



NATIONAL NORTHERN BORDER COUNTERNARCOTICS STRATEGY

Office of National Drug Control Policy

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Introduction

The United States and Canada are not simply allies, not simply neighbors; we are woven together like perhaps no other two countries in the world... {Prime Minister Stephen Harper and I} agreed to a new vision for managing our shared responsibilities—not just at the border but “beyond the border.” That means working more closely to improve border security with better screening, new technologies and information-sharing among law enforcement, as well as identifying threats early.

—President Barack Obama, February 4, 2011

The *National Northern Border Counternarcotics Strategy (Strategy)* sets forth the Administration’s plan to prevent the illegal trafficking of drugs across the U.S.-Canada border. This *Strategy* was mandated by the U.S. Congress in the *Northern Border Counternarcotics Strategy Act* of 2010. This document builds upon the understanding of shared responsibility articulated in *Beyond the Border: A Joint Vision for Perimeter Security and Economic Competitiveness (Beyond the Border)*. Undertaken by President Barack Obama and Prime Minister Stephen Harper in 2011, this agreement acknowledges the unique relationship shared by the United States and Canada, which share a 5,225-mile border that is the longest in the world between two countries.

Beyond the Border recognizes the reality that transnational criminal organizations (TCOs) operating on both sides of the U.S.-Canada border exploit the international boundary to smuggle proceeds from illegal drugs sold in the United States and Canada and to transport drugs such as marijuana, MDMA (ecstasy), methamphetamine, and cocaine between the two countries. To increase each country’s individual security and economic vitality, the United States and Canada must appropriately plan, train, and act together to address threats at the earliest point possible and work in concert to optimize joint border management goals.

Beyond the Border identifies four key areas of cooperation through which Canada and the United States can pursue a perimeter approach to security, working together within, at, and away from the borders of our two countries. The key areas of cooperation are: Addressing Threats Early; Trade Facilitation, Economic Growth, and Jobs; Integrated Cross-border Law Enforcement; and Critical Infrastructure and Cybersecurity. Through integrated cross-border law enforcement, the United States and Canada are building upon existing relationships, programs, and policies; seeking further opportunities to pursue national security by disrupting TCOs; and improving our information sharing, allowing us to use our resources more efficiently and effectively to curb the flow of illegal narcotics and money across the Northern border.

In January 2012, the Administration published the first *National Northern Border Counternarcotics Strategy*, which built upon the principles of *Beyond the Border* and articulated the U.S. framework for the

ongoing efforts to reduce the threats on both sides of the border. This document reaffirms and expands upon the approach laid out in the previous *Strategy*.

The *Strategy* is guided by the following strategic goal and five strategic objectives:

Strategic Goal

Substantially reduce the flow of illicit drugs and drug proceeds along the Northern border¹.

Strategic Objectives

1. Enhance intelligence and information-sharing capabilities and processes associated with the Northern border;
2. Interdict illicit drugs² and illicit drug proceeds at and between the ports of entry along the Northern border;
3. Interdict illicit drugs and illicit drug proceeds in the air and maritime domains along the Northern border;
4. Enhance counterdrug efforts and cooperation with tribal governments along the Northern border; and
5. Investigate and prosecute the transnational criminal organizations operating along or exploiting the Northern border.

Each of the *Strategy's* five chapters addresses one of the Strategic Objectives by providing specific details and a summary of supporting actions, with specific Federal agencies identified for action. Agencies responsible for leading interagency coordination within each supporting action are underlined in each chapter. To ensure effective implementation of the *Strategy*, Appendix One provides indicators to develop baselines and measure performance. Appendix Two includes resources required to enable the relevant National Drug Control Program agencies to successfully implement the *Strategy*; the section includes program descriptions and resource information at the fiscal year (FY) 2012 enacted level for all efforts included in the *Strategy*.

Enhanced Federal collaboration with state, local, and tribal law enforcement agencies is one of the major areas of emphasis in this *Strategy*. This *Strategy* builds upon existing architecture; identifies needed resources; and enlists state, local, and tribal law enforcement in a genuine partnership to enable the Nation to address the threat in a comprehensive manner.

1. For the purpose of this document, the phrase "Northern border" refers to the U.S.-Canada border between Maine and Washington State and to the border between Alaska and Canada.

2. For the purpose of this document, the phrase "illicit drugs" includes diverted pharmaceutical drugs.

The United States-Canada Border Drug Threat

Overview

MDMA (ecstasy) and marijuana remain the most significant Canadian drug threats to the United States, while the United States remains the primary transit country for cocaine into Canada from South America. While still responsible for significant social harm and public health and safety consequences at the individual and community levels, cross-border methamphetamine and heroin trafficking pose lesser threats, as evidenced by case reporting and limited Northern border seizures. Increasing seizures of northbound methamphetamine, however, suggest that this may be an emerging problem.

Illicit drug production in Canada consists mostly of MDMA (ecstasy) and high-potency marijuana, as well as methamphetamine. These drugs are produced for illicit consumption in Canada and, in the case of MDMA (ecstasy) for distribution into illicit U.S. markets. In fact, Canada is the primary source of MDMA (ecstasy) for North America.

Various groups are involved in the cultivation, production, and distribution of MDMA (ecstasy) and high-potency marijuana in Canada and across our shared border. These groups are generally ethnically aligned and include Vietnamese-Canadian, Indo-Canadian, Irish-Canadian, and Italian-Canadian organized crime groups; outlaw motorcycle gangs (OMGs); and independent TCOs. These groups are concentrated in the Western Canadian province of British Columbia and the eastern provinces of Ontario and Québec. MDMA (ecstasy) and marijuana are smuggled across the border at and between ports of entry (POEs) along the U.S.-Canada border.

Areas where there is limited protection, such as the vast, rugged terrain and expansive bodies of water that compose the U.S.-Canada border, pose challenges to law enforcement on both sides, presenting vulnerabilities that Canada-based TCOs continue to exploit. The border comprises 115 land POEs and 68 maritime POEs. In addition, there are 81 airports within 400 miles of the border and little to no radar coverage along the border. The Great Lakes are a valuable trading zone and small vessels can easily travel between countries on the 4,356 miles of shoreline.

Along with the movement of illicit drugs across the U.S.-Canada border, an equally significant threat is the bi-directional movement of illicit drug proceeds. Illicit proceeds from drug sales in the United States and Canada provide TCOs the economic resources to continue or further expand drug production, distribution, and sales. Bulk cash smuggling and money services businesses (MSBs) facilitate money laundering and other financial crimes in both directions along the Northern border. Illicit proceeds from the sale of marijuana and MDMA (ecstasy) in the United States are smuggled into Canada, and illicit proceeds from cocaine sales in Canada are often smuggled into the United States. Canadian law enforcement has also identified cases in which U.S. drug traffickers travel to Canada to place illicit proceeds in Canadian MSBs and banks.

Drug Demand

An estimated 9.2 percent of Americans (23.9 million) aged 12 or older were current (past month) users of illicit drugs in 2012, an increase from the 2011 rate (8.7 %).

In 2011, approximately 9.4 percent of Canadians aged 15 or older used at least one of the following six drug categories in the past year: cannabis, cocaine or crack, speed, Ecstasy, hallucinogens (excluding salvia) or heroin—a decline from the rate of use reported in 2010 (11.0 %).

Sources: 2012 National Survey on Drug Use and Health (NSDUH), September 2013.

2011 Canadian Alcohol and Drug Use Monitoring Survey.

Current Situation

MDMA (ecstasy) and Other Club Drugs

Historically, MDMA (3, 4-methylenedioxyamphetamine), is the hallucinogenic substance commonly found in the drug sold as “ecstasy.” However, some substances sold as ecstasy tablets are no longer just MDMA, but rather a cocktail of chemicals. Samples analyzed by Drug Enforcement Administration (DEA) laboratories have contained methamphetamine, ketamine, caffeine, dimethylsulfoxide, N-benzylpiperazine (BZP), and trifluoromethylpiperazine (TFMPP), in addition to MDMA.

MDMA (ecstasy) production occurs primarily in British Columbia, and to a lesser extent in Ontario and Québec. Smuggling of MDMA from Canada into the United States remains a threat, although seizures along the border have declined from the peaks seen in 2008 and 2009. While trafficking of MDMA in tablet form remains the standard, recent investigations in the northwest United States indicate that powdered MDMA also is being smuggled.

Case reporting and intelligence indicate that ethnic Chinese groups are primarily responsible for the production of MDMA (ecstasy) in Canada. These groups procure the necessary precursor chemicals from China, including MDP2P (3,4-methylenedioxyphenyl-2-Propanone), the primary chemical needed to produce MDMA (ecstasy).

Asian TCOs have begun distributing MDMA (ecstasy) to U.S. street gangs, which distribute this and other illicit drugs in markets throughout the United States.

MDMA (ecstasy) at a Glance

- Retail prices per tablet are CAD\$5—\$20 in Canada and USD\$1—\$70 in the United States with a national average of USD\$15.
- The MDMA (ecstasy) market in the United States is small compared to marijuana but is steady and lucrative.
- MDMA (ecstasy) is no longer exclusively viewed as a “rave” or club drug, resulting in expanded distribution to nontraditional groups.
- The 2012 NSDUH reported that 2.6 million people aged 12 and older used MDMA (ecstasy) in 2012, an increase from the 2.4 million people reported in 2011.

Increased supplies of gamma-hydroxybutyrate (GHB) and ketamine circulating in the Canadian illicit market since 2009 suggest renewed interest in these drugs for their use as alternative or supplemental substances to MDMA (ecstasy) or methamphetamine. GHB and ketamine, closely associated with the rave and youth-oriented drug culture, are an increasing concern for Canadian authorities. The availability of GHB is more widespread throughout Canada, facilitated by the simple process required to produce the drug. Ketamine is procured either through diversion of pharmaceutical supply or by importation, mostly from Southeast Asia. Typically, drugs such as Ketamine and GHB enter the U.S. markets via domestic production, Internet procurement, or diversion from legitimate sources. However, border seizures have occurred, illustrating the potential for cross-border trafficking of these and other synthetic substances, such as BZP, which has been smuggled from British Columbia. In addition to traditional cross-border trafficking, ketamine and GHB are distributed via the Internet.

Marijuana

Marijuana is the most widely abused illicit drug in the United States and Canada. While most marijuana in both the United States and Canada is cultivated to supply domestic demand, distribution of high-potency marijuana from Canada into the United States remains a concern.

In Canada, high-potency marijuana plants are typically cultivated indoors; significant cultivation has been identified primarily in British Columbia as well as in Ontario and Québec. Groups and individuals involved in the production of this high-potency marijuana, often historically referred to as “BC Bud,” have established sophisticated indoor marijuana growing operations (“grows”), typically in residential homes. Traffickers significantly modify the houses to accommodate elaborate lighting, irrigation, and ventilation systems. These agronomic techniques, coupled with plant selection, contribute to production of high-potency plants.

Case reporting indicates Asian criminal groups, particularly those of Vietnamese descent, are the primary operators of grows in western Canada (British Columbia) and the western United States (California, Washington). Indo-Canadian and Caucasian growers and criminal groups with ties to outlaw motorcycle gangs (OMGs) are also identified as grow operators and/or involved in the distribution of Canadian-produced marijuana. Canada-based Irish and Italian organized crime and those with ties to OMGs are involved in marijuana production and smuggling in eastern Canada (Ontario, Québec) and the eastern United States (upstate New York and northern New England).

Royal Canadian Mounted Police—Marihuana Grow Initiative

In September 2011, the Royal Canadian Mounted Police (RCMP) launched the Marihuana Grow Initiative (MGI). The MGI renews the RCMP's commitment to combating marijuana production by organized crime groups. Since 2011, the MGI centralized database has listed 191 marijuana grow operations or clandestine laboratories dismantled by the RCMP. The majority of these operations were in British Columbia.

In addition, Vietnamese TCOs, in some cases with ties to Canada, have expanded their production operations into the United States. These TCOs have moved their indoor marijuana grow activities to the United States in an effort to decrease transportation costs and limit the risk of seizure associated with smuggling marijuana across the Northern border.

Cocaine

The vast majority of cocaine that crosses the U.S.-Canada border flows northbound into Canada. Cocaine destined for Canada originates in South America and transits various countries in South and Central America and the Caribbean. In particular, when maritime routes are not used, most cocaine destined for the United States or Canada transits Mexico. Cocaine bound for Canada often travels through the U.S. Pacific Coast and Pacific Northwest to the borders of Washington and British Columbia. The United States has long been the predominant transit point for cocaine smuggled into Canada, although it should be noted that multi-hundred kilogram cocaine shipments are shipped directly to Canada via air and maritime conveyances that do not originate in the United States.

Cocaine—MDMA (ecstasy)—Marijuana

A nexus exists between marijuana and MDMA (ecstasy) smuggling from Canada and cocaine transiting the United States into Canada. Canada-based TCOs, particularly Asian groups in British Columbia and Caucasian and outlaw motorcycle gangs from Quebec and Ontario, use their trafficking networks, which are based on social and familial ties, to smuggle MDMA (ecstasy) and high-potency marijuana across the border. Connections are then made with cocaine distributors in the United States and an agreed-upon quantity of cocaine is exchanged for MDMA (ecstasy) and/or marijuana. The MDMA (ecstasy) and/or marijuana are then further distributed to other regions of the United States. According to DEA reporting, bulk currency associated with these illicit drug transactions, particularly in upstate New York, is smuggled to southern California, where it is used to purchase cocaine, which is then smuggled to Canada for distribution. The cocaine sells for approximately \$25,000 to \$28,000 per kilogram in the United States (although actual prices range widely from as low as \$4,600 to as high as \$54,000). In Canada, cocaine sells for \$35,000 to \$47,000 per kilogram.

Major Trafficking Corridors, Groups, and Methods

Canada-based TCOs, including ethnic Vietnamese criminal groups, Indo-Canadian individuals, members and associates of OMGs, and other criminal groups are involved in cross-border MDMA (ecstasy) and marijuana smuggling between Canada and the United States. For example, in March 2011, seven Canadian citizens with ties to OMGs were found guilty of importing thousands of pounds of marijuana into the region and transporting at least 1,700 pounds of cocaine into Canada. These groups may arrange to pay for cocaine, which is typically supplied by associates of Mexico-based TCOs in the United States, with proceeds from the sale of marijuana and/or MDMA (ecstasy). They may even exchange or barter for cocaine with their U.S.-based intermediaries. Some Canadian TCOs have direct contact with Mexican and/or other sources of cocaine supply in Latin America. In some cases, the cocaine bypasses the United States entirely, or shipments may transit U.S. territory en route to Canada.

Illegal drugs are smuggled across our shared border via a number of modes. MDMA (ecstasy), marijuana, and cocaine are smuggled via personal vehicles, commercial trucks, buses, planes (small personal planes and helicopters as well as couriers on commercial airliners), trains, vessels, all-terrain vehicles, and snowmobiles. TCOs recruit individuals to carry drugs on their person at and between POEs in all domains. In October 2012, a resident of Edmonton, Alberta, was arrested in Las Vegas with 62 kilograms of cocaine in his vehicle; the cocaine had been obtained in Los Angeles. Previously, this individual had made four crossings at the Piegan Point of Entry, north of Great Falls, Montana.

Canada-based TCOs smuggle MDMA (ecstasy) and marijuana through and between POEs along the entire U.S.-Canada border. However, the primary smuggling corridors used by drug traffickers are areas in the vicinity of Blaine, Washington; Detroit, Michigan; and Champlain and Buffalo, New York. To a lesser extent in recent years, Canada-based TCOs in Ontario and Québec also utilize the Saint Regis Mohawk Reservation and some members of its community to smuggle MDMA (ecstasy) and marijuana into the United States. This region is inviting to smugglers for a number of reasons. The reservation straddles the U.S.-Canada border, allowing tribal members to pass the international border. The Tribe's reservation also includes a portion of the St. Lawrence River, with the U.S.-Canada border running through the river.

Investigations by the DEA and U.S. Immigration and Customs Enforcement's (ICE) Homeland Security Investigations (HSI) in the Pacific Northwest show numerous drug smuggling groups using maritime routes in the Puget Sound, the Strait of Georgia, and the Strait of Juan de Fuca. Large-scale maritime drug seizures have occurred over the past 10 years at numerous locations in the waters between Vancouver, British Columbia, and Washington State. While maritime smuggling routes remain a significant concern, trafficking organizations use a variety of methods to smuggle illicit drugs across the U.S.-Canada border. ICE/HSI has successfully investigated Canadian organizations that use helicopters landing in remote sections of national forest on both sides of the border to smuggle narcotics, bulk cash, and firearms in both directions.

Drug Trafficking in the Bakken Region

The development of the Bakken oil fields of northeastern Montana, northwestern North Dakota, and southern Saskatchewan has caused a sharp spike in both population and income levels. Between 2005 and 2012, the population in the Williston Basin region—driven by the addition of more than 20,000 jobs—grew an estimated 17 percent. This influx of highly paid oil field workers into an area with limited

opportunities for spending their income has created a market for drugs and has led to an overall increase in crime. The Federal Bureau of Investigation (FBI) Uniform Crime Report (UCR) shows that crimes in the Williston Basin region increased 32 percent from 2005 through 2011, and violent crimes (which include murder, aggravated assault, forcible rape, and robbery) increased 121 percent. These dramatic increases have overwhelmed state and local law enforcement agencies working with limited resources.

In response to this burgeoning threat, the FBI and other Federal agencies have partnered with state, local, and tribal law enforcement offices to conduct multiagency task force operations in the Bakken region. The National Guard assists these efforts by providing intelligence support, including analysis and dissemination of intelligence data submitted by Federal, state, and local agencies. Collaborative efforts among Federal, state, local, and tribal partners in June 2013 resulted in the arrest of 22 people and, in October 2013, a coordinated effort led to 4 arrests in North Dakota and 12 in Montana. In both efforts, the charges predominantly were related to drugs, specifically heroin and methamphetamine, which have become increasingly available in the Bakken region.

Weapons Smuggling

While weapons smuggling on the Northern border does not occur at the levels seen along the U.S.-Mexico border, the popularity of owning and carrying firearms by individual members of organized crime groups encourages the smuggling of illicit weapons into Canada from the United States.

The smuggling of firearms is encountered predominantly at the POEs on the U.S.-Canada border, and notable quantities are seized as they move into Canada from the United States. However, it is important to note that the majority of these weapons are legally possessed in Canada or the United States, but may be seized due to improper documentation, lack of import/export permits, or failure to declare. Seizures of smuggled firearms between the POEs bound for Canada have steadily declined since 2005.

The Criminal Intelligence Service Canada (CISC) annual reports on organized crime assess that the smuggling of firearms into Canada is one such market in which organized crime groups are known to be involved; however, the smuggling and trafficking of firearms may not be their main activity. Criminal entrepreneurs and groups drive the illicit firearms market mostly as consumers and occasionally in sales to other criminals.

Most regions along the Northern border have identified criminal groups and/or entrepreneurs who are involved in the cross-border smuggling of firearms from the United States into Canada. Firearms do not appear to be the predominant commodity smuggled in most cases: illicit drugs, people, currency, and contraband tobacco smuggling appear to be the dominant focus. However, criminal entrepreneurs with contacts to acquire firearms continue to find ways to conceal and smuggle firearms, mostly through the POEs from the United States into Canada. In December 2012, the DEA Phoenix Field Division (FD) and Ottawa Country Office (CO), with support from the DEA Billings Resident Office (RO), initiated an investigation on a Mexican organization allegedly smuggling cocaine and firearms into Canada via northeastern Montana and northwestern North Dakota. In March 2013, Calgary City and Saskatchewan Provincial task force officers arrested two Mexican nationals who were members of this organization. The arrested individuals did not possess drugs, but were found to have multiple firearms in their possession.

Outlook

While the threats along the U.S.-Canada border are continually shifting, it is not anticipated that a significant change in trafficker activities will occur in the near term. Instances of MDMA (ecstasy) seizures will likely remain relatively stable, based on the continued availability of the drug and the niche market MDMA (ecstasy) maintains. Although cocaine seizures in the United States decreased from 2011 to 2012, cocaine will continue to transit the United States en route to Canada, and traffickers will continue to seek new routes and means of transportation for this and other drugs. Without increased efforts on Indian reservations, drug traffickers are likely to continue exploitation of Indian Country. In addition, there remains potential for emergent threats. For example, non-abuse-resistant generic formulations of controlled-release oxycodone, which are available in Canada, could potentially be smuggled into the United States, where those formulations have been withdrawn from the market. The supporting actions outlined in the *Strategy*, which were conceived in response to the trends outlined above, will ultimately reduce the flow of illicit drugs and drug proceeds and reduce the potential for other emergent threats that emanate from illicit activity committed by TCOs along the Northern border.

Cooperation with Canada

Background

Historically, Canada has been a vital treaty partner, under both the U.S.-Canada Extradition Treaty and the Mutual Legal Assistance Treaty (MLAT) on Criminal Matters. Leaders from the United States and Canada meet frequently and maintain close and cordial relations, which are invaluable in addressing and resolving sensitive bilateral law enforcement issues. In addition, the customs administrations of the two nations cooperate under the Customs Mutual Assistance Agreement (CMAA), a binding executive agreement.

The U.S. law enforcement community's relationship with Canada is essential and effective. Both countries value this relationship and recognize its key role in assuring the respective security and safety of their citizens. U.S. law enforcement officers at all levels cooperate with Canadian counterparts daily and, increasingly, U.S. and Canadian prosecutors pursue collaborative investigations. Most Federal law enforcement agencies are represented at the U.S. Embassy in Ottawa and in greater collective numbers than in any other U.S. Embassy.

U.S. and Canadian Federal agencies cooperate with state, local, and tribal partners to interact effectively from the field up through legal and policy management to ensure our two countries meet our shared objectives in combating the production, trafficking, and distribution of illegal drugs, while allowing for the legitimate cross-border flow of people, goods, and services. The DEA, ICE/HSI, and Bureau of Alcohol, Tobacco, Firearms and Explosives (ATF) have Country Attaché (or Assistant Attaché) Offices in Ottawa and Vancouver. ICE/HSI additionally has offices in Toronto and Montreal. U.S. Customs and Border Protection (CBP) has a Country Attaché in Ottawa as well as officers at nine pre-clearance airports in Canada (including Vancouver), two Border Patrol agents embedded with law enforcement agencies in Ottawa and Toronto, and officers working at various Canadian seaports under the Container Security

Initiative. The U.S. Coast Guard (USCG) has a Country Attaché and a liaison officer to the RCMP in Ottawa. The FBI has a Legal Attaché Office in Ottawa and sub-offices in Vancouver and Toronto.

For cross-border drug issues, Department of Homeland Security (DHS) components partner with Canadian law enforcement agencies to investigate international smuggling crimes. These investigations are coordinated with the DEA, which is the single point of contact for U.S. drug-related matters in the foreign environment and for ensuring that investigations comply with relevant U.S. and Canadian government protocols. The United States and Canada also exchange forfeited assets through a bilateral asset-sharing agreement and share information to prevent, investigate, and prosecute any offense against U.S. or Canadian customs laws through a CMAA. The Office of National Drug Control Policy also interacts regularly with its drug policy counterparts in the Government of Canada. For example, the Director of National Drug Control Policy and the Canadian Minister of Health have engaged in an ongoing dialogue regarding the prescription drug abuse problem, specifically with regard to the evaluation and use of abuse-deterrent formulations, along with other important safety measures to reduce the diversion and abuse of prescription opioids on both sides of the border.

The following initiatives represent the spectrum of existing bi-lateral law enforcement collaboration.

Cross Border Crime Forum

The United States and Canada work closely to stop the production, trafficking, and distribution of illegal narcotics. The United States focuses its bilateral cooperation with Canada through the Cross-Border Crime Forum (CBCF), established in 1997 to facilitate cooperation among law enforcement bodies to promote effective investigations of cross-border crime. Under the leadership of the Attorney General, the Secretary of DHS, the Minister of Public Safety Canada, and the Minister and Attorney General of the Department of Justice Canada (Justice Canada), the CBCF brings together senior law enforcement officials and prosecutors to address a number of cross-border issues, including narcotics trafficking. Increasingly, the CBCF is viewed around the world as an example of how countries can work together to improve bilateral and cross-border law enforcement cooperation.

Integrated Cross-border Maritime Law Enforcement Operations (ICMLEO)

On May 26, 2009, the United States and Canada signed the ICMLEO Framework Agreement designating the USCG and the RCMP as the central authorities for ICMLEO. In June 2012, Canada passed implementing legislation with respect to the Framework Agreement, which allows the exchange of cross-designated officers on a permanent basis to perform seamless maritime law enforcement operations along and across the U.S.-Canadian maritime border. ICMLEO, which started as a concept of operations, has become an invaluable operational tool. Used along with intelligence and investigative-driven operations, it provides a seamless law enforcement process that is less taxing on personnel and resources while providing more efficient and effective response to criminal activity in shared waterways. The ICMLEO program enables the RCMP, ICE/HSI, CBP, USCG, and other law enforcement agencies to cross-train personnel, share resources, and utilize each other's vessels within the territorial waters of both countries. ICMLEO will diminish the ability of drug traffickers to use the international border as a way to evade pursuit by either U.S. or Canadian law enforcement officers. As of June 2013, all required bi-national documents were completed and regular ICMLEO activities began in USCG Districts 9 and 13.

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ICMLEO initial training is conducted in three eight-day courses per year at the USCG's Maritime Law Enforcement Academy located at the Federal Law Enforcement Training Center (FLETC) in Charleston, South Carolina and is attended by USCG, RCMP, and other Federal, state, provincial, local, and tribal law enforcement personnel.

Integrated Border Enforcement Teams (IBETs)

Canada and the United States have cooperated since 1997 through 15 Integrated Border Enforcement Team (IBET) geographical regions along the Northern border, which are now models for cooperation between the United States and Canada. IBET operational interdiction teams, composed of CBP, ICE/HSI, USCG, RCMP, and the Canada Border Services Agency (CBSA), operate in 24 locations along the Northern border, including 4 locations where Canadian and American personnel are co-located. IBETs work in an integrated land, air, and marine environment within their authorities at and along the border and complement the authorities of other U.S. law enforcement agencies. ICMLEO is designed to be the maritime operational arm of the IBETs.

Border Enforcement Security Task Force (BEST)

U.S. and Canada integrated investigations occur in part through the ICE-led BEST units. The four Northern border BEST units incorporate personnel from ICE/HSI, CBP, USCG, CBSA, and RCMP as well as from other key U.S. and Canadian Federal, state, provincial, local, and tribal agencies. BEST was developed as a comprehensive approach in 2005 to identify, investigate, disrupt, and dismantle TCOs that pose significant threats to border security. The BEST model is a proven investigative task force that recognizes the unique resources and capabilities of all participating law enforcement partners, and is built upon the proven pillars of co-location and cross-designation. Recognizing that TCOs have expanded dramatically in size, scope, and influence in the last decade, BEST operates in line with the *Strategy to Combat Transnational Organized Crime* by integrating U.S. and international law enforcement partners. This enables each BEST senior field manager to shape a dynamic, flexible response to local circumstances.

Jaime Zapata Border Enforcement Security Task Force Act

On December 7, 2012, the Jaime Zapata Border Enforcement Security Task Force Act was signed into law. This act, named in memory of Jaime Zapata, an ICE/HSI Special Agent who died from gunshot wounds while on duty in Mexico, amends the Homeland Security Act of 2002. The Jaime Zapata Act established the BEST program to enhance border security through collaborative efforts among Federal, state, local, tribal, and foreign law enforcement agencies. By sharing information and coordinating activities, law enforcement officials are able to protect U.S. communities from violence and crime, including the trafficking of arms, drugs, and undocumented aliens. Furthermore, this act allows the Secretary of DHS to establish the location of a BEST unit and the assignment of Federal personnel to the program. There are currently four BEST units along the Northern border.

Along the Northern border, BEST units are currently located in Blaine, Washington; Detroit, Michigan; and Buffalo and Massena, New York. These BEST units leverage Federal, state, local, tribal, and foreign law enforcement and intelligence resources to identify, disrupt, and dismantle organizations that seek to exploit vulnerabilities along the U.S. borders and threaten the overall safety and security of the public. The ability for ICE/HSI to cross-designate other law enforcement officers as “customs officers” is essential to successful BEST operations. Cross-designated law enforcement officers receive the same authorities and protections afforded to their ICE/HSI counterparts, effectively eliminating the border as an impediment to investigations that has historically been exploited by criminal organizations. The BEST program benefits from the co-located participation, resources, and experience drawn from more than 100 Federal, state, local, tribal, and foreign law enforcement agencies.

This co-location provides invaluable resources and expertise to provide a comprehensive approach to investigating TCOs. Critical to the success of each Northern border BEST is the participation of Canadian law enforcement agencies (including CBSA, RCMP, Ontario Provincial Police, Sûreté du Québec, Peel Regional Police Service, Niagara Regional Police Service, Toronto Police Service, Windsor Police Service, and the Akwesasne Mohawk Police Service).

Drugged Driving—Cooperation across the Border

Drugged driving is a problem on both sides of the Northern border. In response, law enforcement agencies in New York, Ontario, and Québec have collaborated on *The Safety without Borders* initiative. This program places a larger volume of law enforcement personnel on either side of the border during holiday weekends to address crash-causing violations such as speeding, texting, and impaired driving. This effort, which supports ONDCP’s drugged driving initiative, prevents potential crashes and encourages law enforcement collaboration across the border.

DEA Task Forces

DEA has numerous existing task forces along the Northern border, from Bangor, Maine to Bellingham, Washington. These task forces focus on international DTOs engaging in criminal activity in both the United States and Canada. The task forces utilize state and local law enforcement officers to act as a force multiplier for DEA’s enforcement efforts. They facilitate the coordination and deconfliction process, ensuring there is no duplication of effort and that counternarcotics-related activities are within the established protocols. While Canadian law enforcement personnel are not directly assigned to DEA task forces, the Northern border DEA task forces cooperate regularly with the DEA offices in Canada and Canadian counterparts on cross-border counternarcotics-related activities.

USMS Canadian Investigative Liaison Program (CILP)

The U.S. Marshals Service (USMS) operates the CILP along the U.S.-Canada border region to facilitate investigations of transnational fugitives, including individuals wanted for violent crimes and drug-related offenses. The USMS provides Deputy U.S. Marshals, who have been trained in Canadian legal procedures and protocols, to work and share information on a daily basis with Canadian law enforcement agencies on fugitives wanted on both sides of the border. Currently, there are 17 Canadian Investigative Liaison

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investigators located in each Federal judicial district across the Northern border and Alaska. The USMS also facilitates fugitive investigations with Canada through the Investigative Operations Division/International Investigations Branch, Department of Justice (DOJ) Office of International Affairs (OIA) and the Office of Canadian Affairs. Since 2003, USMS investigations have resulted in the extradition or deportation of more than 1,000 fugitives between Canada and the United States: 40 percent of those apprehensions were for drug-related offenses. Presently, the USMS has an active caseload of approximately 240 investigations in Canada, many of which (approximately 40%) have a nexus to illegal drug-related offenses.

Pacific Region Integrated Border Intelligence Team (IBIT)

The Pacific Region Integrated Border Intelligence Team (IBIT) is a multi-national, multi-agency Northern border intelligence center located in Blaine, Washington. IBIT's mission is to track, analyze, and report on cross-border drug-related seizures in both the Pacific and Okanagan (eastern Washington and eastern British Columbia) geographic regions. IBIT also tracks and reports on weapons, bulk cash seizures, and alien smuggling. The Pacific IBIT area of responsibility extends along the U.S.-Canada border from the Pacific Ocean in the West to the Canadian Province of Alberta and Glacier National Park in Montana in the East. The IBIT is co-located with the U.S. Border Patrol (USBP) Sector Headquarters in Blaine, Washington.

Originally formed to address cross-border crime and provide tactical intelligence to the member agencies, the Pacific IBIT included members and partners from DEA, FBI, ICE/HSI, CBP, USCG, the U.S. Attorney's Office, RCMP, and Canadian Customs. The IBIT team leader position rotates every 2 years between a U.S. agency and a Canadian agency. Current participating agencies include CBP, ICE/HSI, USCG, RCMP, and the CBSA. Also, at times, there is a Washington National Guard Counterdrug Analyst working in the IBIT. In addition, the DEA intelligence analyst in the Bellingham resident office serves as the DEA intelligence liaison to the Pacific IBIT. This liaison activity is a critical element in analyzing border smuggling activities, arrests, and seizures for links to DEA investigations.

High Intensity Drug Trafficking Areas Task Forces and Initiatives

The Northwest High Intensity Drug Trafficking Areas (HIDTA) Border Task Force (NWHBTF) is an interdiction and investigative initiative with a mission to dismantle and disrupt targeted cross-border DTOs through prosecutions and the seizure of drugs and assets. The NWHBTF is a coordinated international, Federal, state, and local effort with three distinct components, including the joint U.S.-Canada-staffed Pacific IBIT, BEST units, and a prosecution unit.

The Domestic Highway Enforcement (DHE) program is fostering information exchange between U.S. and Canadian law enforcement through training opportunities and highway corridor conference calls. The HIDTA-funded DHE program is a collaborative, intelligence-led initiative that coordinates and supports multi-jurisdictional law enforcement efforts on U.S. highways. The objectives of the DHE program are to enhance investigations leading to disruption and dismantlement of drug trafficking and money laundering organizations that use the Nation's highways to transport drugs and illegal currency; to cultivate intelligence and information sharing on these organizations; and to promote shared operational planning, intelligence, and coordination to improve efforts to address all crimes relating to the Nation's highways.

Synthetic Drug Projects

Canada and the United States participate in Project Prism, a multilateral enforcement initiative coordinated by the International Narcotics Control Board that targets synthetic drug chemicals, and the United States is the representative on Project Prism's Precursor Task Force. Both nations have participated in five time-bound initiatives conducted under the Project: Operations Crystal Flow (2007), Ice Block (2008), Pila (2009-2010), PAAD (Phenylacetic Acid and its Derivatives, 2011), and EPIG (Ephedrine and Pseudoephedrine Intelligence Gaps in Africa, 2012). Both nations actively monitor trends to enable them to take the appropriate actions to counter the threats posed by synthetic drug chemicals.

New Psychoactive Substances

In recent years, new varieties of designer synthetic drugs have emerged and proliferated in the United States, Canada, and around the world. The trafficking and abuse of synthetic drugs has caused growing health problems in both countries. DEA, CBP, ICE/HSI, and Canadian law enforcement officials have shared investigative and seizure information, as well as law enforcement forensic analytical data to identify emergent substances and potential trafficking patterns. Law enforcement officials in both countries have cooperated to further investigations targeting synthetic drug trafficking organizations. U.S. and Canadian law enforcement officials will strive to mutually increase sharing of information and forensic analytical data to identify emergent analogue substances, to support efforts to control synthetic substances, and to target cross-border synthetic drug trafficking organizations.

Financial Investigations

The Financial Intelligence Unit (FIU) of the United States, the Department of the Treasury's Financial Crimes Enforcement Network (FinCEN), and the FIU of Canada, the Financial Transactions and Reports Analysis Centre (FINTRAC), cooperate in several ways, including the sharing of financial intelligence information to support terrorist financing and money laundering cases, including drug-related money laundering. FinCEN and FINTRAC work closely within the Egmont Group, an international body of anti-money laundering organizations from 139 jurisdictions. Each FIU also regulates a range of financial institutions to increase their vigilance against criminal abuse in addition to requiring recordkeeping and reporting obligations to assist law enforcement with following the money.

DEA continues to partner with Canadian law enforcement agencies such as RCMP and the Sûreté du Québec on a number of undercover financial investigations against TCOs operating throughout North America. These investigations have targeted illicit money flow within the region and have resulted in the seizure of multi-hundred-pound quantities of narcotics in the United States.

In addition, ICE/HSI collaborates with several partner agencies in Canada, including the RCMP, the Ontario Provincial Police, the Québec Provincial Police, and others to conduct joint cross-border financial crimes investigations. ICE/HSI works with several of those agencies in undercover operations, particularly focused on bulk cash smuggling and trade-based money laundering schemes. ICE/HSI and its partners focus on organizations and schemes that transfer illicit proceeds from one country to another, including the proceeds of narcotics smuggling as well as all other types of cross-border crime.

Additional Forums

Project North Star is a bi-national, multi-agency forum that seeks to enhance existing communication, cooperation, and partnerships among U.S. and Canadian law enforcement personnel. The aim is to promote and improve cross-border networking, intelligence gathering and sharing, targeting, prosecution, training, and coordinated planning among local, state/provincial, and Federal law enforcement. This cooperation also facilitates the exchange of “best practices” and effective utilization of assets and resources.

The USMS and the Toronto Police Service co-host the annual International Fugitive Investigators Conference (IFIC). Established in 1999 to address transnational fugitives who cross the shared border, the forum provides a venue for continued cooperation between U.S. and Canadian law enforcement authorities. Each year, partners from local, state/provincial, and Federal agencies unite to teach investigative techniques, educate on bi-lateral treaties, encourage intelligence and information sharing, and promote law enforcement best practices.

The Canadian American Planning Association (CAPA) brings together agencies from Canada and the United States for information sharing purposes. Members include railroad representatives, Canadian prosecutors, U.S. Attorneys, financial investigators, and representatives of many other groups. The association’s primary purpose is information sharing and creating cross-border relationships to aid case support.

Extradition and Mutual Legal Assistance Treaty Cooperation

The United States and Canada are parties to an extradition treaty that came into force in 1976, and was amended by two Protocols that came into effect in 1991 and 2003. Both Canada and the United States utilize the treaty in making requests for extradition, though the bulk of requests are from the United States.

Despite the strong law enforcement and judicial relationship between the United States and Canada, extradition from Canada can still be difficult and slow. One reason for this difficulty is the differences in extradition standards under U.S. and Canadian laws. Canada’s judicial process also allows fugitives to readily seek and obtain bail, even after the same courts have found them extraditable, and to obtain numerous continuances, which prolong the extradition process.

The United States and Canada are also parties to an MLAT that entered into force on January 24, 1990. The majority of the requests for assistance are from the United States to Canada (less than a quarter of those cases involve narcotics offenses), but there has been a significant increase in MLAT requests from Canada. The United States has to meet a very high standard in order for requests to be executed under Canadian law, including requests for records held by third parties. Canada’s privacy laws and views on the application of the Canadian Charter require U.S. officials to make formal MLAT requests to obtain evidence where informal sharing may be more appropriate (e.g., driver’s license or passport information).



Chapter 1: Intelligence and Information Sharing

Background

Law enforcement and other agencies participate in strong cooperative efforts to address the expanding range of interrelated challenges along the Northern border, from drug and human smuggling into the United States and Canada, to the transit of arms, bulk cash, and money laundering across the Northern border. These initiatives have led to a substantial improvement in the combined intelligence capabilities of Federal, state, local, tribal, and international partners along the Northern border. Progress in information sharing has paralleled this increase in capabilities, as improved technology and new information sharing protocols have expanded collection, analysis, and dissemination capabilities between and among partners at all levels.

This chapter addresses specific intelligence and information sharing programs and activities designed to inform and support decision makers and operators with Northern border counternarcotics responsibilities. U.S. Federal, state, local, and tribal law enforcement agencies with Northern border counternarcotics responsibilities will benefit from enhanced intelligence sharing and information collection, analysis, and dissemination. The chapter addresses the need to leverage existing capabilities, such as the El Paso Intelligence Center (EPIC), and programs to strengthen support to Northern border enforcement efforts.

Through bilateral cooperation, the U.S. and Canadian Governments are expanding the nature and scope of their intelligence and enforcement effectiveness. As the operational environment of the Northern border continues to evolve in line with the Administration's expanded border control initiatives, so too will the demand for the comprehensive, relevant, and timely strategic and operational intelligence necessary to sustain effective operations. Long-term planning and resource allocation are guided by strategic intelligence. Individual agencies have developed initiatives to address the range of interrelated challenges on the Northern border. The interagency community must ensure these efforts are coordinated and mutually supportive.

Over the next few years, the focus will be on merging overlapping agency initiatives; improving the delivery of relevant, timely, fully integrated intelligence; and streamlining the information sharing and coordination process among all agencies dedicated to protecting the Northern border from the illicit flow of drugs and associated threats.

Supporting Actions

Collection

1. Enhance coordination of intelligence collection among U.S. Federal, state, local, tribal and Canadian law enforcement agencies with Northern border counternarcotics responsibilities.

A. Develop a coordinated counternarcotics intelligence requirements process across U.S. Federal, state, local, and tribal counternarcotics agencies. Increasing responsibilities related to counterterrorism and homeland security have placed multiple, competing demands on the intelligence functions of law enforcement agencies and Intelligence Community organizations. Coordination and integration of intelligence requirements processes reduces strain on the entire system, enables increased productivity, eliminates the misdirection of duplicative assets, and creates a “go-to” point for intelligence needs. Sustained efforts will be made to coordinate existing and developing intelligence requirements management processes and, where appropriate, incorporate state, local, and tribal interests in such processes. Opportunities for regular feedback among all counternarcotics enforcement customers will be included in intelligence requirements management processes. **Action: DOJ/DEA, DHS/ICE, DHS/I&A, DHS/USCG, DHS/CBP, DOI, DOJ/FBI, DOJ/USMS, DOJ/EPIC, ODNI, ONDCP/HIDTA, USDA/USFS**

B. Integrate Northern border-related technical and non-technical intelligence collection capabilities carried out by law enforcement and other organizations. Technical collection capabilities and programs along the Northern border, such as thermal camera systems, license plate readers (LPRs), mobile surveillance systems, unmanned aircraft systems (UAS), national distress and command and control networks, and remote video surveillance systems (RVSS) will be deployed and carefully coordinated among participating agencies. Non-technical law enforcement intelligence collection efforts such as reports officers and special field intelligence and debriefing programs will be enhanced and better coordinated. Interagency forums and agreements will also be established to facilitate partnerships and coordination. **Action: DOJ/DEA, DHS/CBP, DHS/ICE, DHS/I&A, DHS/USCG, DOJ/FBI, DOJ/OCDETF, EPIC, ODNI, ONDCP/HIDTA, DOD**

Analysis

2. Ensure appropriate intelligence activities in support of Northern border counternarcotics efforts, including collaboration with Canadian counterparts.

A. Ensure necessary operational intelligence support is available, based on available resources, to frontline organizations to meet operational demands. Partnerships between law enforcement and intelligence entities will be strengthened by identifying opportunities to co-locate and integrate our intelligence activities and offer reciprocal opportunities to our Canadian colleagues, consistent with applicable laws and authorities. Building on existing agreements and shared facilities, agencies will share the opportunities and then coordinate related activities with their respective Country Office Attachés in Canada. **Action: DOJ/DEA, DHS/ICE, DHS/I&A, DHS/USCG, DHS/CBP, DOJ, DOJ/FBI, ODNI, ONDCP/HIDTA**

B. Develop a coordinated intelligence production planning process across U.S. Federal, state, local, and tribal counternarcotics agencies. Agencies will survey potential consumers to ensure their intelligence products are meeting the needs of border operators. In addition to strategic intelligence analysis to guide executive-level decision makers, law enforcement customers on the front line (in the counternarcotics and homeland security effort) need actionable intelligence to inform and support operational decisions. Efforts to link intelligence to operations will be improved and better coordinated. Greater emphasis will be placed on ensuring intelligence products contain valid operational links or leads and add value to interdiction and investigative activities. Efforts to exploit seizure and investigative information for tactically relevant intelligence will also be enhanced through greater coordination. **Action: DOJ/DEA, DHS/CBP, DHS/ICE, DHS/I&A, DHS/USCG, DOI/BIA, DOJ/ATF, DOJ/FBI, DOJ/OCDETF, DOJ/USMS, DOJ/EPIC, NSA, ODNI, ONDCP/HIDTA, Treasury, USDA/USFS, DOD**

Defense Support of Civil Authorities

The National Guard provides two separate and distinct forms of law enforcement support: Defense Support of Civil Authorities (DSCA) and the National Guard Counterdrug Program (NG CDP). DSCA is support provided by DOD in response to requests for assistance from Federal law enforcement agencies for short duration operations (e.g., Southwest border support). NG CDP provides law enforcement-specific support to a requesting law enforcement agency performing counternarcotics operations. NG CDP support is characterized as steady state or continuous and requires some counterdrug-specific training. The NG CDP primarily supports law enforcement efforts to detect, interdict, disrupt, and curtail narcotic trafficking activities through the professional application of military skills. The NG CDP partnered with interagency efforts is a key enabler for domestic law enforcement activities.

C. Collaborate and coordinate on the development of joint intelligence products among U.S. Federal, state, local, tribal and Canadian counterparts. Elements in the intelligence, Federal law enforcement, and state, local, and tribal law enforcement communities regularly produce a variety of assessments related to the Northern border. These products range from comprehensive national assessments to more issue-specific or localized assessments. Agencies will establish mechanisms to coordinate the production of intelligence assessments related to Northern border counternarcotics threats and ensure appropriate distribution of those products. **Action: DOJ/DEA, DOD, DHS/CBP, DHS/ICE, DHS/I&A, DHS/USCG, DOI/BIA, DOJ/ATF, DOJ/FBI, DOJ/OCDETF, DOJ/USMS, DOJ/EPIC, ODNI, ONDCP/HIDTA, Treasury/FinCEN, USDA/USFS**

D. Develop and disseminate a common intelligence picture. In order to develop a common intelligence picture (CIP), agencies will perform gap analysis of current and emerging products against current and emerging threats. The results of this gap analysis will provide targets for new analytical initiatives. The gap analysis will be comprehensive and centralized. As such, EPIC, or another existing intelligence capability or program, will be considered the mechanism to support requirements for a CIP for the Northern border. **Action: DOJ/DEA, DOJ/EPIC, DHS/I&A, DHS/CBP, DHS/ICE, DHS/USCG, DOI, DOJ/ATF, DOJ/FBI, DOJ/OCDETF, DOJ/USMS, DOD, ODNI, ONDCP/HIDTA, Treasury/FinCEN, USDA/USFS**

Dissemination and Access

3. Conduct a baseline assessment of known policies for the dissemination of counter-narcotics intelligence to U.S. Federal, state, local, tribal, and Canadian law enforcement officials, assess for gaps and develop mitigation strategies as warranted.

A. Assess current information sharing technology systems, and define information flow requirements for expanded sharing of finished intelligence products. Processes and procedures will be established to ensure that intelligence information is shared with or received from Canadian authorities, consistent with applicable laws. **Action: DOJ/DEA, DHS/I&A, DHS/CBP, DHS/ICE, DHS/USCG, DOJ/ATF, DOJ/FBI, EPIC, DOD, ODNI, ONDCP/HIDTA, Treasury**

B. Assess current information sharing technology systems and define information flow requirements for expanded sharing of intelligence and law enforcement data sets. Law enforcement and Intelligence Community agencies have been working to enhance information sharing with state, local, and tribal partners along the Northern border. Other partners could include the National Park Service and U.S. Forest Service (USFS), as well as law enforcement personnel operating in Indian country, to include the Bureau of Indian Affairs (BIA). Such efforts will continue as resources are available, with the goal of expanding the scope, quality, and timeliness of actionable information and to maximize intelligence sharing with appropriate non-Federal entities. Efforts will focus on enhancing and better coordinating existing operations, including but not limited to EPIC, the Organized Crime Drug Enforcement Task Forces (OCDETF) Fusion Center, State and Major Urban Area Fusion Centers, IBETs, BESTs, DEA Task Forces, the USMS CILP (for fugitives), HSI's National Bulk Cash Smuggling Center (BCSC), and HIDTAs along the Northern border, as well as information sharing systems such as: the Homeland Secure Data Network, Homeland Security Information Network, Law Enforcement Information Sharing Service, Law Enforcement Online (LEO)/FBI, EPIC National Seizure System (NSS), National Virtual Pointer System (NVPS), Open Source Center, and the Regional Information Sharing System (RISS). **Action: DOJ/DEA, DHS/I&A, DHS/CBP, DHS/HSI, DHS/USCG, DOI, DOI/BIA, DOJ/ATF, DOJ/FBI, DOJ/OCDETF, DOJ/USMS, DOJ/EPIC, ODNI, ONDCP/HIDTA, Treasury, USDA/USFS**

The National Bulk Cash Smuggling Center

HSI's BCSC operates 24 hours a day identifying, investigating, and disrupting bulk cash smuggling activities around the world. The center assists Federal, state, tribal, local, and foreign law enforcement authorities in their efforts to restrict the flow of funding that supports criminal enterprises. By contacting the BCSC, law enforcement officers gain access to financial investigative expertise that will help them follow the money trail, seizing and forfeiting criminal proceeds.

C. Review and assess existing policies for dissemination and sharing of intelligence and law enforcement data sets, as well as finished intelligence products. Agencies should ensure that an adequate level of education and awareness is established and maintained to safeguard and prevent the unauthorized disclosure of intelligence. This education includes, but is not limited to, policies regarding security classifications and markings, designation authorities, general handling procedures, dissemination and access, storage, transmission, destruction, and incident reporting. **Action: DOJ/DEA, DOD, DHS/CBP, DHS/ICE, DHS/I&A, DHS/USCG, DOJ/FBI, DOJ/EPIC, ODNI/OSC, ONDCP/HIDTA, Treasury**

4. Coordination and deconfliction of Northern border counternarcotics intelligence.

A. Coordinate and deconflict Northern border counternarcotics intelligence. A bi-national system of protocols will be established to capitalize upon existing mechanisms to prevent duplication of effort, avoid operational overlap, miscommunication, and minimize potential operational conflicts. Effective intelligence production management must be ensured to avoid the redundant collection of information and duplication of databases and intelligence products, thereby freeing intelligence analysts to expand production and fill gaps in knowledge. HIDTAs will be committed to performing event and target deconfliction, in addition to analytical case support and drug threat assessments. **Action: DOJ/DEA, DOD, DHS/CBP, DHS/ICE, DHS/I&A, DHS/USCG, DOJ/FBI, DOJ/EPIC, ODNI, ONDCP/HIDTA**

HIDTAs with Geographic Proximity to the Northern Border	
Chicago HIDTA	New England HIDTA
Lake County HIDTA	New York/New Jersey HIDTA
Michigan HIDTA	Northwest HIDTA
Midwest HIDTA	Ohio HIDTA
Milwaukee HIDTA	Rocky Mountain HIDTA

B. Partner with State & Major Urban Area Fusion Centers along the Northern border. State and major urban area fusion centers are a collaborative effort of two or more agencies that provide resources, expertise, and information to the center with the goal of maximizing their ability to detect, prevent, investigate, and respond to criminal and terrorist activity.³ State and major urban area fusion centers are not Federal organizations but are owned and operated by state and local entities. Subject to available resources and state and local agreement, fusion centers with Northern border counternarcotics responsibilities will be provided with personnel, secure communications, technical and analytic assistance, training, and other core services. **Action:⁴ DHS/I&A, DOJ/DEA, DHS/CBP, DHS/ICE, DHS/USCG, DOJ/FBI, ODNI, ONDCP/HIDTA**

3. The FBI is the lead Federal agency responsible for all terrorism investigations.
 4. The list of partner agencies on this action item is limited to agencies currently represented on the Information Sharing and Access Interagency Policy Committee's Fusion Center Subcommittee.



Chapter 2: At and Between the Ports of Entry

Background

A comprehensive approach to securing the border relies on effective coordination among U.S. Federal, state, local, and tribal agencies and their Canadian counterparts. By maintaining security at our border, we are better able to protect North America while facilitating global trade and travel. This chapter addresses actions at and between the POEs along the U.S.-Canada border where the U.S. Government is working with its partners to stem the flow of illicit narcotics, proceeds, and weapons.

CBP is responsible for securing the border and facilitating legitimate trade and travel, while enforcing hundreds of laws and regulations, to protect our country from the threats of terrorism, illegal migration, and the introduction of narcotics and other contraband. In addition, CBP protects the U.S. economy by enforcing trade laws, such as those involving intellectual property rights, and through the collection of revenue on imported goods. Along with the Department of Agriculture, CBP protects our food supply and agriculture industry from pests and diseases. CBP also works closely with the Transportation Security Administration (TSA) and the Department of Defense (DOD) to increase the security of our airspace.

The U.S. Government recognizes that the threats posed by drug traffickers attempting to cross the border—in either direction—are present both at and between POEs. As such, U.S. agencies work closely with Canadian counterparts on a daily basis to exchange information, identify targets, and coordinate and conduct operations. These bi-national partnerships are essential to achieving joint security goals.

Infrastructure and Technology

Between the POEs, CBP deploys technologies such as unmanned aircraft systems, remote video surveillance, mobile surveillance, hand-held night vision equipment, and unattended ground sensors to detect illegal cross-border traffic. At the POEs, CBP uses technologies such as X-ray and portable backscatter contraband detectors, particle and radiation detection systems, and fiber optic scopes to detect and interdict contraband. These technologies enhance CBP's ability to detect contraband despite the challenges of a vast area of operations.

Information and Intelligence Sharing

Recognizing that information sharing is a critical component of securing the border, personnel from numerous agencies participate in multi-agency, bi-national taskforces and intelligence sharing units. Through coordination and integration, and working within established U.S. and Canadian law enforcement protocols, we effectively extend the border and create layers of defense. This allows law enforcement agencies in both countries to have advanced warning of criminal activity, better-enabling them to optimize interdiction operations and to efficiently investigate transnational crime.

Partnerships

Recognizing the jurisdictional complexity of the Northern border environment, partnerships and coordination are essential among U.S. Federal, state, local, and tribal agencies and their Canadian counterparts; the public; and the private sector. This coordination is crucial in order to respond quickly and appropriately to changing threats along the border, while also facilitating legitimate trade and travel.

U.S. Customs and Border Protection Efforts

Office of Field Operations (OFO)—OFO employs a layered defense strategy and utilizes personnel, cutting-edge technology, and canine detection teams to screen people, vehicles, and cargo attempting to enter the United States through designated POEs. OFO operates 85 land POEs on the U.S.-Canada border, including 3 in Alaska. The sharing of information and collaboration with the government of Canada has improved cross-border operations. Through membership in the IBETs and the BEST units, OFO has seen the operational landscape evolve from minimal knowledge to tactical knowledge. Through the Northern border field offices' Tactical Analytical Units (TAUs), OFO now has access to actionable intelligence, which is used to target and identify transnational criminal organizations operating at or near the international border.

United States Border Patrol (USBP)—USBP protects the Nation's borders—air, land, and sea—from the illegal entry of people, weapons, drugs, and contraband between the POEs. To accomplish this, the Border Patrol has employed a strategy that leverages information, integration, and rapid response to secure the Nation's borders against all types of illegal entries in a manner that is risk-based, outcome-focused and prioritizes capabilities against the highest threats.

Office of Air and Marine (OAM)—OAM provides rapid-response surveillance and interdiction capabilities in areas where border enforcement is difficult due to terrain or location. OAM agents use air and maritime assets to develop and sustain the detection and monitoring, interception, tracking, and apprehension of suspect targets along the Northern border to guard against illegal activity and border violations on the ground, air, and water. OAM operates from 16 locations across the Northern border, providing air and maritime support to USBP, OFO, HSI, and other Federal, state, local, and tribal law enforcement agencies.

Supporting Actions

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

A. Use information sharing and risk assessment to drive border management. Real-time exchange of information with our partners, both in the United States and in Canada, enhances the ability of both nations to effectively secure the border while facilitating legitimate trade and travel. For example, ICE/HSI's National BCSC produces the C-Note, a weekly all-source intelligence newsletter reporting on trends in the illicit transportation of criminal proceeds and bulk cash smuggling. The information in the newsletter is not limited to a specific state, region, or agency and is available to any law enforcement officer or agency that requests distribution. It is the only newsletter focused solely on the movement of illicitly-derived proceeds and bulk cash smuggling and contains timely, all-source intelligence related to bulk cash encounters and seizures, interdiction indicators, criminal intelligence, concealment photos, case law and related prosecutorial updates, and open source news. **Action: DHS/CBP, DOJ/DEA, DOJ/FBI, DHS/I&A, DHS/ICE, DHS/USCG**

B. Pursue intelligence-driven special operations. Intelligence-driven special operations are based upon actionable information. Developing enforcement operations with such intelligence will increase detec-

tion and interdiction at and between the POEs. **Action: DHS/CBP, DHS/ICE, DHS/USCG, DOJ/DEA, DOJ/FBI**

C. Enhance the Tactical Analytical Unit (TAU) program by creating an information sharing platform among TAUs and Federal, state, local, tribal, and territorial (SLTT) partners. Exchange programs with SLTT partners help to develop core skills and relationships that enhance law enforcement capabilities to disrupt transnational criminal organizations. TAUs collect and disseminate actionable intelligence—they recognize local trends through the analysis of seizures, human intelligence and information received from SLTT partners and fusion centers—to generate special counternarcotics operations in concert with partner law enforcement agencies. To ensure de-confliction, TAUs continue their outreach efforts and develop relationships with other law enforcement and intelligence teams. These relationships provide CBP with access to other agencies' systems and databases that are useful for CBP counternarcotics enforcement operations. **Action: DHS/CBP**

D. Continue to integrate the Operational Integration Center (OIC) in U.S. Government Northern border management. In 2011, CBP opened and staffed the OIC within the area of responsibility (AOR) of the Office of Field Operations, Detroit Field Office, and the U.S. Border Patrol, Detroit Sector. CBP will continue to work directly with Federal, SLTT, and Canadian authorities, to provide real-time situational awareness in their AOR. The involvement of Federal and SLTT agencies will provide a faster and more proactive approach to real-time emergencies and/or other developing law enforcement situations. **Action: DHS/CBP, DHS/ICE, DHS/USCG, DOJ/DEA, DOJ/FBI**

E. Enhance participation on task forces and intelligence groups. The continued and enhanced participation of law enforcement personnel from all levels of government on task forces and intelligence groups will facilitate improved coordination and cooperation among partners at international, Federal, state, local, tribal, and territorial levels, and will continue to encourage the unified exchange of information. **Action: DHS/ICE, DOJ/DEA, DOJ/OCDETF, ONDCP/HIDTA, DHS/CBP, DHS/USCG, DOJ/DEA, DOJ/FBI, DOJ/USMS, DOD, DOI, DOS, Treasury, USDA/USFS, IC, DOD**

F. Optimize Federal assistance to state, local, and tribal law enforcement partners where economically effective and feasible. The U.S. Government will continue to formalize programs that encourage interested state, local, tribal, and U.S. territory law enforcement personnel to co-locate with Federal assets where beneficial. These partnerships increase interaction among agencies, and experience has shown co-location to be an efficient and effective method to develop force multipliers while providing unified information sharing. Federal, state, local, tribal, and territorial law enforcement agencies may request limited duration, militarily-unique support from DOD on a reimbursable and non-reimbursable basis, in authorized mission areas, for active duty support in Federal status and National Guard counterdrug support in state status to support counternarcotics activities. **Action: DHS/ICE, DOJ/DEA, DOJ/OCDETF, ONDCP/HIDTA, DHS/CBP, DHS/USCG, DOJ/FBI, DOJ/USMS, DOD, DOI/BIA, DOS, Treasury, USDA/USFS, IC**

2. Increase the interdiction rates of narcotics and drug proceeds crossing the Northern border.

A. *Work with bi-lateral interagency bodies to further evolve cooperative and integrated border management.* In light of the success of IBET, BEST, and DEA Task Forces and the ICMLEO program, it is imperative to advance existing cross-border integrated law enforcement initiatives where agencies at all levels of government can improve border security while facilitating trade and travel, ensuring mutual benefits to both Canada and the United States. **Action: DHS/CBP, DOD, DHS/ICE, DHS/USCG, DOJ/DEA**

3. Support research and development of counter-illicit trafficking technologies for deployment.

A. *Further integrate technology and infrastructure advancements at POEs.* Advancements in new border management technologies will improve the equipment and infrastructure available to all U.S. Government personnel, while implementing and improving existing technologies will enhance border management and interoperable communication. **Action: DHS/CBP, DHS/S&T, DHS/USCG**

Operation Safeguard

Operation Safeguard was initiated more than 15 years ago by CBP Laboratories and Scientific Services (LSS) to gauge the problem of the counterfeit and illicit pharmaceutical trade. Select items are checked to verify that active ingredients are present and in the correct dosage. Operation Safeguard is an ongoing interagency effort that includes participation from CBP, ICE/HSI, DEA, U.S. Postal Inspection Service (USPIS), and the Food and Drug Administration (FDA). Operations are held monthly at international mail facilities and express consignment centers throughout the United States.

4. Work toward operational fusion with Canadian law enforcement partners.

A. *Promote interoperable communications, technology, and activities with Canadian partners.* The ability to integrate Canadian and U.S. technologies, including sensors, video, radio communication, and radar feeds will enhance automated and timely sharing of information, resulting in more successful enforcement while expediting legitimate trade and travel. **Action: DHS/CBP, DHS/I&A, DHS/ICE, DHS/USCG, DOJ/DEA**

B. *Improve domain awareness on both sides of the border.* Domain awareness is defined as the effective understanding of all information associated with the various domains (Air, Land, and Maritime) that could affect safety, security, the economy, or the environment. Domain awareness is critical to ensuring that decision-makers have the information necessary to take timely and effective action. Cooperation within these domains between the U.S. Government and the Canadian Government will contribute significantly to the security of our nations. **Action: DHS/CBP, DHS/USCG**

5. Bring border community members into the counternarcotics mission and adopt a whole-of-community approach to counternarcotics enforcement.

Drug Free Communities Program

The Drug Free Communities program (DFC), the Nation's leading effort to mobilize communities to prevent substance use, supports 47 community coalitions within 60 miles of the U.S.-Canada border. The DFC program provides grants to community coalitions to strengthen and engage multiple sectors of the community to create and sustain a reduction in local youth substance use.

A. Adopt a whole-of-community approach to community resilience, including demand reduction efforts.

The U.S. Government must continue to strengthen and expand its existing partnerships to reduce the illicit production, trafficking, and distribution of narcotics. The U.S.-Canada relationship already supports successful bi-national and multi-agency task forces with limited resources. Agencies must continue to reach out to community coalitions to develop effective prevention, treatment, and law enforcement partnerships. **Action: ONDCP, DHS/CBP, DOI/BIA, DHS/ICE, DHS/USCG, DOJ/DEA, DOJ/FBI, DOD**

Border Community Liaison Program

Implemented in July 2012, the **Border Community Liaison** (BCL) program forges lasting and positive relationships with the residents of the communities CBP serves. BCLs enable CBP to assist state, local, and tribal agencies; non-governmental organizations, and community stakeholders in gaining a greater understanding of CBP's mission and culture. The use of a community-policing model for direct communication, outreach, and engagement provides stakeholders a fact-based understanding of the complex policymaking and operational environments related to border security, travel, and trade facilitation. BCLs also provide border community stakeholders with a single point of contact at Field Offices, Sectors, and Air and Marine Branches. BCLs routinely meet with key stakeholders across the United States and interact with other liaisons and related programs within CBP. The BCL program's diverse contact footprint ensures that the views of communities are represented, appropriate expectations are set, and consistent messaging is delivered.

B. Further integrate community members in border management in and around remote ports of entry.

Because most areas along the Northern border are sparsely populated, agencies will work to bring border residents into more aspects of the border security mission, where residents serve as law enforcement's eyes and ears. Through effective messaging and outreach, border residents learn the vital role they play in border security. The inclusion of border residents into a "border-wide community watch" enhances the effectiveness of limited law enforcement resources. **Action: ONDCP, DHS/CBP, DOI/BIA, DHS/ICE, DHS/USCG, DOJ/DEA, DOJ/FBI**



Chapter 3: Air and Marine

Background

The uniqueness of the Northern border region offers ample methods for TCOs to traffic illicit drugs. For example, TCOs exploit the mountain valleys in Washington and Idaho and coulees in Montana, while the waterways bordering the United States and Canada, when frozen, offer opportunities to move contraband across the international border during the winter months. Spanning 1,500 miles along the Northern border, the Great Lakes form a long, mostly rural coastline, allowing access by vessel and an easy avenue for exploitation by TCOs. During the warmer months, some vessels travel undetected across the international maritime border, make landfall, and return without reporting to CBP as required.

River areas along the border are exploited by individuals and TCOs. Due to the narrow width of many rivers, a smuggler can quickly travel across the international border and make landfall on the opposite side within seconds of departure. When detected, the smuggler often escapes apprehension by crossing the international border before interdiction can be made. In the winter months, snowmobiles and vehicles are used to transport contraband over frozen rivers and lakes and across the Northern border. Catching maritime smugglers is particularly challenging in the Pacific Northwest, where law enforcement faces the complexity of geography, the number of short routes across the Strait of Juan de Fuca, and the high volume of legitimate traffic between the United States and Canada.

Supporting Actions

A. Maintain presence and effectiveness of traditional air and marine domain response capabilities at levels commensurate with the threat, as measured by statistical data. Using fixed wing, rotary wing, and UAS assets along with marine assets, CBP and U.S. Coast Guard provide the specialized detection and response capabilities necessary to maintain border security along the vast expanses of the Northern border. When requested, National Guard Counterdrug aviation assets provide supplemental reconnaissance/observation of airspace and maritime or surface areas (land and internal waterways of the United States and territories) for illegal drug activities. Data gathered from these assets feed into the CBP Air and Marine Operations Center (AMOC), which provides real-time information for law enforcement on detected suspect targets to responders at the Federal, state, and local levels. These efforts will continue, pending available resources, to maintain the air and marine response capability along the Northern border in direct proportion to the measured threat. **Action: DHS/CBP, DHS/USCG, DOD, DHS/ICE**

B. Enhance existing interoperable capabilities and optimize detection capabilities to ensure current domain awareness. The AMOC is the only law enforcement facility that monitors violations of U.S. airspace, tracks potentially dangerous aircraft, and coordinates and directs a law enforcement operational response. AMOC, in coordination with the North American Aerospace Defense Command (NORAD) and other U.S. agencies creates a comprehensive picture of the air environment in the United States and must

be leveraged with any deployment of detection technology along the Northern border. Technology and resources will be prioritized to ensure interoperable equipment, encourage co-location of personnel and assets, and foster integrated operations. We must maintain these capabilities in order to monitor the border, communicate with our partners, cooperatively act to identify and mitigate potential threats, and minimize vulnerabilities, thereby enhancing the ability of the United States to disrupt illegal activity.

To ensure the optimization of detection capabilities, agencies will maintain and, where possible, enhance the active radar capability across the Northern border including ground-based radars to detect low flying commercial aircraft, which are largely responsible for transportation of illicit drugs in the air domain along the Northern border. This includes the Department of Defense, which employs the AN/TPS-75 transportable three-dimensional air search radar. This system provides the ability to look at areas otherwise unseen within the dense forests, mountainous terrain and gorges along the border. To further assist in these efforts, USCG will continue to disseminate common operational picture (COP) data to the AMOC. In addition, to enhance interoperability, DHS will continue to engage Interagency Operations Centers that cover the Northern border. **Action: DHS/CBP, DHS/USCG, DHS/ICE, DOD**

C. Integrate Air and Marine Operations Center (AMOC) into the deployment of detection technology.

The Air and Marine Operations Center (AMOC) provides comprehensive situational awareness that is a key to coordinating effective, efficient employment of assets and to providing officer safety. AMOC has agreements in place that integrate 22 Canadian radar feeds into its operating system to help reduce existing radar coverage gaps and increase the ability to detect, track, and interdict aircraft involved in illicit activity. AMOC must be involved with any deployment of detection technology along the Northern border, as it is the only law enforcement facility that can monitor violations of U.S. airspace, and track potentially dangerous aircraft. Further, AMOC's fused radar picture is a critical component of common operational pictures (COPs). As AMOC expands, these data need to be funneled routinely into the regional strategic domain picture that is shared with U.S. and Canadian partners. **Action: DHS/CBP, DHS/S&T, DHS/USCG, DOD, DOD**

D. Enhance cooperative U.S.-Canada air and maritime efforts. To enhance domain awareness and interoperability, DHS and its counterparts must utilize interoperable communications systems, co-location of personnel and assets, and joint planning and execution of integrated operations and investigations. DHS will continue to maximize coordination among USCG, DEA, CBP and RCMP during planned counter-narcotics smuggling operations, law enforcement cross-border operations involving hot pursuit of a suspect, and suspect aircraft tracking. In addition to the above, DHS will continue to collaborate with Canadian law enforcement partners in the implementation and expansion of the ICMLEO Program as well as seek to achieve cooperation with Canada on the establishment of mutual policies on marine safety and security. DHS will also continue participation in the IBET and BEST programs at both the field and headquarters level. **Action: DHS/CBP, DOD, DHS/ICE, DHS/USCG, DOJ/DEA, DOJ/EPIC, DOS**



Chapter 4: Tribal Lands

Background

Federally recognized Indian tribes are sovereign governments located within the boundaries of the United States. The existence of these sovereigns is recognized by the U.S. Constitution (see Art. 1, Sec. 8), and the U.S. Supreme Court has clarified tribal government status as “domestic dependent nations.” There are over 60 miles of the U.S. Northern border which are jurisdictionally “Indian Country” where Federal law determines which sovereigns have jurisdiction to arrest and prosecute. Depending on a number of factors, a crime committed in a tribal territory might be prosecutable in Federal, state, and/or tribal court. One attribute of tribal sovereignty recognized by Federal law is the ability for each tribe to establish its own law enforcement entity to enforce tribal law. Tribal law enforcement officers are often cross-deputized to also enforce Federal and/or state laws.

Several tribes have reservations or other types of Indian Country jurisdiction located on the Northern border—in some cases the tribal land actually crosses the international border—allowing tribal members to easily move between the United States and Canada. TCOs and criminal groups have been known to exploit these tribal jurisdictions to smuggle illegal drugs into the United States.

Criminal jurisdiction on tribal lands is governed by principles of Federal law. In simple terms, tribes typically exercise jurisdiction over misdemeanors committed by Native Americans. States have jurisdiction over crimes committed by non-Native Americans (unless the victim of the crime was Native American). The Federal Government usually has jurisdiction to prosecute major felony crimes such as murder, aggravated assaults, sexual assaults, and kidnapping pursuant to 18 U.S.C. 1153. There is Federal jurisdiction for crimes committed by non-Native Americans against Native American victims per 18 U.S.C. 1152. Federal crimes of general applicability such as illegally crossing the border or drug smuggling are Federal crimes whether they occur in Indian Country or not.

In some tribal jurisdictions, such as on tribal lands in New York State, the state is authorized to exercise criminal jurisdiction.

Law Enforcement Activity on Tribal Lands

Because of the tripartite division of law enforcement responsibility, a reservation may be patrolled by some combination of Federal, tribal, and/or state law enforcement officers. Despite the number and variety of law enforcement agencies that may have authority to provide services in Indian Country, many tribal communities find that there are inadequate law enforcement resources available.

Due to this dearth of resources, a number of law enforcement agencies have discovered that pooling resources and working together results in a force multiplier effect and sets the stage for more effective policing, including enforcement of laws prohibiting the smuggling of illegal drugs. Law enforcement officers serving in Indian Country are sometimes cross-deputized to enforce the laws of overlapping jurisdictions, and multi-jurisdictional task forces are becoming increasingly common. Each reservation is unique, and great care will be taken to ensure all key players, including tribal law enforcement agencies, are involved in such cooperation.

Federally Recognized Indian Tribes in Geographic Proximity to the U.S.-Canada Border	
State	Tribes
Idaho	Kootenai Tribe of Idaho
Maine	Aroostook Band of Micmac Houlton Band of Maliseet Indians Passamaquoddy Tribe Penobscot Nation
Michigan	Bay Mills Indian Community Grand Traverse Band of Ottawa and Chippewa Indians Keweenaw Bay Indian Community Saginaw Chippewa Indian Tribe of Michigan Sault Ste. Marie Tribe of Chippewa Indians
Minnesota	Bois Forte Band of Chippewa Fond du Lac Band of the Minnesota Chippewa Tribe Grand Portage Band of the Minnesota Chippewa Tribe Red Lake Band of Chippewa Indians
Wisconsin	Bad River Band of Lake Superior Tribe of Chippewa Red Cliff Band of Lake Superior Chippewa Indians of Wisconsin
Montana	Assiniboine and Sioux Tribes of the Fort Peck Indian Reservation Blackfeet Tribe of the Blackfeet Indian Reservation of Montana Chippewa Cree Indians of the Rocky Boy's Reservation Fort Belknap Indian Community of the Fort Belknap Reservation of Montana
New York	Cayuga Nation Seneca Nation of Indians St. Regis Mohawk Tribe Tonawanda Band of Seneca Tuscarora Nation
North Dakota	Turtle Mountain Band of Chippewa Indians of North Dakota
Washington	Confederated Tribes of the Colville Reservation Jamestown S'Klallam Tribe Kalispel Indian Community of the Kalispell Reservation Lower Elwha Tribal Community Lummi Tribe of the Lummi Nation Makah Indian Tribe of the Makah Indian Reservation Nooksack Tribe Port Gamble S'Klallam Tribe Stillaguamish Tribe of Indians of Washington Suquamish Tribe of the Port Madison Reservation Swinomish Indians of the Swinomish Reservation of Washington Tulalip Tribes of Washington Upper Skagit Indian Tribe

Criminal Intelligence Information Sharing

Another way law enforcement agencies in Indian Country coordinate resources is by sharing criminal intelligence. For example, the St. Regis Mohawk Tribal Police directly participate in information sharing efforts through the New York State Intelligence Center (NYSIC), the state's primary intelligence fusion center, and EPIC.

Supporting Actions

A. Enhance coordination of intelligence and law enforcement resources among tribal, Federal, state, and local agencies. While Indian Country criminal jurisdiction is fragmented and law enforcement resources are stretched thin, it is imperative that Federal, tribal, state, and local efforts are coordinated. By pooling resources through existing task forces and the efficient sharing of criminal intelligence through intelligence centers, maximum results can be achieved to improve public safety on tribal lands lying on or near the Northern border. Inclusion of tribal law enforcement agencies in Northern border counternarcotics task forces and intelligence centers is crucial, not only to protect tribal communities, but also to protect our Nation as a whole from narcotics smuggling to and from Canada. **Action: DOI/BIA, DOJ/FBI, DOJ/Office of Tribal Justice, DOJ/USMS, DOJ/DEA, DHS/CBP, DHS/ICE,**

Native Mob Street Gang

The Native Mob is a highly-structured, regional criminal gang that originated in Minneapolis in the early 1990s. Currently, there are an estimated 200 members; however, this number is expected to grow as new members, including juveniles, are regularly recruited from communities with large, male, Native American populations. The Native Mob's principal activities include assault, robbery, and murder along with trafficking of cocaine, crack cocaine, methamphetamine, heroin, and prescription pills within Red Lake, Leach Lake, White Earth Tribal Lands, and throughout the state of Minnesota.

Since June 2009, Federal partners including DEA, BIA, ATF, and the FBI, along with the Minnesota Bureau of Criminal Apprehension, Minnesota Department of Corrections, tribal police, and state and local partners have been investigating the criminal activities of the Native Mob Street Gang. To date, this has resulted in 25 Priority Target Organization arrests—charged with Federal Racketeer Influenced and Corrupt Organizations (RICO) violations—and the seizure of approximately 20 firearms, and quantities of crack and powder cocaine. In addition, numerous violent criminal acts perpetrated by members of the Native Mob, including murders, attempted murders, and armed robberies have been solved as a result of this investigation. On March 19, 2013, three defendants were found guilty in a jury trial; all other defendants previously pleaded guilty.

B. Enhance communication between Federal law enforcement agencies and tribal governments.

Federal law enforcement agencies will work closely with the tribal governments they serve regarding law enforcement concerns and issues within the tribal communities in order to identify and provide the resources necessary to develop programs that effectively serve the public safety needs of tribal communities. **Action: DOI/BIA, DOJ/Office of Tribal Justice, DOJ/FBI, DOJ/USMS, DOJ/DEA, DHS/CBP, DHS/ICE**

C. Develop resources and provide training opportunities to tribal law enforcement agencies.

Based on information received from tribal governments about law enforcement needs, Federal agencies will identify and develop resources and provide training opportunities to assist tribal law enforcement agencies, such as the Saint Regis Mohawk Tribal Police, to obtain adequate equipment and personnel to allow full participation in interdiction and enforcement efforts. Depending on identified need, resources might be directed to focus on such priorities as improving tribal police capability to provide marine patrol services and to more fully participate in criminal intelligence information sharing opportunities. **Action: DOI/BIA, DOJ/Office of Tribal Justice, DOJ/FBI, DOJ/USMS, DOJ/DEA, DHS/CBP, DHS/ICE, DOD**



Chapter 5: Investigations and Prosecutions

Background

U.S. law enforcement agencies benefit from a robust, positive, and close partnership with Justice Canada, the RCMP, and our other Canadian law enforcement counterparts. U.S. and Canadian prosecutors and investigators have worked cooperatively on related investigations for many years. The DOJ's Office of International Affairs and its counterpart, Justice Canada's International Assistance Group, facilitate extradition requests and evidence-sharing between the two countries on both Federal, state, and local investigations and prosecutions. In addition, Canadian and U.S. customs authorities enjoy increased cooperation in investigations and related information sharing under the CMAA.

The FBI, DEA, ATF, ICE/HSI, and USMS work cooperatively with the RCMP and other provincial and local police authorities. FBI, for example, participates in joint task forces with RCMP and other Canadian law enforcement. Recent joint investigations have resulted in arrests and indictments related to human trafficking, cyber crime, and money laundering. In addition, ICE/HSI is authorized to cross-designate other law enforcement officers, including foreign law enforcement officers, with customs officer authority to investigate and enforce U.S. customs laws. Currently, ICE/HSI has more than 2,000 Title 19 Cross-Designated law enforcement partners composed of Federal, state, local, tribal, and foreign personnel. Cooperative cross-border prosecutions allow both partners to share resources, intelligence, and evidence more efficiently. These efforts also help to narrow the enforcement gap by utilizing various U.S. Federal long-arm statutes to indict and prosecute members of Canadian TCOs that intend to ship various drugs into the United States.

Addressing the flow of narcotics across the Northern border can be accomplished by targeting and attacking the criminal organizations responsible. Successful investigations and prosecutions, as well as continued cooperation and coordination between the U.S. and Canadian governments and law enforcement entities are essential to implement an effective counternarcotics strategy on the Northern border.

Supporting Actions

1. Increase cooperation with Canada in investigations and prosecutions.

A. Improve information-sharing and extradition processes. Although the United States and Canada have long had a strong law enforcement relationship, challenges remain related to cross-border information sharing in the law enforcement context. A fresh look at information-sharing practices under existing mechanisms is necessary, as suggested by the *Beyond the Border* initiative. Under this initiative, the countries will work to promote increased informal sharing of law enforcement information and evidence, where possible, through police channels and/or among prosecutors.

Steps will also be taken on both sides of the border to expedite and/or streamline the sharing of information and evidence through the MLAT and CMAA, as appropriate, including third-party or government-generated records. Finally, as stated in the *Beyond the Border* initiative, we will continue working with our Canadian partners to improve the extradition process, including expediting the extradition of

fugitives between the two countries. **Action: DOJ/OIA, DHS/CBP, DHS/ICE, DOJ/DEA, DOJ/FBI, DOJ/USMS, DOS**

B. Increase the capabilities of law enforcement investigative agencies to obtain information from electronic communication service providers. Both the United States and Canada have demanding legal requirements governing law enforcement access to electronic communications and related records, and sharing such information pursuant to current agreements and practices has at times been difficult and slow. These problems have been exacerbated as TCOs and criminal enterprises have switched to using secure encrypted communications to shield their illegal communications from law enforcement detection. In order to determine the leaders and organizers of these TCOs and criminal enterprises and to obtain timely information about the movement of drugs, money, and the criminals themselves, it is imperative that Canada and the United States work together to expedite the sharing of information from electronic communication service providers and share information necessary to lay the foundation for intercepting internet and voice communications under their respective laws in a timely manner. **Action: DOJ/DEA, DHS/ICE, DOJ/FBI, DOJ/OIA, DOJ/USMS, DOS**

C. Develop and implement an expedited system for obtaining financial records and freezing and forfeiting assets. To disrupt and dismantle the most significant TCOs operating along the Northern border, investigations and prosecutions must attack the entire financial infrastructure of the targeted organizations and destroy their ability to operate. Recognizing that TCOs' financial infrastructures are international in nature, it is essential to have a full and complete financial investigation, including identifying and tracing the flow of illicitly derived proceeds, in order for the TCOs' assets to be seized and ultimately forfeited. Although there are legal mechanisms in place for obtaining assistance from Canadian law enforcement officials, those mechanisms, including our bilateral MLAT, are often too slow. The United States and Canada should develop, to the extent possible, additional practices to expedite the MLAT process to obtain financial records and freeze, seize, and forfeit TCO assets, as well as identify more informal information exchanges that can facilitate financial investigations and asset seizures and forfeitures. FIUs have information exchange systems in place to obtain financial intelligence to support the freezing, seizing, and forfeiture of assets, and these protocols should be utilized and evaluated for effectiveness. Further, most of the Canadian provinces recognize non-conviction-based forfeiture, although Federal law in Canada does not. U.S. Federal law authorizes the non-conviction based forfeiture of assets (both administrative and judicial) as well as criminal forfeiture upon conviction. The United States and Canada will work together to encourage and formalize referrals to the provincial level in non-conviction based forfeiture cases, where appropriate. **Action: DOJ, DHS/ICE, DOJ/DEA, DOJ/FBI, DOJ/USMS, DOS, Treasury/FinCEN, Treasury/IRS, Treasury/OFAC**

D. Improve cooperation in undercover operations and sensitive investigative tactics. Cross-border undercover operations are critical tools in counternarcotics investigations. Recognizing differences in U.S. and Canadian criminal law is imperative in conducting investigations that include the use of confidential sources, international controlled deliveries or controlled money pick-ups, monitored phone calls into Canada from the United States, and wiretaps in Canada. The United States and Canada should continue to look for ways to improve efficiency and cooperation with regard to these valuable investigative methods. Additionally, efforts should be made to increase the availability of reciprocal resources between the United States and Canada. **Action: DOJ/DEA, DOJ/OIA, DHS/ICE, DOJ/FBI, DOJ/USMS, DOS**

2. Address the production of Canadian narcotics.

A. Use joint and coordinated efforts among U.S. and Canadian law enforcement agencies to disrupt and dismantle Canadian marijuana and MDMA (ecstasy) production. Identifying and dismantling the criminal enterprises responsible for producing high-grade marijuana and MDMA (ecstasy) is imperative. Improved investigative collaboration and coordination between key U.S. and Canadian law enforcement agencies and task forces will increase the ability of the U.S. and Canadian governments to attack the commercial operations and financial infrastructures of these major TCOs, while also enhancing criminal investigations and prosecutions. **Action: DOJ/DEA, DHS/CBP, DHS/ICE, DOJ/FBI**

3. Increase investigative and task force resources.

A. Optimize prosecutorial support to Northern border districts. The U.S. Government will take steps to more efficiently use the current capabilities of the source districts as well as the Northern border districts where the cross-border drug trade is occurring. These resources will include both OCDETF and non-OCDETF Assistant U.S. Attorney positions. Equally important is the need to optimize the agent workforce in the Northern border investigative regions. OCDETF regions and districts recognize these threats and are investigating and prosecuting reactive cases as well as pursuing proactive initiatives. **Action: DOJ/OCDETF, DHS/ICE, DOJ/DEA, DOJ/FBI DOJ/USMS,**

B. Maintain agency participation in the OCDETF, HIDTA, DEA Task Forces, IBET, and BEST programs. The OCDETF program has a strategy to identify and track Consolidated Priority Organization Targets (CPOTs). The CPOT program seeks to identify the most prolific drug traffickers in the world and direct resources towards their prosecution and apprehension and the disruption and dismantlement of their organizations. The HIDTA program reduces drug availability by assisting Federal, state, local, and tribal law enforcement agencies to dismantle and disrupt transnational criminal organizations. The BEST, IBET, and DEA Task Force programs provide a bi-national investigative and interdiction platform in which U.S. and Canadian law enforcement officers investigate and disrupt transnational criminal organizations who exploit the Northern border. The OCDETF, HIDTA, IBET, BEST, and DEA task force programs will provide various training forums and seminars to enhance cooperative U.S. Government efforts. **Action: DHS/CBP, DHS/ICE, DOJ/DEA, DOJ/FBI, DOJ/OCDETF, ONDCP/HIDTA, DOJ/USMS**

C. Coordinate with DEA's Special Operations Division (SOD). SOD is a multi-agency, DEA-led operational coordination center that serves as the nucleus for focusing DEA, FBI, ICE/HSI, and numerous other participating Federal law enforcement, intelligence, and investigative resources on key command and control nodes of international TCOs. SOD has the ability to collect, analyze, deconflict, and disseminate operational information and intelligence derived from worldwide multi-agency sources, including classified projects. Coordinating with SOD will ensure U.S. cases with multi-district and international reach are conducted in concert to maximize the disruptive impact to illegal drug activity. **Action: DOJ/DEA, DHS/ICE, DHS/CBP, DOJ/FBI, DOJ/USMS**

4. Target the financial infrastructure of TCOs.

A. Optimize the capabilities of investigative and financial regulatory agencies, U.S. Attorneys Offices, and Canadian prosecutors to dismantle the financial infrastructure of Northern border TCOs. The monetary

proceeds from the illegal distribution of Canadian high-potency marijuana and MDMA (ecstasy) are funneled to the TCOs through bulk cash smuggling over the Northern border and through the illicit use of MSBs. TCOs use MSBs to move drug trafficking proceeds from the United States to Canada and other countries to reimburse sources of supply, invest in both legitimate and criminal activities, and support family members. Such money transactions are often structured to avoid reporting requirements and law enforcement attention.

Regulatory efforts should be coordinated to ensure compliance with anti-money laundering (AML) procedures and reporting requirements for tracking proceeds of crime while still allowing for legitimate economic activity. Efforts should be made to ensure compliance by all MSBs and appropriate civil and criminal enforcement against unlicensed money transmitters.

One of the most effective methods of dismantling TCOs is to seize and forfeit the criminal proceeds that fund their operations. Law enforcement will take a holistic approach toward investigating money laundering and other financial crimes by focusing on the way individuals and criminal organizations earn, move, and launder money, exploit domestic financial institutions, and store their illicit funds. Investigations and prosecutions must attack the entire financial infrastructure of the targeted organizations in order to destroy their ability to operate. Law enforcement will seek to focus existing resources on the coordinated and strategic use of money laundering and bulk cash smuggling prosecutions with asset forfeiture together with all other strategic and tactical methods to prevent the cross-border movement of illicit proceeds. U.S. law enforcement must review suspicious activity reports (SARs) as well as increase agent training in financial investigation techniques in order to improve and enhance financial investigations that follow bulk cash interdictions. Often, bringing these prosecutions under the OCDETF program will provide additional resources to identify and dismantle these criminal organizations. In addition, OCDETF member agencies will train and assist state and local law enforcement at all levels of experience to gain valuable intelligence for investigation development following bulk cash seizures.

Action: DHS/ICE, DOJ, Treasury/IRS, DOJ/DEA, DOJ/FBI, DOJ/USMS, EPIC, Treasury/FinCEN, DOD

B. Utilize and increase government and private sector information sharing to bolster anti-money laundering efforts. The private sector represents the Nation's first line of defense against money laundering. Active partnership between law enforcement and the private sector is a key component to bolstering AML efforts and identifying methods and systemic vulnerabilities exploited by individuals and criminal organizations to earn, move, launder, and store their illicit funds. Engagement between law enforcement and the private sector is mutually beneficial: law enforcement benefits from the information in SARs, and the private sector benefits from the insights provided by enforcement officers. **Action: DHS/ICE, DOJ, Treasury/IRS, DOJ/DEA, DOJ/FBI, DOJ/USMS, Treasury/FinCEN**

Cornerstone Outreach Program

Through its Cornerstone Outreach program, ICE/HSI builds both domestic and international partnerships by sharing law enforcement typologies and methods with businesses and industries that manage the systems that terrorists and criminal organizations seek to exploit. This sharing of information allows the financial, trade, and retail communities to take precautions to protect themselves from exploitation. ICE/HSI develops “red flag” indicators, tips, and insight based on information provided from these industries to more effectively investigate these complex and sophisticated criminal schemes and detect and remediate weaknesses within U.S. financial, trade and, transportation sectors that can be exploited by criminal networks.

C. Target the illicit use of virtual currency, electronic payment devices, and cross-border wire transfers.

Law enforcement will pursue any money laundering platforms that facilitate transnational organized crime around the world to include virtual currencies and other online payment systems that facilitate money laundering. Investigative resources will focus on those financial platforms that violate U.S. laws and regulations in place to prevent money laundering activities and ensure that financial institutions maintain robust AML programs. In addition, law enforcement will continue to coordinate with the regulatory agencies to pursue a regulatory compliance framework that ensures effective AML controls are in place.

U.S. law enforcement and regulatory agencies need to monitor evolving trends in money laundering, such as the conversion of cash through prepaid access devices, and other new payment methods such as digital currencies like Bitcoin. There is always concern regarding the potential exploitation of any new product or technology as a vehicle for money laundering.

Following the identification of prepaid access devices as a money laundering vulnerability in the 2005 *U.S. Money Laundering Threat Assessment*, ICE/HSI has been at the forefront of efforts to add prepaid access devices to the list of monetary instruments subject to the reporting obligation when more than \$10,000 is brought into or taken out of the United States. On October 13, 2011, FinCEN issued a Notice of Proposed Rule Making to amend the definition of monetary instrument. FinCEN and law enforcement are continuing to work to curtail any reporting requirement exemptions which may be exploited by TCOs or other criminals.

Digital currency platforms are growing in popularity and, although a requirement exists for third party digital currency exchangers to register with FinCEN as money transmitters, there is concern that exchangers may operate without FinCEN registration or state licensing where required. Centralized digital currency platforms such as the former Liberty Reserve and eGold operate as online money transmitters. The network of third party exchangers play a critical role in helping to facilitate the deposit and withdrawal of funds from digital currency platforms for conversion into traditional forms of currency or other monetary instruments. Decentralized systems such as Bitcoin can pose a challenge to law enforcement investigations because there is no central point of contact. Nonetheless, persons engaged as a business in the exchange of virtual currency—including Bitcoin—for real currency, funds, or other virtual currency; engaged as a business in issuing (putting into circulation) a virtual currency; or with the

authority to redeem (to withdraw from circulation) such virtual currency, are required to register with FinCEN as money transmitters and are subject to the applicable anti-money laundering rules under the Bank Secrecy Act. It is particularly important that law enforcement focus on the vulnerability created by unregistered third party exchangers that facilitate digital currency systems, including Bitcoin. **Action: DHS/ICE, DOJ, Treasury/IRS, DOJ/DEA, DOJ/FBI, DOJ/USMS, EPIC, Treasury/FinCEN, DHS/CBP**

D. Identify, investigate, and prosecute trade-based money laundering schemes related to drug trafficking organizations and transnational criminal organizations. Trade-based money laundering (TBML) refers to the process of disguising criminal proceeds through trade to legitimize their illicit origins. TBML, 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. U.S. law enforcement has documented numerous instances of TBML connected to TCOs that have used movement across the Northern border as a means to launder money. U.S. law enforcement continues to work with Canadian counterparts to collect intelligence on the criminal elements and schemes being employed. U.S. law enforcement, FinCEN, and other agencies are working to close this intelligence gap.

Bilateral law enforcement relationships and cooperation are essential due to the international aspects of TBML. An important form of information sharing that could be utilized by both the United States and Canada are Trade Transparency Units (TTU). The TTUs exchange trade data through existing CMAAs and other international sharing agreements and arrangements where a CMAA is not in place. HSI's TTUs can be used to provide investigative, analytical, and intelligence case support to U.S. and foreign law enforcement officials, and TTU identification of trade misdeclarations (such as mispricing) can be used to support TBML investigations involving Canada-based TCOs. HSI's TTU is coordinating with CBSA on issues related to TBML. Canadian and U.S. customs authorities have historically been partners and share information through a CMAA or on a less formal, law enforcement-to-law enforcement basis. In addition, the United States and Canada will be exploring a potential TTU partnership. **Action: DHS/ICE, Treasury, Treasury/FinCEN, DHS/CBP**

Department of Defense Threat Finance Analyst Capability

DOD has the ability to support LEAs with threat finance analysis to identify illicit financial networks, the international movement of the network's funds, and the network's money laundering vulnerabilities. For instance, the National Guard has developed a counter threat finance (CTF) analyst capability designed to support Federal law enforcement agencies with money laundering investigations that have a drug nexus. These analysts, who have received advanced training, provide full-time support to law enforcement investigations targeting illicit financial networks that negatively affect U.S. interests.

5. Investigate and proactively address corruption involving domestic public officials along the Northern border.

A. Conduct integrity awareness training for U.S. law enforcement agencies working along the Northern border. FBI, through its Border Corruption Taskforces (BCTFs) will conduct and enhance integrity awareness training for the Northern border law enforcement workforce to ensure each employee is aware of the responsibility to report allegations of misconduct. This training also will reinforce core values in employees and thereby assist in preventing corruption in the workforce. **Action: DOJ/FBI, DHS/CBP, DHS/OIG, DHS/ICE, DOT/TSA, DOJ/USAO, DOJ/DEA**

B. Increase the investigative focus on public corruption. Public corruption undermines faith and confidence in government, eroding trust in institutions upon which the Nation's democratic system is based. Corruption not only facilitates the activities of violent criminal organizations that traffic drugs, firearms, and illegal proceeds across the U.S.-Canada border, it also makes the United States vulnerable to terrorist attacks through the potential importation of dangerous contraband or the illegal entry of criminals, terrorists, and foreign intelligence officers. FBI, through its BCTFs and working groups, will investigate and seek prosecution of personnel involved in public corruption along the U.S. borders to combat transnational organized crime and protect national security. **Action: DOJ/FBI, DHS/CBP, DHS/OIG, DHS/ICE, DOT/TSA, DOJ/USAO**

Conclusion

A vast border and evolving drug trafficking trends provide numerous challenges for the range of U.S. and Canadian law enforcement and intelligence entities operating along the Northern border under differing authorities and protocols. By enhancing the strong history of partnerships among U.S. Federal, state, local, and tribal agencies and their Canadian counterparts and building on current effective programs and operations, the United States and Canada will reduce the cross-border flow of illicit drugs. This *Strategy* provides an overview of current efforts and broad supporting actions aimed at achieving this goal. Above all, through integrated cross-border law enforcement, the United States and Canada will build upon existing relationships, programs and policies; seek further opportunities to pursue national security by disrupting TCOs; and improve our information sharing, allowing us to use our resources more efficiently and effectively to curb the flow of illicit drugs and drug proceeds across the Northern border.

ONDCP, in coordination with its Federal partners, will oversee a comprehensive and transparent implementation process, providing updates on progress toward achieving the *Strategy's* objectives. In addition, the *National Northern Border Counternarcotics Strategy* supports a comprehensive effort along the Northern border, to include *Beyond the Border*, the *National Drug Control Strategy*, the DHS *Quadrennial Homeland Security Review* (QHSR), individual Federal agency strategies, and other border-related initiatives.



Appendix: Measuring Progress on the Implementation of the *National Northern Border Counternarcotics Strategy*

To ensure effective implementation of the *National Northern Border Counternarcotics Strategy* and progress toward the Administration's *National Drug Control Strategy* goal of curtailing drug use and its consequences, it is critical to have indicators that will enable status tracking of the *Strategy's* implementation. Provided below are measurable indicators corresponding to the five strategic objectives of the *Strategy*. While progress reports on the *Strategy* will include narratives highlighting successes and identifying challenges in more detail, including current resource limitations, the intent is to provide a consolidated list of indicators, one per objective, that provides a "dashboard" indicating the extent of progress in pursuing the strategic goal. These indicators are not comprehensive, nor illustrative of each chapter, but they do provide an "at a glance" indication of our progress in some of the most crucial areas of the *Strategy*.

Strategic Goal

Substantially reduce the flow of illicit drugs and drug proceeds along the Northern border.

Strategic Objectives

Chapter 1: Intelligence and Information Sharing

- Objective: Enhance intelligence and information sharing capabilities and processes associated with the Northern border.
- Indicator: Number of intelligence databases relevant to the Northern border or counternarcotics that the following entities share among each other: OIC, EPIC, OCDETF fusion center, Northern border HIDTAs, ICE/HSI's National BCSC, and state and major urban area Fusion Centers in the Northern border region
- Objective: Expand intelligence and information sharing among all entities with Northern Border equities.
- Indicator: Numbers of finished intelligence products that address intelligence requirements of key intelligence questions in support of Northern border law enforcement operations.

Chapter 2: At and Between the Ports of Entry

- Objective: Interdict illicit drugs and illicit drug proceeds at and between the ports of entry along the Northern border.
- Indicator: Seizures at and between the border ports of entry in the following categories:

Marijuana	MDMA (ecstasy)	Cocaine	Heroin	Meth	Bulk Currency	Firearms
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Chapter 3: Air and Marine

- Objective: Interdict illicit drugs and illicit drug proceeds in the air and maritime domains along the Northern border.
- Indicator: Seizures along the Northern border and maritime approaches in the following categories:

Marijuana	MDMA (ecstasy)	Cocaine	Heroin	Meth	Bulk Currency	Firearms
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Chapter 4: Tribal Lands

- Objective: Enhance counterdrug efforts and cooperation with tribal governments along the Northern border.
- Indicator: Number of task forces and intelligence centers on the Northern border with tribal representation and training offered to tribal representatives, including tribal specific training and exercises.

Chapter 5: Investigations and Prosecutions

- Objective: Disrupt and dismantle transnational criminal organizations operating along the Northern border.
- Indicator: Number of U.S. Attorney General’s Canada-based CPOTs and RPOTs identified as operating in Canada and/or utilizing the Northern border to further their criminal enterprise.



List of Abbreviations

ADIZ	Air Defense Identification Zone
AFFI	Asset Forfeiture Financial Investigators
AFMLS	Asset Forfeiture and Money Laundering Section
AMIR	Akwesasne Mohawk Indian Reservation
AML	anti-money laundering
AMOC	Air and Marine Operations Center
AOR	area of responsibility
ARTCC	Air Route Traffic Control Center
A-TCET	Anti-Terrorism Contraband Enforcement Teams
ATF	Bureau of Alcohol, Tobacco, Firearms and Explosives
ATO	Air Traffic Organization
AVDL	Application Vulnerability Description Language
BCL	Border Community Liaison
BCSC	Bulk Cash Smuggling Center
BCTFs	Northern Border Corruption Taskforces
BEST	Border Enforcement Security Task Force
BIA	Bureau of Indian Affairs
BITAC	Basic Intelligence and Threat Analysis Course
BPA	Border Patrol Agent
BSFIT	Border Security Fencing, Infrastructure, and Technology
BTB	Beyond the Border
BZP	N-benzylpiperazine
C4ISR	Command, Control, Communications, Computers, Intelligence, Surveillance and Reconnaissance
CANUS LEC	Canada/U.S. Law Enforcement Connectivity
CAPA	Canadian American Planning Association
CBCF	Cross-Border Crime Forum
CBP	U.S. Customs and Border Protection
CBPO	Customs and Border Protection Officers

CBSA	Canada Border Services Agency
CGIS	Coast Guard Investigative Service
CIAG	Criminal Intelligence Advisory Group
CILP	Canadian Investigative Liaison Program
CIP	common intelligence picture
CISC	Criminal Intelligence Service Canada
CISOC	CBP Intelligence Support to Operations
CMAA	Customs Mutual Assistance Agreements
CO	Country Office
COCOMS	Combatant Commands
COP	common operational picture
CPOTs	Consolidated Priority Organization Targets
CTF	Counter Threat Finance
DEA	Drug Enforcement Administration
DFC	Drug Free Communities
DHS	Department of Homeland Security
DOD	Department of Defense
DOI	Department of Interior
DOJ	Department of Justice
DOS	Department of State
DSCA	Defense Support of Civil Authorities
DTOs	drug trafficking organizations
EOUSA	Executive Office for U.S. Attorneys
EPIC	El Paso Intelligence Center
FBI	Federal Bureau of Investigation
FCDAO	Franklin County District Attorney's Office
FD	Field Division
FDA	Food and Drug Administration
FinCEN	Financial Crimes Enforcement Network
FINTRAC	Financial Transactions and Reports Analysis Centre

LIST OF ABBREVIATIONS

FIU	Financial Intelligence Unit
FLETC	Federal Law Enforcement Training Center
FOIT	Field Operators Intelligence Training
FPD	Federal Prisoner Detention
FRC	Fast Response Cutter
FTE	full time equivalent
FY	fiscal year
GHB	gamma-hydroxybutyrate
GPS	global positioning system
HIDTA	High Intensity Drug Trafficking Areas
HQOBP	Headquarters, Office of Border Patrol
HSI	Homeland Security Investigations
I&A	Office of Intelligence and Analysis
IBET	Integrated Border Enforcement Team
IBIT	Integrated Border Intelligence Team
IC	Intelligence Community
ICE	U.S. Immigration and Customs Enforcement
ICMLEO	Integrated Cross-border Maritime Law Enforcement Operations
IFIC	International Fugitive Investigators Conference
IOD	Investigative Operations Division
IRS	Internal Revenue Service
JSD	Judicial Security Division
LEI	Law Enforcement and Investigations
LEO	Law Enforcement Online
LPRs	license plate readers
LSS	Laboratories and Scientific Services
MASS	Mobile Air Surveillance System
MCM	mission cost model
MDMA	3, 4-methylenedioxymethamphetamine
MDP2P	3, 4 methylenedioxphenyl-2-Propanone

MGI	Marihuana Grow Initiative (RCMP)
MIA	Marine Interdiction Agents
MITAC	Mid-level Intelligence and Threat Analysis Course
MLAT	Mutual Legal Assistance Treaty
MOLE	Monitoring of Laboratory Equipment
MSB	money services businesses
MSP	Michigan State Police
NASOC	National air security operations center
NBID	Northern Border Integration Demonstration
NCJS	National Center for Judicial Security
NDDS	Narcotic and Dangerous Drug Section
NG	National Guard
NG CDP	National Guard Counterdrug Program
NII	non-intrusive inspection
NOAA	National Oceanic and Atmospheric Administration
NORAD	North American Aerospace Defense Command
NSA	National Security Agency
NSC	National Security Center
NSDUH	National Survey on Drug Use and Health
NSS	National Seizure System
NTP	National Training Plan
NVPS	National Virtual Pointer System
NWHBTF	Northwest Border Task Force
NYSIC	New York State Intelligence Center
NYSP	New York State Police
OAM	Office of Air and Marine
OBP	Office of Border Patrol
OCDETF	Organized Crime Drug Enforcement Task Forces
OCGS	Organized Crime and Gang Section
ODNI	Office of the Director of National Intelligence

LIST OF ABBREVIATIONS

OFAC	Office of Foreign Asset Control
OFC	OCDETF Fusion Center
OFO	Office of Field Operations
OIA	Office of International Affairs
OIC	Operational Integration Center
OIG	Office of Inspector General
OIT	Office of Information Technology
OMG	outlaw motorcycle gang
ONDCP	Office of National Drug Control Policy
OPC	Offshore Patrol Cutter
OPI	Office of Protective Intelligence
OPP	Ontario Provincial Police
OTD	Office of Training and Development
P2P	phenyl-2-Propanone
PAA	phenylacetic acid
PBB	performance-based budget
POEs	ports of entry
PTOs	Priority Target Organizations
QHSR	Quadrennial Homeland Security Review
RAP	Resident Agent Program
RCMP	Royal Canadian Mounted Police
RFTF	Regional Fugitive Task Forces
RISS	Regional Information Sharing System
RO	resident office
RPOT	Regional Priority Organization Target
RVSS	remote video surveillance system
S&E	salaries and expenses
SAG	Strategic Alliance Group
SAR	suspicious activity report
SB	Sûreté du Québec

SCAAP	State Criminal Alien Assistance Program
SLCSO	St. Lawrence County Sheriff's Office
SLTT	State, Local, Tribal and Territorial
SOD	Special Operations Division
TACCOM	Tactical Communications
TAU	Tactical Analytical Unit
TBML	trade-based money laundering
TCO	transnational criminal organizations
TFMPP	trifluoromethylpiperazine
TOC	transnational organized crime
TOG	Technical Operations Group
TSA	Transportation Security Administration
TTU	Trade Transparency Units
UAS	unmanned aircraft systems
USAO	United States Attorney's Office
USBP	U.S. Border Patrol
USCG	U.S. Coast Guard
USDA	U.S. Department of Agriculture
USFS	U.S. Forest Service
USMS	U.S. Marshals Service
USNORTHCOM	U.S. Northern Command
USPIS	U.S. Postal Inspection Service
VACIS	vehicle and cargo imaging system
VSOC	virtual security operations center
WIN	Warrant Information Network