

**Statement for the Record
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“Counternarcotics Efforts in Afghanistan”
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Chairman Feinstein, Co-Chairman Grassley, and other distinguished members of the Caucus, I appreciate this opportunity to discuss the Department’s counternarcotics (CN) efforts in Afghanistan. Although significant progress has been made in the fight against narcotics trafficking, the narcotics-insurgent-corruption nexus continues to pose a threat to International Security Assistance Force’s (ISAF) counter-insurgency mission and the transition. The Department of Defense (DoD) in collaboration with the interagency will continue to provide support to counternarcotics efforts in Afghanistan to mitigate or eliminate the narcotics threat, which endangers our objectives and undermines the viability of the government of Afghanistan.

Before discussing our current efforts, I would like to provide you a brief overview of our program and an assessment of the drug threat in Afghanistan.

Counternarcotics Program Overview

The Department of Defense supports the Administration’s *National Drug Control Strategy* by providing assistance to local, State, Federal, and foreign agencies to confront the drug trade and narco-terrorism. DoD support for law enforcement includes detecting and monitoring drug trafficking, sharing information, and helping countries build their capacity to

confront drug trafficking. DoD counternarcotics efforts are also focused on maintaining force readiness through demand reduction programs for the U.S. Armed Services.

Through its Combatant Commands, the Military Departments, and the Defense Agencies, DoD provides unique military platforms, personnel, systems, and capabilities that support federal law enforcement agencies and foreign security forces involved in counternarcotics missions. The DoD counternarcotics mission targets those terrorist groups worldwide that use narcotics trafficking to support terrorist activities. We deploy counternarcotics assets, in cooperation with foreign governments, in regions where terrorists benefit from illicit drug revenue or use drug smuggling systems.

The Office of the Deputy Assistant Secretary of Defense (DASD) for Counternarcotics and Global Threats (CN>) is the single focal point for DoD's CN activities, reporting to the Assistant Secretary of Defense for Special Operations/Low-Intensity Conflict and the Under Secretary of Defense for Policy. The office of the DASD (CN>) was established to ensure that DoD develops and implements a focused counternarcotics program with clear priorities and measured results. Consistent with applicable laws, authorities, regulations, and funding, the office ensures that sufficient resources are allocated to the counternarcotics mission to achieve U.S. national security objectives.

The Afghan Narcotics Threat

Narcotics account for a significant proportion of Afghanistan's economy and contribute to insecurity, corruption, poor governance, and stagnation of economic development. It is essential to address the drug trade and its effects in order to conduct a successful counter-insurgency campaign and secure gains made to stabilize Afghanistan as an important partner in the war on terror.

According to U.S. Government estimates, 119,000 hectares of opium poppy were cultivated in 2010, down for a third consecutive year from 202,000 in 2007. Additionally, the U.S. Government estimates that potential opium production in Afghanistan has decreased dramatically during the same timeframe, from 8,000 metric tons in 2007, to 3,200 metric tons in 2010. However, as the United Nations Office on Drugs and Crime (UNODC) has noted, high opium prices threaten the gains that have been made over the years. While opium poppy cultivation has decreased overall, it is predominately concentrated in southern and southwestern Afghanistan where the narcotics trade continues to fuel corruption and insurgency. If left unchecked, the narcotics-insurgent-corruption nexus threatens the viability of the government of Afghanistan, reducing popular support for the government and serving as a revenue source for extremist organizations with aspirations to threaten democracy and Western interests around the world.

Narcotics cultivation, processing, and trafficking take place in an atmosphere resulting from weak governance and insecurity. Such an atmosphere is fostered by criminal patronage networks (CPN) and a lack of rule of law. CPNs contribute to systemized corruption in the government,

undermine government authority, and reduce economic development. IN Afghanistan, CPNs are often associated with, or led by, powerbrokers and are based on pragmatic alliances. ISAF has established organizations and processes in Afghanistan to counter the threat posed by CPNs.

Increased ISAF presence in southern Afghanistan has helped decrease poppy cultivation in an area of the country where counternarcotics progress had previously been unattainable. Areas with ISAF and Afghan National Security Forces (ANSF) presence have seen a steady decline in cultivation, including in Afghanistan's largest poppy-growing province, Helmand, where cultivation has declined for three years in a row. Increased ISAF and ANSF presence has also caused traffickers and processors to relocate to areas with greater insurgent presence and weaker governance.

DoD Efforts in Afghanistan

DoD's counternarcotics efforts in Afghanistan are focused on building Afghan capacity through information sharing, training and equipping, and infrastructure. DoD has provided military support, as needed, to counternarcotics law enforcement activities. At the same time, our law enforcement partners contribute their expertise and authorities to advancing essential national security objectives. Afghanistan is a major source country for heroin going to many regions such as Europe and Russia, where it contributes to drug addiction as well as criminal activity and transnational organized crime networks, and is a major concern of these governments. While relatively little of the heroin produced in Afghanistan is ultimately bound for the United States today, U.S. law enforcement agencies such as the Drug Enforcement Administration (DEA) support broader U.S. national security interests by attacking the

corrupting influence of narcotics that sustain CPNs, support insurgents, and weaken the government of Afghanistan.

With our Afghan partners, other international contributors, coalition military forces, and other U.S. Government agencies with counterdrug responsibilities, DoD is developing a police infrastructure to continue to effectively combat the narcotics trade during and after transition to civilian lead in 2014. Information support and the ability of Afghan law enforcement and counternarcotics forces to prosecute traffickers are integral parts of this infrastructure. U.S. military forces conduct operations against drug-insurgency nexus targets that meet very specific rules of engagement criteria as part of the counter-insurgency campaign. Persons and organizations that meet these criteria become legitimate military targets and are typically prosecuted using a mix of civilian law enforcement personnel with military enablers. Regional Command – South (RC-S) and Regional Command – Southwest (RC-SW) are the priority for military and law enforcement efforts because they are insurgent strongholds.

DoD CN authorities enable DoD to provide significant analytical support to law enforcement agencies, integrating intelligence and law enforcement information for the use in the investigation and prosecution of drug traffickers and CPNs. At the strategic level, DoD supports the Joint Narcotics Analysis Center (JNAC), a joint U.S./UK initiative that provides strategic and operational-level decision makers with analysis on the narcotics trade in Afghanistan and the surrounding region. JNAC is an effective model of interagency and international collaboration and partnership with an important international stakeholder. The JNAC provides reach back support for organizations in Afghanistan and improved collaboration

across a wide spectrum of counternarcotics partnerships. At the operational level, DoD provides support to the law enforcement-led Interagency Operations Coordination Center (IOCC). The IOCC was established to deconflict and coordinate support for law enforcement counternarcotics activities in Afghanistan. The IOCC has become an important source of targeting information and drug trade analysis.

In coordination with ISAF and Combined Joint Interagency Task Force - Shafafiyat (CJIATF-S), the IOCC enables law enforcement to conduct operations in a predominantly military environment and brings together skill sets necessary to conduct an effective Civilian Military campaign aimed at breaking the narcotics-insurgent-corruption nexus. CJIATF-S was established to foster a common understanding of the corruption problem, to plan and implement ISAF anti-corruption efforts, and to integrate ISAF anti-corruption activities, including facilitating interagency coordination to counter corruption and organized crime.

At the tactical level, Combined Joint Interagency Task Force – Nexus (CJIATF-N) was established to provide tactical support to military and law enforcement organizations to counter narcotics threats and corruption in partnership with host-nation forces. DoD's support has enabled the Counternarcotics Police of Afghanistan (CNPA) and its specialized units in partnership with the DEA to investigate, arrest, and bring to prosecution criminals involved in the narcotics trade and those individuals that threaten the safety of host-nation forces and ISAF personnel.

The CNPA, with support from DoD, established a Tactical Operations Center (TOC) to coordinate daily CNPA activities among the provincial offices, specialized units and the headquarters. Development of the TOC was a priority of Afghanistan's Deputy Minister of Interior for Counternarcotics. An Afghan-led, U.S. mentored, planning action team established the formal documentation and milestone plan used to create the TOC. The TOC is unique among Afghan police forces and a model for similar developments. Establishment of the TOC has led to increased awareness of CNPA's activities at the national level and is enabling the CNPA to become more effective and credible in dealing with international partners. Developing the capacity of the CNPA and other units such as the Afghan Border Police is key to ensuring irreversible gains and a capable Afghan institution that can counter the narcotics and corruption threat. DoD has instituted, in partnership with the Afghan Ministry of Interior and the interagency, a number of programs that ensure the CNPA has the proper capability to carry out its mission as the Afghan National Security Forces take on additional responsibility for providing their own security. The Counternarcotics Training Academy (CNTA), located in Kabul, provides the basic investigative course of instruction for all CNPA officers. The CNTA was established in 2007 and since then has trained a total of 1,868 officers. All CNPA officers must attend the five-week CN training course prior to being certified as a counternarcotics officer. The course is designed to give a counternarcotics police officer the fundamental training required to effectively investigate and prosecute a narcotics crime. It provides baseline awareness of the many responsibilities involved in successful, complex investigations. The curriculum includes informant handling, identifying clandestine drug production laboratories, proper report writing, and tactical shooting techniques.

In partnership with the Department of Justice's International Criminal Investigative Training Assistance Program (DOJ/ICITAP), DoD has funded the Counternarcotics Development Unit (CDU) which was established to coordinate the development of CNPA. The CDU is in daily contact with CNPA leadership and other international community actors engaged with CNPA development. CDU personnel are working quickly towards their goals of transitioning responsibility to the Government of Afghanistan. In support of these goals, the CDU mentors CNPA personnel to manage a two-tier management and decision-making structure, separating and defining executive and operational planning and management responsibilities. This effort provides a framework for structured and accountable organizational planning and improved management.

DoD continues to support DEA in its development efforts of CNPA specialized units, the Special Investigative Unit (SIU) and National Interdiction Unit (NIU). Since 2005, DoD has provided infrastructure, equipment, mentors, and training support. Continued development of these units is important to ISAF and the international community's efforts to reduce the corrosive effects of the narcotics trade on security, stability and governance in Afghanistan. DoD will continue its support to these effective organizations.

CNPA's Air Interdiction Unit (AIU) plays a strategic role by enabling elite Afghan CN law enforcement personnel and their DEA partners to conduct interdiction missions in dangerous areas and remote terrain. DoD trains Afghan pilots and crew members to fly and maintain Mi-17 helicopters to international standards. DoD has also assigned an Embedded Training Team to

train and mentor the unit's key leadership and personnel in order to maintain proper readiness levels to provide adequate tactical support to law enforcement missions.

Mentoring CNPA and MOI executives to develop effective oversight capacity for interdiction programs supports the U.S. Government and Government of the Islamic Republic of Afghanistan (GIROA) transition objectives. DoD provides mentors for the CNPA executives and NIU personnel. These mentors work together with the CDU to help Afghan officials develop and maintain a system that will result in a self-sufficient CNPA capable of handling complex narcotics investigations aimed at crippling drug trafficking organizations linked to the insurgency and corrupt officials. DoD plans to continue to support this critical task in order to ensure CNPA is able to support transition goals.

The Afghan Border Police's (ABP) role in the counter-insurgency campaign and counternarcotics efforts is critical. The Department, in partnership with the interagency is supporting a number of programs designed to improve facilities at the border crossing points and to improve the capability of ABP to secure the borders and stem the flow of narcotics, precursor chemicals, and other contraband. DoD provides funding for training, weapons, ammunition, and communication equipment for the ABP. So far over 13,500 ABP have completed basic, non-commissioned officer, or advanced training.

DoD CN funding also supports the Border Management Task Force which currently has 54 advisors in country working at various points of entry, Inland Customs Depots, and Afghan ministries. Customs training has been provided for over 150 personnel. DoD funded various

border crossing infrastructure and coordination centers. DoD continues to support the Department of Homeland Security's efforts focusing on mentoring, illicit finance, counter-improvised explosive device, and bulk cash smuggling. By the end of 2011, there will be over 200 graduates from the Advanced Afghan Border Management Academy which is the only academic institute in Afghanistan that provides a platform for interagency dialog and information sharing on border management. We will continue to support ISAF's Border Campaign Plan which focuses on controlling border and trade routes, increase customs revenue, and stop illicit goods from moving between borders.

DoD also provides support to the DEA-led Afghanistan Threat Finance Cell (ATFC), which was established to identify and disrupt the sources of funding that support insurgent and terrorist organizations operating in Afghanistan. ATFC works to develop information to prosecute or designate individuals, either in the United States or Afghanistan, who provide financial support to insurgents. The ATFC works closely with vetted Afghan personnel from the DEA-mentored SIU, the Public Prosecutors' Office, and vetted judges to undertake investigations and operations. In addition, the ATFC identifies financial networks funding the narcotics-insurgent-corruption nexus and partners with law enforcement and military planners to disrupt such networks as part of the larger counter-insurgency campaign.

The ATFC has demonstrated the value of identifying and countering the flow of money and material associated with the drug trade and narco-terrorism. Its contributions through informing policymakers, military planners, and Afghan partners about the relationships of individuals associated via illicit financial ties, corrupt schemes and drug trafficking has proven

essential. Through visibility into these relationships, the ATFC has mapped the networks of multiple corruption cases where officials' illicit activities degraded public confidence in the Afghan government and damaged the country's fiscal integrity.

Impact of DoD support for the Counternarcotics Efforts in Afghanistan

Changes to DoD policy permit the military to target drug traffickers, drug producers, and others affiliated with the illicit drug business in Afghanistan as a military objective if they are providing significant support to insurgents or terrorists. The changes in policy, complemented by increased military and DEA presence, have led to a significant increase in the number of operations, arrests and seizures. In 2010, ISAF and ANSF, in partnership with DEA, conducted 306 operations resulting in increased seizures compared to previous years, including the seizure of twelve metric tons of heroin and the largest single heroin seizure in history of nearly six metric tons. This increase was made possible by DoD's expanded presence and revised policy. ISAF, through CJIATF-S, is reaching out to Afghan institutions and authorities to develop a common understanding of the narcotics and corruption problems and to find solutions that mitigate the impact of corruption and the drug trade. Between May 15 and June 15, 2011, ISAF, in partnership with DEA and host nation police forces, including CNPA and its specialized units, conducted ninety-four missions aimed at breaking the narcotics-insurgent-corruption nexus. These operations resulted in denying the enemy approximately \$5 million in drugs and currency, seizure of five metric tons of home-made explosives – enough to make 236 improvised explosive devices, arrest of twenty-five suspects, and the elimination of approximately one-hundred insurgents from the battle space. These operations have substantially disrupted several drug trafficking networks and their ability to provide funding and material support to the insurgency.

These operations demonstrate improved collaboration among the military, law enforcement, and host nation forces. The military's enablers, planning, and execution expertise complemented by law enforcement authorities and expertise will continue to provide significant operational results in the future.

Looking Ahead

DoD plans to continue its successful and effective partnership with the DEA and the interagency in order to ensure a whole-of-government approach that builds host-nation capacity and supports USG and GIRoA transition objectives. DoD will make efficient use of its resources to ensure proper infrastructure, training, and equipment, are in place to enable host-nation and international law enforcement organizations to counter the narcotics-insurgent-corruption nexus. Support for DEA-mentored specialized units will be prioritized. DoD will also ensure that proper analytical support is in place in organizations such as the IOCC, CJATF-S, CJATF-N and the JNAC to ensure law enforcement receives adequate support. As the U.S. begins the process of transition to civilian lead, we can expect DoD support to our law enforcement partners in Afghanistan as required. While we certainly have a long way to go, I believe that we have made substantial progress in building Afghan capacity to effectively address the narcotics-corruption-insurgency nexus.

Thank you for the opportunity to testify. I welcome your questions and comments.