

STATEMENT OF

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## **Introduction**

Mr. Chairman, distinguished members of the Committee, I welcome this opportunity to provide you with an assessment of the role of the Department of Defense in the national drug control effort. Drug use and related crime threatens the lives of all our citizens and remains a vital national security threat to the United States. To respond to this threat, the Office of National Drug Control Policy (ONDCP) recently released the 1999 National Drug Control Strategy. This strategy reflects the combined and coordinated Federal effort under the direction of the Director, ONDCP, including every federal department and over 50 agencies. The 1999 National Drug Control Strategy provides a 10-year strategy, supported by a five-year budget, and includes quantifiable measures of effectiveness.

The five goals of the National Drug Control Strategy are:

- Goal 1: Educate and enable America's youth to reject illegal drugs as well as alcohol and tobacco.
- Goal 2: Increase the safety of America's citizens by substantially reducing drug-related crime and violence.
- Goal 3: Reduce health and social costs to the public of illegal drug use.
- Goal 4: Shield America's air, land, and sea frontiers from the drug threat.
- Goal 5: Break foreign and domestic drug sources of supply.

While the Department of Defense provides support to all five goals with resources and skills unique to the United States military, the preponderance of the Department's activities are in support of Goal 4 and Goal 5.

## **Current Situation.**

Illegal drugs continue to be readily available throughout the United States and throughout the world. Drug-related deaths in the U.S. number approximately 14,000 people a year. Additionally, illegal drugs burden our society with approximately \$110 billion in social, health, and criminal costs annually. Cocaine continues to be our most serious illicit drug. It is responsible for more addiction, health problems, economic dislocation, and social costs than any other illegal substance. However, other illegal drugs, such as heroin, methamphetamines, and marijuana, also pose very serious problems. The most alarming trend is the increasing use of illegal drugs, tobacco, and alcohol among youth. The use of illicit drugs among eighth graders is up 150% over the past five years.

Nearly all the cocaine consumed in the United States is produced from coca crops grown in Colombia, Bolivia, and Peru. Drug traffickers transport the cocaine to the United States in multiple step journeys involving air, sea, and land transportation through the transit zone of the Caribbean, Central America, and the eastern Pacific waters. While global seizures of cocaine average 270 metric tons, the current production capability of 550-650 metric tons of cocaine continues to be sufficient to meet current consumption demands in United States, Europe and South America. Flexible, in-depth, intelligence-driven interdiction and aggressive crop reduction programs are key to reducing the availability of cocaine within the United States.

Within the continent of South America, a sustained, U.S.-supported Peruvian interdiction effort has disrupted the air transportation of cocaine base from Peru to Colombia. By the end of 1998, Peru's airborne interdiction of several dozen drug trafficker aircraft, over a three-year period resulted in the elimination of the historic north-south airbridge between Peru and Colombia. Coca cultivation in Peru exceeded drug trafficker efficient transportation capabilities (air smuggling),

and coca prices in Peru were seriously depressed. The result of reduced coca prices from 1996 to 1998 was a dramatic reduction in coca base production in Peru from over 450 metric tons to 240 metric tons. Additionally, coca cultivation decreased significantly in Bolivia in 1998 as a result of ground interdiction in the Chapare, as well as controls on processing chemicals. These gains were offset, however, by increases in the amount of coca hectares under cultivation in Colombia. Our challenge now is to work with the Colombians to attack the critical air movement of cocaine HCL from labs in country to transshipment points on the North and West coasts of Colombia where further smuggling to the United States and Europe occurs. This cocaine HCL lab air smuggling infrastructure has been the key to the efficient operation of the cocaine industry and with resources and assets becoming available can now be successfully attacked. In addition, continued attention to Peru and Colombia river routes will be continued.

Illegal drug trafficking continues to impact the democratic institutions and processes within many of the countries of Latin America. The corrupting power of billions of dollars of illegal drug money is an enormous threat to many more of the democratic institutions of Latin American, as well as the United States. This corruption can easily infect the militaries and police of these countries as they try to assist in counterdrug operations and, in turn, degrades our military-to-military relations with them.

### **Colombia**

Of greatest concern in South America is the security situation in Colombia. Insurgent groups threaten not only Colombia, but have a “spill over” effect in Panama, Ecuador, Peru, Brazil, and Venezuela. Fueled by cocaine dollars, the two largest insurgency groups in Colombia, the FARC and the ELN, threaten not only the integrity of Colombia, but also are responsible for creating a regional

zone of instability. An estimated two-thirds of FARC fronts are involved in drug trafficking to some extent. The involvement in drug trafficking includes fees for using airstrips, and “taxes” on the movement of precursors, coca base, cocaine HCL, and coca leaves. The links to narco trafficking, which have become stronger and more numerous since the early 1990s, provide an increased funding source for the FARC and ELN beyond the traditional sources of extortion, robbery, and kidnapping. It is estimated that hundreds of millions of dollars annually are made available to the FARC from its drug activities.

The insurgents in Colombia have been around for decades. They are most active in and control the sparsely populated jungles of southern and eastern Colombia. To place the situation in perspective, Colombia has a population of approximately 40 million people—39 million live west of the Andes, and approximately one million east of the Andes where 15,000 FARC also reside. There are few roads and little industrialization in an area about 300 miles in diameter. The guerrillas have historically had limited impact on the coasts or in Colombia’s urban centers, both areas of heavy police and military concentration. In recent years, the guerrillas have been increasingly effective in engaging the counterdrug military forces in the jungle areas. In my judgment, without significant assistance, both the police and military counterdrug forces will be greatly challenged in trying to control drugs in Colombia, given their current level of resourcing and manning.

The Department of Defense currently assists the Colombian counternarcotics efforts by increasing the professionalism and efficiency of Colombian counternarcotics forces. DoD teams train the Colombian forces for aerial, ground and riverine/maritime interdiction of cocaine, production, and transportation activities. DoD training improves the Colombian counterdrug forces’ ability to produce actionable targeting packages and manage information operations.

Currently, DoD personnel are training a Colombian (exclusively counterdrug) light infantry battalion that will operate in heart of Colombia's cocaine producing regions. To control the rivers, which remain the de facto highways of southern Colombia, and the Colombian coastal regions, DoD has aggressively supported the training, equipping and infrastructure development of Colombia's riverine and maritime forces. Moreover, support to aerial interdiction endgames remains the decisive point in DoD's contribution to Colombia's interdiction strategy; consequently, the Department continues to upgrade the capabilities of Colombian aircraft and command and control systems.

In addition to counterdrug training, U.S. special operations forces work with Colombian military units to enhance professionalism, respect for human rights, and enhancing skills ranging from light infantry to counter-terrorism. Also, DoD supports an array of intelligence collection programs that provide the required critical understanding of the organizational structure of the cocaine trade, address force protection, and provide tactical cueing on the movement of cocaine.

### **Mexico**

Over the last ten years there has been a rise in the involvement of Mexican drug cartels in the international trafficking of narcotics. Mexico is the principal import point for most cocaine and marijuana consumed in the United States, and over four metric tons of heroin. This has led to increased reports of corruption among Mexican political, police, and military officials. To assist Mexico in combating the rise in drug trafficking, the United States has established a number of cooperative counter-narcotics programs between the U.S. government and the Government of Mexico (GOM) including the training of Mexican military counter-narcotics units. Since 1996 the focus of DoD counterdrug efforts with the Mexican military has been the transfer of 73 UH-1H helicopters (plus parts and

support equipment) and four C-26 observation aircraft, U.S. Special Forces training of Mexican military elite counternarcotic special forces (GAFE), and a robust program to train Mexican UH-1H pilots and mechanics. The GAFE training program was completed by October 1, 1998, and DoD refocused its training efforts (in consultation with Mexico) towards more technical skills training to assist in maintaining the UH-1H fleet. In February 1999, Mexico announced its new counternarcotics strategy, and DoD is working with the Mexican military to provide counterdrug training to the new and developing Mexican counternarcotic amphibious units, the Mexican Marines, and the Mexican Navy's interdiction forces.

The Mexican Air Force UH-1Hs were grounded on March 29, 1998, following a U.S. Army safety of flight message that identified a problem with excessive T-53 engine vibration. Due to liability concerns, the Mexican government advised us that they would not fly the helicopters until they could fly without restrictions. In April 1999, a U.S. delegation met with the Mexican military to discuss issues surrounding the grounded Mexican UH-1H fleet. We are currently exploring a number of options, including providing U.S. support for a downsized Mexican fleet. Remaining aircraft could be returned to the U.S. or transferred to other countries for counterdrug use.

### **Southwest and Southeast Asia**

Although the National Drug Control Strategy currently focuses our efforts primarily on cocaine, we are also very concerned about heroin trafficking into the U.S. In contrast to cocaine, heroin is moved to the United States in much smaller amounts than cocaine, i.e., one or two kilos. In addition, while cocaine typically moves in a relatively limited area (the Caribbean and Mexico) and in shipments of at least several hundred kilograms by vessel or by general aviation aircraft, most

heroin is smuggling into the U.S. through airports, concealed in luggage or on passengers, and by land over the U.S.-Mexico border and in commercial shipments from Asia.

The heroin market is a dynamic one, and traditionally has supplied itself from Southeast Asian providers. In the past, interdicting Southeast Asian heroin has proven difficult because of heroin's flow and transportation patterns, and the reluctance on the part of many of the Southeast Asian nations to work with the United States on expanding its counterdrug efforts in the region.

Joint Interagency Task Force-West (JIATF-West) in Alameda, California, is the focal point for DoD's support to the United States and foreign law enforcement organizations trying to counter the heroin flow. Through JIATF-West, the Department of Defense provides unique linguist, counterdrug training, infrastructure, and intelligence support to host nations.

### **The Role of the Department of Defense**

The Department of Defense is implementing the President's National Drug Control Strategy by supporting the five national goals and their more detailed objectives. The DoD Coordinator for Drug Enforcement Policy and Support, with oversight from the Under Secretary of Defense for Policy, is the single focal point for the Department's counterdrug efforts and ensures that the Department develops and implements a focused counterdrug program with clear priorities and measured results. Consistent with applicable laws, authorities, regulations, and funding/resource availability, the Department ensures that sufficient forces and resources are allocated to the counterdrug mission to support domestic and foreign counterdrug agencies to achieve high-impact results. As in the past, DoD does not actively participate in the apprehension or arrest of traffickers, nor the seizure of



their assets. Moreover, DoD personnel do not accompany host nation counterdrug forces on field operations.

With finite funds and resources, multiple national security missions to address, and numerous requests for assistance, the Department must prioritize support to areas where its capabilities will provide the highest impact on the drug threat. In that context, the counterdrug areas where the Department will focus its efforts and bring its DoD-unique capabilities to bear are in support of the counterdrug efforts of cocaine producing nations and in support of detection and monitoring of drug shipments to the United States. But even within those areas, the Department's efforts must be continually evaluated based on changing threat and host nation needs.

**Goal 1: Educate and enable America's youth to reject illegal drugs as well as the use of alcohol and tobacco.** The Department will spend \$17M this year in support of this goal. DoD fully recognizes the importance of addressing drug abuse among our youth and taking proactive measures to prevent a new generation from using illegal drugs. The Department recognizes that: (1) the behavior of the children of our military members has a direct impact on individual morale and readiness; (2) the actions of those youth reflect directly on the Department; and (3) it is from our nation's youth that we draw our future military members. To assist the nation in helping our young men and women, the Department continues to fund outreach programs, such as the Young Marines and supports the Services' and the National Guard's community outreach programs in the Governors' State Plans. In addition, DoD encourages participation of all its personnel in the numerous on-going volunteer outreach programs conducted by active duty and reserve units in the local communities.

**Goal 2: Increase the safety of America's citizens by substantially reducing drug-related crime and violence.** The Department will spend \$95M this year in support of this goal and will support domestic law enforcement organizations, other than the support provided along the Southwest Border and for marijuana eradication. In one important area, the Department has made contributions by providing personnel to assist law enforcement in translations. To support law enforcement in these programs, as well as other areas, the Department funds the Governors' State Plans for use of the National Guard to support domestic Federal, State, and local law enforcement agencies in their activities to reduce drug associated crimes. In addition, the Department provides excess equipment to law enforcement agencies for their use in counterdrug operations and facilitates the sale of law enforcement equipment to law enforcement agencies in coordination with the General Services Administration. The Department also provides training, operational and non-operational support, and other services provided pursuant to Title 10, Section 1004 of the National Defense Authorization Act of FY 1991, as amended, and other specific legislation to enhance drug law enforcement capabilities. In addition, DoD continues to examine and maximize effectiveness of the various DoD funded schoolhouse training programs provided to domestic law enforcement personnel.

**Goal 3: Reduce health and social costs to the public of illegal drug use.** The Department will spend \$72M this year in support of this goal. DoD, through the military Services, continues to demand clear and firm anti-drug policies and employ random drug testing to reduce the use and demand for drugs. Similarly, drug testing and drug-abuse education of civilian personnel and the drug-free workplace programs for DoD contractors receives continued attention. However, the Services must continue to review programs to ensure that they are accomplished efficiently while remaining strong and effective. To reduce illegal

drug use, the Department ensures DoD has effective military and civilian drug testing programs that meet required standards and testing rates. In addition, DoD is working to enhance and automate drug testing laboratory systems and improve random testing profiles used by military and civilian organizations. To detect substance abuse early in the recruit process, DoD is working to enhance military recruit screening process to minimize acceptance of personnel into the military that will be drug abusers.

**Goal 4: Shield America's air, land, and sea frontiers from the drug threat.**

The Department will spend \$441M this year in support of this goal. This support is both broad in scope and great in cost. Denying air and maritime cocaine smuggling in the transit zone region between South America and the U.S. border is the key outside continental United States (OCONUS) focus of this effort. In the Continental United States (CONUS), the highest priority will be our support of law enforcement along the Southwest Border.

As the lead federal agency for the detection and monitoring of illegal drug shipments to the United States, DoD continues to employ a flexible and comprehensive air and maritime detection and monitoring capability, covering the transit zone between South America and the U.S. border. DoD operates two Relocatable Over-the-Horizon radars (ROTHR), seven P-3 counterdrug upgrade aircraft, E-3 AWACs, four E-2s, four F-16 fighters, Navy combatants, and three TAGOS radar picket ships. Integral to the successful execution of operational missions using these assets are effective intelligence collection, analysis, and cueing programs that support all aspects of the detection and monitoring, and interdiction missions. Such intelligence is especially critical to counter maritime smuggling, which is the predominant mode of smuggling cocaine from the coast of South America. At the same time, we are addressing the maritime trafficking

threat that continues in the Western Caribbean and along the East Pacific through increased training, cooperation and information sharing with host nation counterdrug security forces. In addition, and after the May 1999 closure of Howard Air Force Base in Panama, we will continue to provide detection and monitoring support with two strategic and important forward operating locations in Central America and the Caribbean.

In Mexico, the Department has worked with the U.S. interagency to foster bilateral and multilateral combined and coincidental operations and information sharing. Moreover, DoD has active agreements with Mexico, Central America, and Caribbean nations that permit short-notice overflight and landings by U.S. aircraft and port visits by U.S. vessels.

To respond to the threat along the Southwest border, the Department supports domestic law enforcement agencies with state of the art cargo x-rays in their efforts to stop the flow of drugs into the United States. DoD also funds the National Guard in support of Drug Law Enforcement Agency operations along the Southwest border of the United States. The National Guard, in support of this goal, provides a wide range of operational support to include aerial and surface reconnaissance, and cargo inspection at ports-of-entry.

Through Joint Task Force-Six, DoD continues to provide coordinated Title 10 operational support by Active Duty and Federal Reserve components to drug law enforcement agencies throughout the Continental United States as authorized by Section 1004. Efforts are prioritized to optimize the operational impact on the Southwest Border to deny the smuggling of illegal drugs into the United States. Authorized support includes reconnaissance, intelligence analysis, linguists, engineering, transportation, training and maintenance.

**Goal 5: Break foreign and domestic drug sources of supply.** The Department will spend \$330M this year in support of this goal. The priority for DoD support in reducing the drug sources of supply is focused on cocaine production and movement in Peru and Colombia. DoD continues to provide critical support to the interagency Linear Approach, which is designed to dismantle the cocaine cartels and the cocaine “business.” The Department continues to assist and enhance those countries’ efforts against the trafficker’s predominant air transportation routes, while also supporting them in countering the trafficker’s use of rivers. Based on the threat concentration in Colombia, this area must remain the focal point of our efforts in the near term. Additionally, DoD source zone support will be greatly enhanced with the addition of a forward operating location in South America.

In support of all U.S. counterdrug activities in South America, DoD executes extensive intelligence collection, analysis, and tactical cueing programs. These programs provide the necessary strategic, operational, and tactical intelligence required by the U.S. interagency and, also, as appropriate, the Colombia counterdrug forces to affect successful operations and to understand the true nature of the cocaine production and smuggling threat.

A major portion of DoD source nation support is devoted to the use of assets for detection and monitoring of the movement of cocaine and coca products within South America. Specifically, DoD support to source nations continues to be demonstrated through E-3 AWACs patrols providing detection of suspected narco-trafficking aircraft and handoff to U.S. or host nation terminal tracker aircraft and host nation endgame aircraft. In addition, DoD continues to fund the deployment of tactical analysis teams to assist U.S. embassies in source nations with intelligence and target analysis. Lastly, a third ROTHF planned for

installation in Puerto Rico will greatly increase the capability to detect and monitor air smuggling activity in the critical cocaine processing regions of Colombia and Peru.

In support of this goal, DoD support to Joint-Interagency Task Force-West provides important capabilities to support the DEA-led effort to stop heroin smuggling into the United States from Southeast and Southwest Asia. In addition, DoD support to DEA in Asia is enhancing host nations to become more self sufficient in their capabilities to interdict illicit drugs.

With regard to domestic support for this goal, the Department continues to support the National Guard's assistance to domestic law enforcement agencies to eradicate marijuana growing in the United States and continued funding for research, development, and field enhanced systems that will assist source countries in interdicting drug traffickers.

As you can see, the plans and programs of the Department of Defense constitute an important and integral part of the U.S. Government's multi-agency and multi-national approach to counter the flow of illegal drug into the United States and fulfill an essential role in our nation's fight against illegal drugs. We look forward continuing our support to this important effort.

Thank you.