**Enclosure 2**

Counter-Drug Plan for El Salvador – Fiscal Year 2013

**Introduction**

This plan for the Department of Defense counter-drug support for the Government of El Salvador in the amount of $1.6M is submitted in accordance with paragraph (h) of Section 1033 of the National Defense Authorization Act for Fiscal Year 1998, as amended. This plan was developed by United States (U.S.) Southern Command in coordination with representatives of the federal departments and agencies at the U.S. Embassy to El Salvador.

**(1)** **Security Assessment (1033 (h)(1))**

El Salvador is a transit country for South American-produced illicit drugs. Transit occurs along the Salvadoran coastline via go-fast boats and commercial vessels, as well as across land along the Pan-American highway. The country has experienced increased rates of crime and illicit trafficking. Drug trafficking organizations continue to abuse this key shipment corridor to facilitate movement of illicit drugs, arms, contraband, and people into the United States.

Narco-traffickers exploit the sea, air, and unguarded areas along Salvadoran land borders. The Salvadoran police/judiciary, unfortunately, are notoriously undermanned, poorly trained, and ill-equipped to handle the current problem of crime and trafficking proliferation. Faced with insufficient numbers of effectively trained police, lack of funds to augment the size and quality of civilian police forces, and public frustration with corruption and rising violence, President Mauricio Funes has called for the Salvadoran Armed Forces to increase its participation in joint patrols with police units. These Salvadoran military units, however, often similarly lack resources to effectively conduct operations to control the country’s territory. During a 2009 meeting with General Douglas Fraser, President Funes personally petitioned for U.S. Southern Command assistance to help build the counter-drug capabilities of the Salvadoran Armed Forces.

Counter-drug operations in El Salvador are principally conducted by units of the Salvadoran National Civilian Police, in concert with the El Salvador Armed Forces. U.S. Department of Defense support focuses on assisting the Government of El Salvador’s ability to halt the flow of illegal drugs and drug money within and across its littorals and borders via support to these units.

**(2)** **Evaluation of Counter-Drug Operations (1033(h)(2))**

As of September, 2012 totals reported by the U.S. Drug Enforcement Agency (DEA) for actions by the National Civilian Police Anti-narcotics Unit (with the assistance of the ESAF) include the seizure of 709 kilograms of marijuana, 500 kilograms of cocaine, 14.5 kilograms of heroin, 9,400 kilograms of precursor chemicals, $995,720 cash and 68 arrests for significant seizures. Historically, a severe lack of government presence in remote areas along land borders and in territorial waters allowed drug traffickers to operate in these areas with virtual impunity. In response to President Mauricio Funes’ call for increased involvement of the ESAF in counter-drug operations, Joint Group Cuscatlán (JGC), a law-enforcement-led interagency task force focused on Counter-Transnational Organized Crime (C-TOC, which incorporates counter-drug operations) was established. JGC is comprised of two Salvadoran law enforcement and two Salvadoran military elements. The Law Enforcement piece consists of the Departmento Anti-Narcotics (DAN) which covers the investigation aspects of CTOC. They work with and receive training from a US Government agency. The other civil police portion of the JGC is through the Grupo Reaccion Policia (GRP). This unit is similar to a Police SWAT team and has arrest authorities that the military arms of the JGC do not currently possess. The land-based Military arm of the JGC is the Destacamento Militar Cuatro (DM4, aka Mountain Commandos). They primarily are responsible for land based interdiction in remote inland areas and borders. The maritime based military arm of the JGC is the Seccion de Reconociemiento (SdR), sourced from the Salvadoran Marines. They are responsible for maritime interdictions mainly on rivers and in littoral waters. Both military elements work jointly with the law enforcement units to handle any arrests.

The ESAF is hospitable and open to coordination with U.S. Government agencies in the battle against narcotics trafficking and associated gang activity. Despite increased efforts by the ESAF via JGC, a noteworthy narco-trafficking presence still exists in El Salvador. Supplemental manpower, equipment, training, and other resources are required to enable significant improvements in ESAF counter-drug operations. The ESAF face challenges of austere budget allocations, aging weapons systems, rapidly deteriorating infrastructure, and a lack of training. Paucity of funds for maritime fuel hamper the Salvadoran Navy, which is the primary branch of service involved in drug trafficking interdiction. As a result of acquiring six maritime interceptor boats in September 2011, and a seventh in the September 2012 (four funded by Enduring Friendship/CARSI, three by 1033), as well as transforming the Salvadoran Marines into a professional organization with a counter-narcotics response unit (the SdR), the Salvadoran Navy’s operational readiness has increased – but it will require continued maritime equipment assistance to sustain progress. The Salvadoran Air Force is primarily tasked with air mobility missions but does provide some rotary-wing support to the military’s counter-drug mission as part of JGC (national police provide rotary wing support to JGC at this time). At this time, the Salvadoran Air Force is unable to operate tactically at night; and has difficulty communicating with maritime assets. Fuel support for the Salvadoran Air Force would permit and encourage more extensive support of the JGC. Any counter-drug success of the newly-established JGC will depend on resources to increase mobility, replace aged weapons systems, upgrade or replace deteriorating infrastructure, and increase the frequency/quality of operations and maintenance training.

**(3) Monitoring of Past and Current Assistance (1033(h)(3))**

The Military Group conducts end use monitoring under the “Golden Sentry” program for all previous routine and enhanced arms sales and transfers authorized by the Arms Export Control Act and the Foreign Assistance Act to verify with reasonable assurance that Ecuador is in compliance with the U.S. export controls. This is done as part of the Military Group’s daily interactions with units receiving the equipment. The Government of El Salvador has established adequate procedures to ensure all equipment provided under this section of law will be used for the purposes intended. The U.S. will have access to the equipment provided to ensure appropriate use of such assistance.

**(4) Centralized Management and Coordination (1033 (h)(4))**

The United States Ambassador to El Salvador is responsible for U.S. activities conducted within El Salvador, including development and implementation of this plan and coordination among U.S. Governement agencies carrying out counter-drug cooperation with the Government of El Salvador. The Deputy Assistant Secretary of Defense for Counternarcotics and Global Threats is responsible for management and coordination of all Department of Defense counter-drug activities. The Department of Defense coordinates with the Department of State to carry out these responsibilities with respect to the Government of El Salvador. The Department of Defense also coordinates with U.S. law enforcement agencies which are responsible for counter-drug activities.

**(5) Roles, Missions, and Coordination (1033(h)(5))**

The El Salvador Ministry of Defense, via the El Salvador Armed Forces, is the principal Government of El Salvador agency to receive assistance under this program. The mission of the El Salvador Armed Forces is to coordinate with the National Civilian Police to conduct counter-drug operations in the maritime, ground, and border domains with a view to decreasing illicit trafficking to and through the El Salvador. Under the provisions of this section, the Ministry of Defense is the nation’s authority to certify the terms and conditions of the support under this section. In addition, the Ministry of Defense will report to the U.S. Government the status of the use, storage, and conservation of the equipment provided under this provision of law. The Ministry of Defense is fully supportive of the plan and sees this support as an opportunity to integrate efforts and improve the quality and quantity of the El Salvador’s counter-drug activities.

**(6) Department of Defense and Department of State Resources (1033(h)(6))**

This plan reflects a gradual application of Department of Defense resources that prioritizes areas of greatest immediate need, as well as the ability of counter-drug forces to absorb, utilize, and sustain these additional resources.

The Department of Defense support planned for fiscal year 2013 will focus on provision of equipment, operational support, training, and infrastructure, intended to enhance El Salvadoran Armed Forces maritime interdiction, ground mobility/reaction, and border security capabilities, primarily through assistance to JGC. This Department of Defense support – provided under Section 1033 – includes: nonlethal protective and utility personnel equipment, night vision systems, vehicles, detection, interception, monitoring and testing equipment, photo equipment, and navigation equipment. Complimentary 1004 support includes the construction of floating docks at the La Union Naval Base and the Port of Acajutla, an Operations Center and Barracks for JGC, fuel/lubricants/other expendables as well as counter narcotics-related training courses and events.

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| **Major Categories of FY12 1033 Support** | **Amount Planned**  **($K)** | **Foreign Agency to be Supported** |
| Nonlethal protective and utility personnel equipment | $225 | El Salvador Navy; El Salvador Army |
| Night Vision Systems | $475 | El Salvador Navy; El Salvador Army |
| Patrol Boats, vehicles, aircraft | $750 | El Salvador Navy; El Salvador Army |
| Detection, interception, monitoring and testing equipment | $100 | El Salvador Navy; El Salvador Army |
| Photo Equipment | $25 | El Salvador Navy; El Salvador Army |
| Navigation Equipment | $25 | El Salvador Navy; El Salvador Army |

Note: Proposed transfers of defense articles, under Section 1033, which are also on the U.S. Munitions List, pursuant to the Arms Export Control Act, will also comply with export control laws and International Traffic in Arms Regulations and will be carried out in compliance with the Act.

**(7) Establishing and Sustaining the Program (1033(h)(7))**

United States Southern Command – in coordination with each country’s lead governmental counter-drug units and U.S. Security Cooperation Office – strives to design holistic programs that cross-cut both USC 1004 and 1033 authorities to build critical Partner Nation counter-drug capabilities. Beyond provision of equipment under USC 1033, complimentary 1004 support such as infrastructure, communications, and training ensure that Partner Nation counter-drug forces are furnished not only with the means to address short-term material gaps, but also to maintain and sustain those materials – and the augmentation in quality and quantity of counter-drug operations this support engenders – over the long-term.

The Government of El Salvador has received equipment pursuant to USC 1033 since 2009. Initial objectives of support were to increase the Salvadoran Navy’s high-speed maritime intercept capability, improve command and control/communications, and assist the integration of Salvadoran Marines and Army operations. With the arrival of two 37’ and four 33’ maritime interceptors, acquisition of the Over-the-Horizon Tactical Tracking System for these interceptors, and training provided to the Salvadoran Marines via mobile training teams and Southern Partnership Station exchanges, the Salvadoran Navy and Marines are rapidly improving operational quality and quantity. Sustainment of support to these units, as well as support to the newly-established Army Mountain Unit and establishment of a capable and sustainable night operation capability for the Navy, Army and Air Force will further increase operational effectiveness throughout the country.

**(8) Reporting Measures of Effectiveness (1033(h)(8))**

The U.S. Deputy Assistant Secretary of Defense for Counternarcotics & Global Threats *2011 Strategic Plan* dictates that, “Geographic Combatant Commands, Military Departments, and Defense Agencies will design [Counternarcotics & Global Threats] program frameworks that convey the implicit cause and effect linkages between Central Transfer Account-funded activities, theater-level objectives, and [Counternarcotics & Global Threats] strategic goals.” In response to this guidance, U.S. Southern Command is currently developing a web-based tool for capture of operational-level measures of effectiveness that align to counter-drug support provided to Partner Nation counter-drug forces. Each country's Security Cooperation Office will be responsible for input of these measures to the web site. In order to collect data for and verify accuracy of reported measures, the Security Cooperation Office will coordinate monthly with Partner Nation counter-drug units responsible for conducting measured operations. Example operational-level measures to be reported include (not limited to):

* Interceptor boat operational availability/readiness rate
* Number of counter-drug maritime interdiction operations/missions conducted per month

In addition to monthly-reported operational-level metrics, each country's Security Cooperation

Office will be responsible for coordination with Partner Nation governmental officials to report

country-level yearly measures of effectiveness. Yearly measures available to be reported include (not all measures may apply to a country’s counter-drug operations in a given year):

* Aircraft Seized
* Coca & Heroin Fields Destroyed
* Cocaine & Coca Base Seized
* Communication Equipment Seized
* Explosives Seized, Destroyed, and/or Disabled
* Heroin Seized
* Illicit Traffickers Captured
* Illicit Traffickers Killed
* Laboratories Destroyed
* Landing Strips Destroyed
* Marijuana Seized
* Maritime Vessels Seized
* Submersibles Seized
* Vehicles Seized
* Weaponry Seized

This U.S. Southern Command web-based tool is designed with the intention to gauge, at a by-country level, how support provided under counter-drug authorities impacts monthly Partner Nation counter-drug operations and, consequently, how those monthly operations affect yearly country-wide counter-drug measures.

**(9) Relation to the U.S. National Drug Control Strategy (1033(h)(9))**

This counter-drug plan supports the U.S. National Drug Control Strategy by:

* Reducing the level of illicit drug production and trafficking in key source and transit nations;
* Disrupting the activities of major drug trafficking organizations;
* Strengthening the democratic and law enforcement institutions of partner nations threatened by illegal drugs;
* Encouraging and promoting the counternarcotics operations of other countries in the region; and
* Reducing the underlying financial and other support that drug trafficking provides to international terrorist organization.

This plan represents a coordinated program with priorities and measured results to meet El Salvador and U.S. drug control objectives. The plan complements other elements of the U.S. counter-drug operations, and includes ongoing evaluation on the plan’s effectiveness. This plan’s technical, materiel and training assistance is focused into areas of greatest immediate need, as well as their ability to absorb, utilize and sustain the resources provided. This plan reflects a balanced approach to support El Salvador’s goal of increasing the overall operational reach of its forces and the ability to effectively employ, maintain, and sustain the capabilities provided.