launched their over-the-horizon cutter boat to pursue and interdict the suspect vessel. The suspected smugglers maneuvered aggressively to evade interdiction, but RELIANCE used warning shots to stop and seize the go-fast vessel 40 nautical miles south of Puerto Rico. RELIANCE subsequently transferred custody of the 30 bales of marijuana, the two smugglers and the go-fast vessel to CBP and ICE special agents for prosecution in the District of Puerto Rico.



- C. Increase coordination with foreign partners in the region.** Allied partners—in particular Canada, France, the Netherlands, and the United Kingdom—are heavily involved in the region and actively participate in counternarcotics operations and international engagement. The U.S. should continue to foster these relationships to enhance and increase overall counternarcotics efforts throughout the Caribbean. For over 20 years USCG LEDETs have embarked allied naval vessels in the region, expanding interdiction opportunities and increasing U.S. law enforcement presence. Starting in 2014, airborne-use-of-force capable aircraft from the Helicopter Interdiction Tactical Squadron began operating from Dutch and British Naval vessels, and a USCG LEDET completed a proof of concept deployment in which Dutch small boats were authorized to conduct surface use-of-force operations, providing additional capability in the Eastern Caribbean. Additionally, DEA has interaction with the British NCA through country offices in addition to a liaison officer at SOD. **Action: DHS/USCG, DOD, DHS/CBP, DOJ/DEA, DOJ/FBI, DOS.**



# Chapter 4: Investigations and Prosecutions

## Strategic Objective

Disrupt and dismantle transnational criminal organizations operating in and around the Caribbean border.

## Background

Law enforcement in Puerto Rico and the U.S. Virgin Islands benefits from effective domestic coordination and effective partnerships with counterparts in the various Caribbean nations. Reducing drug flow at the Caribbean border requires disrupting and dismantling the DTO/TCOs and related money laundering organizations that operate in the region. This is accomplished through effective investigations and prosecutions.

Sustained and effective coordination among Federal authorities, working with local and foreign counterparts when appropriate, and establishing cooperative agreements to address the controlled substance provisions under Title 21 of the United States Code, is critical to mission success. Further, coordination among law enforcement agencies and the United States Attorney's Offices for the Districts of Puerto Rico and the U.S. Virgin Islands to establish additional initiatives, crime prevention strategies and Task Forces, is essential to achieve an effective counternarcotics strategy at the Caribbean border.

## 1. Reduce, disrupt, and dismantle major DTO/TCOs and Violent Gangs (VGs) operating within Puerto Rico and the U.S. Virgin Islands.

- A. Execute a combined strategy.** The best approach to the Caribbean border threat is a coordinated strategy that addresses threats from DTO/TCOs, VGs, and Violent Incident Crimes (VIC). Federal and local law enforcement agencies focus their efforts on targeting major DTO/TCOs that supply large quantities of narcotics and utilize Puerto Rico and the U.S. Virgin Islands as a central transit hub for illicit drugs and drug proceeds. Federal and local law enforcement pursue intelligence-driven and OCDETF investigations to establish new Consolidated Priority Organization Target (CPOT) and Regional Priority Organization Targets (RPOT) validated linkages, including linkages to individuals based in Puerto Rico and the U.S. Virgin Islands. The focus should not only establish CPOT links, but also identify those CPOTs that are the major international DTO/TCOs and money laundering enterprises which significantly impact the United States' illicit drug supply. To maximize the effectiveness of available resources, Federal and local law enforcement will continue to participate in initiatives such as the PR/USVI HIDTA and CCSF. JIATF-S will play an important role in providing command, control and intelligence fusion capabilities in support of law enforcement drug interdiction in the transit zone. **Action: DOJ/DEA, DOJ/FBI, DHS/ICE, DOJ/ATF, ONDCP/HIDTA, DHS/USCG, DOD.**

## 2. Increase law enforcement and legal cooperation among Federal, local, and foreign jurisdictions.

### A. Improve cooperation in undercover operations and sensitive investigative tactics.

Multinational undercover law enforcement operations are critical investigative techniques in furtherance of counternarcotics investigations. These operations require a common understanding of legal parameters governing the use of confidential sources, international controlled deliveries or controlled money pick-ups, and monitored phone calls. Established processes should be reviewed to increase the effectiveness of such cooperation. Actions will be taken to further exploit authority applications for court order intercept of wire and oral communications (Title III investigations). Because of the unique challenges Puerto Rico faces, in FY 2014 HSI San Juan created a training platform for state and local officers named Taskforce Officer Training (HSI-TOT). This training was provided to over 175 state and local officers including those Task Force Officers (TFO) assigned to HSI San Juan to ensure familiarization with HSI Operations. The goal was to enrich integration and unity of purpose between all the aforementioned state and local officers. It encompassed all HSI broad enforcement jurisdictions and programmatic areas. This HSI-TOT will be also given to LEO partners in the USVI. **Action: DOJ/DEA, DOJ/FBI, DHS/ICE, DOJ/ATF, Treasury/IRS-CI.**

### B. Increase the ability of law enforcement agencies to obtain information in support of advanced investigative techniques.

Authorization requests and processes governing law enforcement access to electronic communications and related records, and the sharing of such information pursuant to current agreements and practices, require adequate case development and sufficient time for supervisory review and approval. At times, criminal organizations utilize encrypted communication to shield their communications from law enforcement detection. Puerto Rico, the U.S. Virgin Islands, and, where appropriate, local and foreign counterparts should work together to expedite the sharing of information to obtain lawful voice and data communication intercepts under their respective laws. Through the use of surveillance, undercover operations, consensual monitoring, pen registers, and search/seizure warrants, and confidential informants, Federal and local law enforcement agencies aim to identify TCO and DTO leaders and members and their methods of operation to disrupt and dismantle these organizations through arrests, prosecutions, and the seizure and forfeiture of criminally-derived property. **Action: DOJ/DEA, DOJ/FBI, DHS/ICE, DOJ/ATF.**

### C. Improve information sharing processes.

Although Puerto Rico and the U.S. Virgin Islands have strong law enforcement relationships with neighboring nations and territories, the effectiveness of existing legal mechanisms and practices should be evaluated. The United States and foreign countries in this region should promote the sharing of information and evidence through police channels and, as required, through prosecutorial or mutual legal assistance channels. Furthermore, ways to expedite the extradition of fugitives between countries should continue to be reviewed for effectiveness. **Action: DOJ/DEA, DOJ/FBI, DOJ/OIA.**

### D. Maximize the value of interdictions.

Within the last decade, Coast Guard helicopter borne precision marksmen have disabled numerous smugglers' go-fast boats. As a result, U.S. OCEETFs

began receiving more suspects to process, investigate and prosecute. Ensuing criminal investigations generate leads, identify more criminals, and provide more information about pending drug movements; thereby fueling more interdictions. To maximize the criminal justice outcome, detections and interdictions of drug movements must be well-coordinated. In addition to preventing the load from reaching the next link in the drug supply chain, collaborating agencies must work to detain smugglers and seize evidence in a manner that best supports the lead agency in their efforts to disrupt & dismantle the drug trafficking and transnational criminal organization responsible for the shipment. **Action: DOJ/DEA, DOJ/FBI, DHS/ICE, DOJ/ATF.**

### 3. Emphasize financial investigations.

**A. Support financial investigative teams/money laundering groups.** Puerto Rico and the U.S. Virgin Islands are not only “destinations” where trafficking profits enter into legitimate commerce, but also serve as transit points for drug proceeds returning to source zones in South America. DTO/TCO money laundering cells launder illicit drug proceeds in Puerto Rico and the U.S. Virgin Islands using financial institutions such as banks and money remitters, and through trade-based money laundering schemes. South American-based DTO/TCOs frequently direct money laundering cells in Puerto Rico to place illegal proceeds through structured deposits into Puerto Rico bank accounts and then funnel the money through wire transfers to accounts in Asia, the Middle East, and Europe. Trade-based money laundering is the process of disguising criminal proceeds through trade to legitimize their illicit origins. Trade-based money laundering, rather than being a single activity, refers to a variety of schemes used together to disguise criminal proceeds, which can involve moving illicit goods, falsifying trade documents, and misrepresenting trade-related financial transactions with the purpose of integrating criminal proceeds. The Black Market Peso Exchange (BMPE) is a form of trade-based money laundering used by drug traffickers in the region to transfer drug proceeds disguised as legitimate trade activity across international borders. South American DTO/TCOs also maintain direct control over money laundering cells in Puerto Rico and the U.S. Virgin Islands.

Financial investigations will remain a priority for law enforcement groups in Puerto Rico and the U.S. Virgin Islands, and all other investigations will incorporate a concurrent financial investigation. Enforcement groups will continue to attack the financial infrastructure of DTO/TCOs and money laundering organizations as follows:

- Use of Attorney General Exempt Operations.
- Increased information sharing and interagency coordination with DEAs FIT Groups to enhance the exploitations of the financial aspects of DTO/TCOs Operations.
- Participation in the HIFCA - Suspicious Activity Report Review Teams.
- Continued sponsorship of anti-money laundering seminars in Puerto Rico and the USVI for bank compliance and security officers through the Financial Service Industry Outreach Initiative to raise awareness of money laundering vulnerabilities to the financial sector, identify methodologies, and enhance reporting requirements. For example,

ICE is leveraging partnerships with financial institutions through its Forging Partnerships Initiative under the Cornerstone Program.

- Increase intelligence gathering and enforcement efforts to target bulk currency smuggling activities through Puerto Rico and the U.S. Virgin Islands airports and other ports of entry.
- The National Guard Counterdrug Program provides analytical support to law enforcement agencies to counter financing used by illicit drug trafficking networks.
- Through HSI San Juan’s Financial Intelligence and Research Support Team (FIRST), leverage HSI’s National Targeting Center Investigations, the Trade Transparency Unit program, and HSI Customs authorities and expertise in international trade combat trade-based money laundering.

**Action:** DOJ/DEA, DOJ/FBI, DHS/HSI, DOJ/ATF, DOD, Treasury/IRS-CI, Treasury/FinCEN.

- B. Develop and implement an expedited system for identifying assets subject to forfeiture and improve the effectiveness of asset forfeiture efforts.** Disrupting and dismantling of the most significant drug trafficking and money laundering organizations operating in the Caribbean requires investigations and prosecutions that target the entire organizational hierarchy, including any accompanying financial infrastructure. Law enforcement entities must focus on conducting financial investigations, including identifying and tracing the flow of the unlawful proceeds and instrumentalities of crime in order to seek forfeiture. The legal mechanisms and protocols in place should be evaluated for effectiveness. Law enforcement will continue to identify, target, seize, and forfeit all trafficker-owned assets in Puerto Rico and the U.S. Virgin Islands, and will assist other domestic divisions regarding their asset forfeiture efforts. Investigations targeting DTO/TCOs should not only focus on drug trafficking, but should also focus on how the money flow reaches the source of drug supply. More parallel financial investigations should be pursued in Puerto Rico, the USVI, and the Caribbean region. **Action:** Treasury/IRS-CI, DOJ/DEA, DOJ/FBI, DHS/ICE, DOJ/ATF.

#### **4. Increase investigative and task force resources and better leverage existing resources.**

- A. Optimize prosecutorial support for Caribbean border districts.** We will ensure more effective coordination with nearby judicial districts where drug trafficking is a major threat and improve efficient use of resources, including both OCDETF and non-OCDETF Assistant U.S. Attorneys. Equally important is the need to attain optimal use of the agent workforce in the Caribbean border investigative regions. OCDETF regions and districts recognize the threat posed by DTO/TCOs and are investigating and prosecuting reactive cases as well as pursuing proactive initiatives to combat them. Prosecutorial efforts in the Caribbean border districts are also supplemented by the Department of Justice, Criminal Division. **Action:** USAO-PR, USAO-VI, DOJ/DEA, DOJ/FBI, DOJ/ATF, DHS/ICE, Treasury/IRS-CI.

- B. Augment CCSF (PR).** As noted above, the mission of the CCSF is to identify, investigate, prosecute, disrupt, and dismantle major drug trafficking organizations associated with CPOTs or RPOTs by targeting their networks and affiliates that utilize air and maritime venues to smuggle narcotics through the Caribbean border region. This OCDETF joint-agency initiative also targets money laundering organizations that use the maritime domain to smuggle illegal proceeds utilizing the same routes and conveyance methods. During FY 2013, enforcement operations resulted in the seizure of over 3.5 metric tons of cocaine and the arrest of 23 defendants. **Action: DOJ/DEA, DOJ/FBI, DOJ/ATF, DHS/ICE, DOJ/USMS, USAO-PR, USAO-VI, DHS/USCG, , DHS/CBP, JIATF-S, Treasury/IRS-CI, PRPD-FURA.**
- C. Encourage agency participation in OCDETF, HIDTA, and other agency-led task force programs.** Ensure that the OCDETF program has adequate information to identify and target the RPOTs and CPOTs and direct resources towards their apprehension and prosecution, as well as disrupting and dismantling their organizations. The HIDTA Program was established in Puerto Rico and the U.S. Virgin Islands in 1994 to enhance drug control efforts among local, state, and Federal law enforcement agencies. This program is designed to provide agencies with coordination, equipment, technology, and resources to combat drug trafficking activities and its detrimental consequences in the U.S. jurisdictions in the Caribbean, as well as CONUS. DEA Task Force programs provide an investigative and interdiction platform supporting Federal, state, territorial and local law enforcement officers in coordinated investigations of domestic and international criminal organizations, while the ICE-led Border Enforcement Security Task Force (BEST) provides a multi-agency platform to investigate DTO/TCOs and their criminal networks. The aforementioned programs will further this Strategy and enhance U.S. Government efforts in the region. In addition, the FBI will engage the public and private sector through presentations and awareness programs regarding the VG threat in Puerto Rico and the U.S. Virgin Islands and will maintain and expand its community liaison program to raise the involvement of the community in mitigating the VG threat. As part of its efforts to reduce drug-related corruption, the FBI has dedicated squads solely to investigate law enforcement and judicial corruption and will enhance its collaboration with established task forces and working groups. **Action: USAO-PR, USAO-VI, DOJ/DEA, DOJ/FBI, DHS/USCG, DHS/ICE, DOJ/ATF, Treasury/IRS-CI.**
- D. Sustain the HIDTA Investigative Support Center (ISC).** The HIDTA ISC is DEA-led and co-managed by the PRPD with a mission to provide accurate, relevant, detailed and timely strategic, operational, and tactical-level intelligence to the Puerto Rico and U.S. Virgin Islands law enforcement communities in support of investigative efforts. Each participating agency balances maintaining proper information safeguards with cooperating to the fullest extent possible with other law enforcement agencies. The ISC provides member agencies with the flexibility necessary to address specific requirements in their area of responsibility:
- **Information Sharing.** The HIDTA ISC will monitor information obtained from law enforcement databases and promote timely and effective dissemination among the participating agencies.

- **De-confliction.** The HIDTA member agencies will participate in a de-confliction system, which also facilitates coordination amongst Federal, state, territorial, and local agencies. Based on protocols established prior to an enforcement operation, the de-confliction system is utilized for officer safety to prevent “blue on blue” encounters among Federal, local, and municipal law enforcement officers. Action: DOJ/DEA, USAO-PR, DOD, PRPD, USAO-VI, VIPD
- E. Coordinate with Special Operations Division (SOD).** SOD is a multi-agency, operational coordination center led by DEA. Participating Federal law enforcement agencies share intelligence and investigative resources on key command and control nodes of international DTO/TCOs. SOD has the ability to collect, analyze, de-conflict, and disseminate operational information and intelligence derived from worldwide multi-agency sources, including classified sources. Furthermore, SOD converts sensitive information into usable leads that are disseminated to the field for real-time enforcement activity against major international criminal enterprises. Continued coordination with SOD will ensure that U.S. cases with a multi-district and international scope are conducted in concert to maximize the disruptive impact on criminal enterprises. Action: **DOJ/DEA, DOJ/FBI, DHS/ICE, DOJ/ATF, Treasury/IRS-CI.**





## Chapter 5: Addressing Violent Crime on the Islands

### Strategic Objective

Substantially reduce the level of drug-related violent crime on Puerto Rico and the U.S. Virgin Islands.

### Background

As previously stated, Puerto Rico and the U.S. Virgin Islands are increasingly used as transit points for the illegal transportation of drugs to the United States. In addition, illicit drug trafficking for local consumption in Puerto Rico and the U.S. Virgin Islands is substantial. The violence associated with the drug trade contributes significantly to the rates of violent crime, including murder, in both Puerto Rico and the U.S. Virgin Islands. Historically, the murder rates in both territories have been high. In 2012, the murder rate in Puerto Rico was 26.5 per 100,000 people and in the USVI, the 2010 murder rate was 52.6.<sup>7</sup> There is a strong nexus between drug trafficking and violent crimes, including drug-related homicides, armed assaults/robberies and, to a much lesser extent, crimes committed to obtain drugs for consumption. Sentencing data from the Department of Corrections and Rehabilitation of Puerto Rico reveals that the vast majority of crimes related to drugs are associated with drug distribution, manufacturing and sales, not drug use for personal consumption.

Links among the DTO/TCOs, VGs, VIC, and judicial and law enforcement corruption compound the problem. Within Puerto Rico, for example, VGs and DTO/TCOs are aligning themselves to support criminal activities, while corruption further facilitates such activities.

### 1. Emphasize information gathering and identification of firearms traffickers.

- A. Focus on real-time intelligence gathering, analysis, and dissemination to determine (1) the means and methods by which guns are brought into Puerto Rico and the USVI unlawfully or for unlawful purposes and (2) which DTO/TCOs are involved in weapons and ammunition trafficking.** Identify major weapons trafficking organizations operating in the Caribbean for targeting by U.S. and foreign law enforcement agencies. In Puerto Rico, several recent investigations aimed at identifying and prosecuting organizations that convey and distribute illegal weapons, as well as identifying deficiencies within the private and public sectors that facilitate the unlawful possession and use of weapons, have met with some success. These investigations and related indictments have so far revealed over 1,300 individuals bearing illegally obtained concealed carry firearm permits in Puerto Rico. Continued focus on investigations that target unlawful access to firearms serves to reduce their use as a means to commit violent crimes. **Action: DOJ/DEA, DOJ/FBI, DOJ/ATF, DHS/ICE, DHS/CBP.**

7. United Nations Office on Drugs and Crime: 2013 Global Study on Homicide

## 2. Prioritize and enhance existing violent crime initiatives and related task forces in order to significantly reduce drug-related violence in Puerto Rico and the U.S. Virgin Islands, including violence linked to DTO/TCOs and VGs.

- A. Enhance the effectiveness of the Violent Crimes Initiative (USVI).** Members of the U.S. Attorney's Office for the District of the Virgin Islands, the Virgin Islands' Attorney General's Office (VIAG), ATF, and the Virgin Islands Police Department (VIPD) meet weekly to review matters involving firearms. The information and intelligence shared during these meetings continues to prove invaluable in identifying the perpetrators of firearms-related crime and their accomplices and criminal associates. Furthermore, these meetings maximize the utility and effectiveness of the limited law enforcement resources available in the U.S. Virgin Islands. Several crimes, including murders, carjackings, and armed robberies initially investigated by the VIPD have been successfully transferred and prosecuted in Federal court. Enhancement of this initiative will be pursued in the ensuing months to encourage the initiation of appropriate cases in Federal court at the time of arrest rather than through adoption and transfer. In addition, the U.S. Postal Inspection Service has recently assigned a resident Postal Inspector to the U.S. Virgin Islands whose presence has allowed the initiative to be augmented to include additional targeting of individuals who unlawfully ship firearms to the USVI via the U.S. Mail. **Action: USAO-VI, VIAG, VIPD.**
- B. Continue Operation Amethyst (USVI).** This HIDTA-funded initiative targets violent crime in communities managed by the USVI Housing Authority on St. Thomas. The goal of Operation Amethyst is to reduce the level of violent crime within the targeted areas. Intelligence-based investigations target those individuals, groups, and gangs who are engaged in illegal activities involving violent crime, firearm sales, and/or the sale and distribution of drugs within the targeted areas. Evidence is developed through the use of informants, witnesses, surveillance, and undercover operations. **Action: DOJ/DEA, DOJ/FBI, DOJ/ATF, DHS/ICE, DOJ/USMS, USAO-VI, VIAG, VIPD.**
- C. Implementation of the Strike Forces/Project Safe Neighborhood Initiative (Puerto Rico).** Seven strike forces in Puerto Rico primarily composed of vetted PRPD investigators, have been created under the Strike Forces/Project Safe Neighborhood Initiative to investigate and support the prosecution of violent DTO/TCOs operating in particularly vulnerable areas in Puerto Rico. Strike force investigations and prosecutions are led by prosecutors assigned to the Narcotics Unit of the USAO. These strike forces, in collaboration with Federal law enforcement agencies, including DEA, ICE, and FBI, target drug trafficking and violent activity in specific regions of Puerto Rico as well as violent DTO/TCOs operating in Puerto Rico's public housing projects and low income areas. Members of these DTO/TCOs routinely carry and use firearms as part of their drug trafficking businesses to take over, protect, and control drug distribution points, and to discourage members of the community from collaborating with law enforcement. The Strike Forces Initiative began in 2006, and to date has yielded over 2,000 Federal and state convictions of individuals with significant ties to large scale TCOs that routinely use violence and firearms

to further street-level drug distribution. **Action: DOJ/FBI, DOJ/ATF, DHS/ICE, DOJ/USMS, USAO-PR, PRPD.**

- D. Expand the Illegal Firearms and Violent Crime Reduction Initiative (Puerto Rico).** A large number of violent crimes committed throughout Puerto Rico are perpetrated with firearms, and in many instances, by individuals who are either convicted felons or on bail pending judicial proceedings. Pursuant to a Memorandum of Understanding dated September 20, 2011, among the USAO, the PRDOJ, and PRPD, the USAO is focused on enforcing the laws on possession of firearms by prohibited persons, the possession of illegal firearms, thefts of motor vehicles, and bank robberies. This initiative, currently implemented in nine regions, is expected to be expanded to additional regions.

This Initiative also calls for the USAO and Federal law enforcement agencies to assume primary investigative and prosecutorial jurisdiction over all cases of motor vehicle theft (carjacking) with a firearm within the regions where the Initiative has been implemented. If the theft of the motor vehicle results in death or serious bodily injury, involves use of a fully automated weapon or a firearm with an obliterated serial number, includes minor victims, or results in a person being kidnapped, abducted, or taken hostage during the commission of the theft or as a result of it, then the USAO and Federal law enforcement agencies assume primary investigative and prosecutorial jurisdiction regardless of the region of origin. In conjunction with these efforts, in May 2012 the FBI, the PRPD, and the San Juan Municipal Police Department launched the SOS initiative, which specifically targets carjackings, kidnappings, drive-by-shootings, home invasions, and robberies. The FBI also provides technical and investigative support to local authorities in addressing high profile investigations of violent crimes.

Prior to the start of these initiatives, there were 1,164 murders in PR during 2011. In 2012, the rate decreased to 1,005 murders, including a reduction of 19 percent in regions covered by the Initiative. In 2013, the murder rate further decreased to 883, with a reduction of 17 percent in regions covered by the Initiative. Based on this success, this Initiative will gradually be extended to the remaining judicial regions. **Action: USAO-PR, DOJ/FBI, DOJ/ATF, DHS/ICE, USPIS, PRDOJ, PRPD.**



# Chapter 6: Developing Strong Communities

## Strategic Objective

Strengthen communities and reduce the demand for drugs.

## Background

Drug use and its consequences affect every sector of society and hamper the ability of young people to reach their full potential. Reducing substance use, therefore, is crucial for the growth, safety, and health of our communities and our nation.

The most cost-effective, common-sense way to lower rates of substance use is through prevention—stopping use before it begins. Prevention not only reduces overall use, it helps ensure the future health of today’s young people. Research has shown that the later a person begins using drugs, the less likely they are to develop a substance use disorder later in life.<sup>8</sup>

For this reason, prevention is one of the Obama Administration’s primary goals. Approaches that keep young people from using drugs and alcohol, identify risky behaviors, treat those with substance use disorders, and support individuals in recovery are vital to maintaining safe and healthy communities in the United States, including Puerto Rico and the U.S. Virgin Islands.

Effective prevention programs and policies are the keys to achieving community-level change. An approach that has proved useful is the Strategic Prevention Framework, which helps identify activities most likely to achieve success. It has six main elements:

- Assessing the extent and nature of the problem;
- Determining and building capacity;
- Developing a comprehensive plan that includes goals, objectives, and strategies;
- Supporting implementation;
- Conducting an evaluation; and
- Building sustainability.

One of the largest and most effective community-based prevention initiatives is ONDCP’s Drug-Free Communities (DFC) Support Program, a Federal grant initiative that provides funding to community coalitions working to prevent youth substance use. The program’s guiding philosophy is that local drug problems require local solutions. Recent evaluation data indicate that where DFC dollars are invested, youth substance use goes down. Over the life of the program, youths living in DFC communities have reduced levels of alcohol, tobacco, and marijuana use.

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8. Grant, B.F., Dawson, D.A. (1998) Age of Onset of Drug Use and its Association with DSM-IV Drug Abuse and Dependence: Results from the National Longitudinal Alcohol Epidemiologic Survey. *The Journal of Substance Abuse*, 10(2), 163-173.

## The Disease of Addiction

A substance use disorder is a chronic brain disease that must be treated like other chronic diseases. People can be treated for this disease, and they can recover. Therefore, an approach within health care systems for the early identification of substance use is needed to assess the risk of a serious disorder developing and, if appropriate, refer patients for treatment. Practices for identifying and treating substance use disorders must be governed by science and evidence.

In recent decades, science has revealed a wealth of information about substance use disorders. We have learned, for example, that addiction—once considered a moral failing—is a complex brain disorder with a rate of relapse similar to that of diabetes, hypertension, and asthma.<sup>9</sup> We have also learned more about effective treatment for substance use disorders, and that people can and do recover from substance use disorders. Studies have shown that individuals who enter and remain in treatment over an extended period of time stop using drugs, decrease their criminal activity, and improve their occupational, social, and psychological functioning.<sup>10</sup>

Treatment using evidence-based practices enables individuals with substance use disorders to counteract the disease's powerful disruptive effects. Treatment also promotes behavioral change, which can help individuals regain control of their lives by abstaining from drugs and maintaining a drug-free lifestyle. Research has yielded a set of fundamental principles that characterize effective substance use disorder treatment. These principles include promoting abstinence from drugs and increasing functionality in family, work, and community settings.

Many people with substance use disorders also have co-occurring mental health disorders. Effective treatment, therefore, must address an individual's specific needs, not just his or her substance use disorder. Moreover, the treatment and services plan must be assessed continually and modified as needed to ensure it meets the individual's changing needs. For many patients, medications are an important element of treatment, especially when medications are combined with counseling and other behavioral therapies such as individual, family, or group counseling. Whatever the approach, drug use during treatment must be monitored continuously to prevent lapses. Treatment programs also should test patients for the presence of HIV/AIDS, Hepatitis B and C, tuberculosis, and other infectious diseases, as well as provide targeted risk-reduction counseling, linking patients to treatment if necessary.

## Support for Recovery Services

The Administration works with state and local governments to foster development of systems and services that support sustained recovery in the community. Central to this endeavor are efforts to promote the use of recovery support services for people in or seeking recovery. These non-clinical recovery support services are often provided by people who are themselves in sustained recovery from substance use disorders and who advocate on behalf of others in recovery and their families. In many instances,

9. McLellan, A. T., Lewis, D. C., O'Brien, C. P. McLellan, Herbert, D. K. (2000) Drug Dependence, a Chronic Medical illness: Implications for Treatment, Insurance, and Outcomes Evaluation. *The Journal of the American Medical Association*, 284(13), 1689-1695.

10. Chandler, R. K., Fletcher, B.W., Volkow, N. D. (2009) Treating Drug Abuse and Addiction in the Criminal Justice System: Improving Public Health and Safety. *The Journal of the American Medical Association*, 301(2), 183-190.

local networks of recovery support services provide a valuable bridge between formal service systems and the community.

Examples of current Federal efforts to support recovery include the Substance Abuse and Mental Health Services Administration (SAMHSA) program Bringing Recovery Supports to Scale Technical Assistance Center Strategy (RSS-TACS) and SAMHSA’s Recovery Community Services Statewide Network, which works to establish statewide recovery community organizations and networks. Another example is the Targeted Capacity Peer-to-Peer grant program, which provides funding for recovery community organizations.

The Administration’s drug policy is built on the scientific foundation that addiction is a disease, and successful criminal justice reform must address drug use as a public health issue and a root factor in the cycle of drug use, arrest, and incarceration. We need to break this cycle and employ smart-on-crime approaches that focus on treatment and sanctions for nonviolent drug offenders rather than incarceration alone.

The most effective approach is a full continuum of interventions that includes appropriate supervision and services at every stage of the criminal justice system. This means connecting people with treatment services that are easily accessible and match their needs.

## Supporting Actions

### 1. Develop strong, resilient communities that resist criminal organizations and develop a culture of lawfulness.

- A. **Implement community coalitions to prevent substance use among youth.** Drug-Free Communities should be implemented to provide communities in Puerto Rico and the U.S. Virgin Islands with the support necessary to prevent youth substance use. Since the passage of Drug-Free Communities (DFC) Act in 1997, the DFC Support Program has funded nearly 2,000 coalitions and currently mobilizes nearly 9,000 community volunteers across the United States. With a small Federal investment, the DFC program doubles the amount of funding through the DFC Program’s match requirement to address youth substance use. Puerto Rico should link Strategic Prevention Framework State Incentive Grant (SPF SIG) activities with any new DFC coalitions. **Action: ONDCP/SAMHSA.**

### 2. Implement evidence-based and culturally appropriate early intervention and treatment approaches and strategies.

- A. **Implement evidence-based early intervention approaches.** Implementing a screening approach along with substance use prevention and treatment services that can be coordinated, co-located, and integrated with primary care, can help health care providers in Puerto Rico and the U.S. Virgin Islands identify and refer individuals with substance use disorders to treatment. In existing Federal grantee programs, health care professionals and clinical support staff conduct universal screening that targets risky to harmful use, with the goal of helping to reduce the number of people who move from substance use to addiction. **Action: HHS/ SAMHSA.**

### 3. Integrate substance use disorder services into mainstream medicine.

- A. Collaborate with rural and community health centers in the region.** Rural communities in Puerto Rico and the U.S. Virgin Islands face tremendous challenges in accessing mental health and substance use disorder services.<sup>11</sup> There is often a shortage of mental health<sup>12</sup> and substance use disorder professionals, and the infrastructure<sup>13</sup> to support these services is non-existent. Stressful life events, along with mental health and substance use disorders, are among the risk factors for suicide.<sup>14</sup>

There must be a focus on improving rural communities' behavioral health care service delivery systems and treatment centers. Federally Qualified Health Centers in Puerto Rico and the U.S. Virgin Islands should provide culturally sensitive behavioral health care, including early intervention and screening, as well as mental health and substance use disorder treatment, including medication-assisted treatment using FDA-approved medications for opioid use disorders. Technologies such as telehealth and telemedicine should also be implemented to support treatment of substance use disorders for people in rural, underserved communities.

**Action: HHS, ONDCP.**

- B. Foster the expansion of community-based recovery support programs, including recovery schools, peer-led programs, mutual aid groups, and recovery community organizations.**

Recovery support services need to be tailored to the needs of individuals, families, and communities, and must be culturally and age appropriate. They should be delivered through recovery high schools, collegiate recovery programs, recovery community organizations, recovery residences, and other entities. These entities should also work with schools, school districts, and colleges and universities to ensure that youth and young adults are provided resources and supports to address possible co-occurring issues such as bullying, harassment, and sexual violence, which can overlap with instances of drug-use resulting from feelings of victimization. Given the developmental nature of substance use disorders and the benefits of intervening early, ONDCP is placing special emphasis on developing recovery support infrastructure specific to adolescents, young adults, and their families. **Action: HHS, ONDCP.**

- C. Identify laws, rules, policies, and practices specific to Puerto Rico and the U.S. Virgin Islands that create barriers to recovery.**

Another key area of focus for the Administration is the elimination or reduction of laws, rules, policies, and practices that can create barriers to sustained recovery, i.e. those which impede or prevent access to housing, employment, professional licenses or accreditation, industry-recognized credentials, education or attainment of postsecondary education degrees and credentials, or other necessities which allow them

11. Benavides-Vaello, S.; Strobe A.; and Sheeran, B.C. (2013). Using Technology in the delivery of mental health and substance abuse treatment in rural communities: a review. *Journal Behavioral Health Services and Research* 40 (1) doi: 10.1007/s11414-012-9299-6.

12. Bird, D.; Dempsey, P.; and Hartley, D. (2001) Addressing mental health workforce needs in underserved rural areas: Accomplishments and challenges. Edmund S. Muskie School of Public Service, Maine Rural Health Research Center.

13. Bird, D.; Dempsey, P.; and Hartley, D. Addressing mental health workforce needs in underserved rural areas: Accomplishments and challenges. Edmund S. Muskie School of Public Service, Maine Rural Health Research Center, 2001.

14. National Institute of Mental Health. Suicide Facts. Suicide Research Consortium, 1997.

to be productive members of their community. When individuals in or seeking recovery are prevented from fully rejoining and contributing to their community, the cost to their families and community members can be substantial as well. **Action: HHS, HUD, ED, ONDCP.**

#### 4. Improve the quality of care available by ensuring providers are culturally competent.

- A. Expand training and certification of community health workers.** The Department of Health and Human Services' Office of Minority Health encourages the use of Community Health Workers to promote community-based health education and prevention in a manner that is culturally appropriate, particularly in communities and for populations that have been historically underserved and uninsured. Using this model, health care providers are able to overcome hurdles to providing care for people in these areas. Community health workers may also play a role by working directly in clinics with health care professionals. HHS should explore the employment of community health workers in Federally Qualified Health Centers to act in a supportive capacity for patients. HHS should also seek to expand the use of this model, offering training and technical support in Puerto Rico and the U.S. Virgin Islands. **Action: HHS.**

#### 5. Interrupt the cycle of drug use, violence, and crime.

- A. Employ evidence-based alternatives to incarceration within the criminal justice system.** The Administration supports interventions that combine community supervision and treatment services, such as pre-trial diversion, drug courts, and smart supervision practices, at each phase of criminal justice processing. The Administration will support the region's efforts through education and exposure to best practices, and possible funding streams to facilitate program implementation. **Action: DOJ/BJA and SAMHSA.**

#### 6. Support initiatives that reduce barriers for justice-involved individuals with substance use disorders.

- A. Expand reentry support and services through Second Chance Act and other Federal grants.** The Second Chance Act authorizes the provision of treatment, employment assistance, access to housing, family programming, mentoring, victim support, expanded probation and parole supervision, and other services that can help reduce recidivism. The Second Chance Grant program, administered by the Department of Justice's Bureau of Justice Assistance, along with its Federal partners, the Department of Health and Human Services and the Department of Labor, offers several competitive grant programs that provide resources to State and local governments. The Second Chance Act program's main objective is to assist jurisdictions in providing or expanding evidence-based support programs that facilitate community connections to treatment, education, employment, and housing. The Administration will support the region's efforts by educating and providing information on best practices and possible funding streams to the region. **Action: DOJ/BJA and HHS.**



**B. Facilitate access to housing for justice-involved individuals.** Stable and affordable housing is often identified as the most difficult barrier for individuals with a criminal record. Federal investments in reentry should continue focusing on expanding access to housing and encouraging services for the criminal justice population aimed at reducing recidivism, increasing public safety, and supporting the long-term goals of recovery from substance use disorders. The Administration will provide information on best practices and programs being implemented by the Department of Housing and Urban Development, and help Puerto Rico and the U.S. Virgin Islands implement similar programs. Supportive living environments and drug-free homes are important to recovery, and represent a successful and low-cost method of preventing relapse and recidivism. HUD and DOJ should support sober recovery and reentry housing. **Action: HUD, DOJ/BJA, HHS/SAMHSA.**



# Appendix A: Measuring Progress on the Implementation of the Caribbean Border Counternarcotics Strategy

## Measuring Progress on the Implementation of the Caribbean Border Counternarcotics Strategy

Provided below are measurable indicators corresponding to the six strategic objectives of the *Caribbean Border Counternarcotics Strategy*. Progress reports will include narratives highlighting successes and identifying challenges on each of the objectives of the *Strategy*. As part of the report each objective will also include the current resource limitation/s, and one indicator which, when combined, will act as a “dashboard” to review the extent of the overall progress to reduce the threat posed by drug trafficking and associated violence to Puerto Rico and the U.S. Virgin Islands. While the indicators are not comprehensive they do provide an “at a glance” indication of the progress in the areas most critical to the *Strategy*. These indicators will provide baseline numbers for future *Strategy* updates.

### Strategic Goal

Substantially reduce the threat posed by drug trafficking, transnational organized crime and associated violence to Puerto Rico and the U.S Virgin Islands.

### Strategic Objectives

#### Chapter 1: Intelligence and Information Sharing

- **Objective:** Enhance intelligence and information-sharing capabilities and processes associated with the Caribbean border.
- **Indicator:** Number of intelligence centers involved in the Caribbean border efforts that exchange information. These centers are: El Paso Intelligence Center (EPIC), Organized Crime Drug Enforcement Task Force (OCDETF) fusion center, PR/USVI HIDTA, National Bulk Cash Smuggling Center (BCSC) and the Caribbean Border Regional Coordinating Mechanism.

#### Chapter 2: Protecting the Border

- **Objective:** Interdict illicit drugs and drug proceeds at and between U.S. ports of entry in the Caribbean.
- **Indicator:** Number of completed investigations of domestic cocaine and heroin seizures where the drugs entered the United States unlawfully via the Caribbean Border, and where the results of the investigations were provided to CBP for follow-on action. Investigate a random sample of 100 domestic drug seizures, nationwide, that entered the United States unlawfully via the Caribbean border. Samples will be taken from non-border related seizures in Puerto Rico and

the U.S. Virgin Islands, as well as drugs that moved to CONUS via Puerto Rico and the U.S. Virgin Islands.

### Chapter 3: Air and Maritime Approaches

- **Objective:** Interdict illicit drugs and illicit drug proceeds in the air and maritime domains in and around the Caribbean border; maximize evidence and intelligence collection to support criminal investigations leading to associated and higher echelon networks.
- **Indicator:** Seizures in the air and maritime approaches in the following categories:

Marijuana	Cocaine	Heroin	Bulk Currency	Firearms
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### Chapter 4: Investigations and Prosecutions

- **Objective:** Disrupt and dismantle transnational criminal organizations operating in and around the Caribbean border.
- **Indicator:** Number of CPOTs linked to ongoing DTO/TCO investigations within the region.
- **Indicator:** The disruption/dismantlement of DTO/TCOs.
- **Indicator:** The successful nomination of a Caribbean regional target as a CPOT.

### Chapter 5: Addressing Violent Crime on the Islands

- **Objective:** Substantially reduce the level of drug-related violent crime on Puerto Rico and the U.S. Virgin Islands.
- **Indicator:** To capture baseline data for reporting of drug related crime in Puerto Rico and the U.S. Virgin Islands, tools will be evaluated, developed, and implemented as needed to measure drug related violence.

### Chapter 6: Developing Strong Communities

- **Objective:** Strengthen communities and reduce the demand for drugs.
- **Indicator:** Increase the number of community coalitions focused on reducing youth drug use in Puerto Rico and U.S. Virgin Islands each year.



## Appendix B: Common Abbreviations

<b>ATF</b>	Bureau of Alcohol, Tobacco, Firearms and Explosives
<b>AOR</b>	Caribbean Border Area of Responsibility
<b>AUSA</b>	Assistant U.S. Attorney
<b>BCSC</b>	National Bulk Cash Smuggling Center
<b>BEST</b>	Border Enforcement Security Task Force
<b>BMPE</b>	Black Market Peso Exchange
<b>BVI</b>	British Virgin Islands
<b>CAMOC</b>	Caribbean Air and Marine Operations Center
<b>CBIG</b>	Caribbean Border Interagency Group
<b>CBP</b>	U.S. Customs and Border Protection
<b>CBP/OAM</b>	U.S. Customs and Border Protection, Office of Air and Marine
<b>CBP/OBP</b>	U.S. Customs and Border Protection, Office of Border Patrol
<b>CBP/OFO</b>	U.S. Customs and Border Protection, Office of Field Operations
<b>CBIG</b>	Caribbean Border Interagency Group
<b>CBSI</b>	Caribbean Basin Security Initiative
<b>CCDB</b>	Consolidated Counterdrug Database
<b>CCSF</b>	Caribbean Corridor Strike Force
<b>CGIS</b>	Coast Guard Investigative Service
<b>CIP</b>	Common Intelligence Picture
<b>COP</b>	Common Operating Picture
<b>CONUS</b>	Continental United States
<b>CPOT</b>	Consolidated Priority Organization Target
<b>CSI</b>	Container Security Initiative
<b>CY</b>	Calendar Year
<b>DEA</b>	Drug Enforcement Administration
<b>DFC</b>	Drug Free Communities
<b>DHS</b>	Department of Homeland Security
<b>DM</b>	Detection and Monitoring

## CARIBBEAN BORDER COUNTERNARCOTICS STRATEGY

<b>DMI</b>	Drug Market Interveners
<b>DNI</b>	Director of National Intelligence
<b>DOD</b>	Department of Defense
<b>DOI</b>	Department of the Interior
<b>DOJ</b>	Department of Justice
<b>DOMEX</b>	Document and Media Exploitation
<b>DOS</b>	Department of State
<b>DR</b>	Dominican Republic
<b>DTO</b>	Drug Trafficking Organizations
<b>ELMO</b>	Enforcement Link Mobile Operations
<b>EPIC</b>	El Paso Intelligence Center
<b>FBI</b>	Federal Bureau of Investigation
<b>FFL</b>	Federal Firearms Licensee
<b>FinCEN</b>	Financial Crimes Enforcement Network
<b>FURA</b>	Puerto Rico Police Department Rapid Action Forces
<b>FRC</b>	Fast Response Cutters
<b>FTE</b>	Full Time Equivalent
<b>FY</b>	Fiscal Year
<b>HHS</b>	Health and Human Services
<b>HIDTA</b>	High Intensity Drug Trafficking Area
<b>HIFCA</b>	High Intensity Financial Crime Area
<b>HSI</b>	Homeland Security Investigations
<b>IA</b>	Interdiction and Apprehension
<b>IBE</b>	International Banking Entities
<b>ICE</b>	Immigration and Customs Enforcement
<b>ICE/HSI</b>	Immigration and Customs Enforcement/Homeland Security Investigations
<b>ICE/HSI/OIO</b>	Immigration and Customs Enforcement /Homeland Security Investigations/Office of International Operations
<b>IRS</b>	Internal Revenue Service
<b>ISC</b>	Investigative Support Center

<b>JIATF-S</b>	Joint Interagency Task Force South
<b>JTF North</b>	Joint Task Force North
<b>LEDET</b>	Law Enforcement Detachments
<b>LMMIA</b>	Luis Munoz Marin International Airport
<b>MT</b>	Metric Tons
<b>MOC</b>	Maritime Operations Coordination
<b>MOU</b>	Memorandum of Understanding
<b>NCIC</b>	National Crime Information Center
<b>NDCS</b>	National Drug Control Strategy
<b>NGB</b>	National Guard Bureau
<b>NIE</b>	Puerto Rico Bureau of Special Investigations
<b>NPS</b>	National Park Service
<b>NSS</b>	National Seizure System
<b>NSS</b>	National Security Staff
<b>OAISS</b>	Operation Against Smugglers Initiative on Safety and Security
<b>OCDEF</b>	Organized Crime Drug Enforcement Task Force
<b>OCR</b>	Operation Caribbean Resilience
<b>OCG</b>	Operation Caribbean Guard
<b>ODAG</b>	Office of the Deputy Attorney General
<b>ODNI/OSC</b>	Office of the Director of National Intelligence/Open Source Center
<b>ONDCP</b>	Office of National Drug Control Policy
<b>POE</b>	Port of Entry
<b>PHP</b>	Public Housing Projects
<b>PR</b>	Puerto Rico
<b>PRDOS</b>	Puerto Rico Department of Justice
<b>PRPD</b>	Puerto Rico Police Department
<b>PRNG</b>	Puerto Rico National Guard
<b>RCO</b>	Recovery Community Organization
<b>ReCoM</b>	Regional Coordinating Mechanism
<b>REXO</b>	Reintegration of Ex-Offenders

<b>RICO</b>	Racketeer Influenced and Corrupt Organizations
<b>RPOT</b>	Regional Priority Organization Target
<b>SA</b>	South America
<b>SAMHSA</b>	Substance Abuse and Mental Health Services Administration
<b>SBIRT</b>	Screening Brief Intervention and Referral to Treatment
<b>SLTTMO</b>	State, Local, Tribal, Territorial, Military, and Other
<b>SOD</b>	Special Operations Division
<b>SOS</b>	Save our streets initiative
<b>SPF</b>	Strategic Prevention Framework
<b>SUDS</b>	Substance use disorders
<b>TAFT</b>	Technical Assistance Field Team
<b>TARS</b>	Tethered Aerostat Radar System
<b>TCO</b>	Transnational Criminal Organization
<b>TIC</b>	The Interdiction Committee
<b>TSA</b>	Transportation Security Agency
<b>UAS</b>	Unmanned Aircraft System
<b>USBP</b>	United States Border Patrol
<b>USCG</b>	United States Coast Guard
<b>USMS</b>	U.S. Marshals Service
<b>USNORTHCOM</b>	United States Northern Command
<b>USPIS United</b>	States Postal Inspection Service
<b>USSOUTHCOM</b>	U.S. Southern Command
<b>USVI</b>	U.S. Virgin Islands
<b>VIAG</b>	Virgin Islands Attorney General's Office
<b>VIC</b>	Violent Incident Crimes
<b>VIPD</b>	Virgin Islands Police Department
<b>VG</b>	Violent Gangs



# CARIBBEAN BORDER COUNTERNARCOTICS STRATEGY

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