

NATIONAL INTERDICTION COMMAND AND CONTROL PLAN

THE WHITE HOUSE
EXECUTIVE OFFICE OF THE PRESIDENT
OFFICE OF NATIONAL DRUG CONTROL POLICY





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Introduction

The illicit drugs involved in American overdoses are almost entirely produced outside the United States, and they are delivered to people with substance use disorders through a variety of means and routes.ⁱ To combat the alarming rise in overdose deaths, we must disrupt the production and flow of illicit drugs and increase the costs and risks for individuals directly and indirectly involved in the illicit drug trade while also denying drug producers and traffickers the operating capital and access they need to sustain their illicit activities. The Transnational Criminal Organizations (TCOs) that traffic drugs into the United States are driven by economics, not by ideology. The production and trafficking of drugs are the preponderant activity and a significant source of revenue for TCOs.ⁱⁱ The consequences in terms of corruption, criminality, drug dependency, drug-related overdoses and deaths, and the billions of dollars lost due to crime, decreased work productivity, and increased health care costs, present a clear national security threat to the United States. As long as illicit drugs continue to be economically beneficial, TCOs will continue to manufacture and traffic them to the consumers willing to purchase them, even at great risk to their own safety and health.

TCOs and their facilitators exploit global commercial networks to sustain and enhance an illicit global business enterprise. This illicit international business requires access to capital resources, routine collaboration with raw material suppliers across international borders, advanced technology to fund and conduct business, product innovation, and strategies to expand markets. Much of the physical and virtual terrain on which drug producers and traffickers operate such as the dark web, open social media platforms, eCommerce sites, express consignment shippers and freight forwarders, banks, digital asset service providers, legitimate chemical suppliers, and pill press and die manufacturers, are private sector entities. Commercially disrupting illicit financial activities serves to disrupt the flow illicit proceeds and reduce the incentive to engage in drug trafficking by eroding its profitability. A whole-of-government effort through commercial disruption combined with traditional approaches to disrupt revenue and dismantle trafficking networks will maximize the financial impact to these criminal networks.

The TCOs responsible for the supply of illicit narcotics in the United States vary in structure, from the organized crime hierarchy of a transnational drug cartel, to the flat organization of an anonymized Internet distribution scheme. To reach American drug users, TCOs extend their influence into the United States, collaborate with domestic criminal groups, and use multiple transit routes to include exploiting our mail and express consignment delivery systems.ⁱⁱⁱ These criminal organizations employ ever-changing tactics, evolving technologies, and varying methods to protect and further their criminal enterprises. However, at all stages along their transportation and delivery routes, international criminals and their illicit drugs, illicit proceeds, and weapons are vulnerable to interdiction.

The *National Interdiction Command and Control Plan (Plan)* outlines the Biden-Harris Administration's interdiction strategy to commercially disrupt the production and flow illicit drugs, and their supply in the United States. Based on the supply reduction lines of efforts in the Biden-Harris Administration's inaugural National Drug Control Strategy (*The Strategy*), the *Plan* provides strategic guidance to National Drug Control Program Agencies (NDCPAs) and



other relevant agencies regarding interdiction efforts to disrupt the supply of illicit substances and, through enterprise investigations, to dismantle the TCOs that traffic drugs to the United States. The *Plan* focuses on coordinated interdiction efforts by Federal, State, local, Tribal, and territorial agencies, and promotes strengthened collaboration with our international partners to maximize the impact of each interdiction event.

Synthetic drugs; such as fentanyl, fentanyl analogues, and methamphetamine; and cultivated drugs, such as cocaine and heroin, all of which are primarily produced outside the United States, were the principal illicit drugs involved in the 108,809 American overdose deaths in 2021.^{iv} TCOs oversee the production of these illicit drugs outside the United States, coordinate their sale with retail distributors, package them, transport them from their source countries to the regions near our borders, and then move them across our borders; both through our ports of entry and between them, for domestic distribution or further transshipment to other destination countries.

Mexican TCOs produce heroin, fentanyl, and methamphetamine, using precursor chemicals shipped from Asia, and then traffic them across the southwest border into the United States. From South America, TCOs use maritime and air routes to transport bulk quantities of illicit drugs, primarily cocaine, across the Caribbean Sea and Eastern Pacific Ocean to the United States or to transshipment points in Mexico, Central America, or the Caribbean region. Further, TCOs oversee the construction and use of a wide range of conveyances, to include semi-submersible and low-profile go-fast vessels for single shipments of multi-ton quantities of cocaine. Globally, TCOs use containerized commercial shipping to transport precursor chemicals for the processing of plant-based drugs or the manufacture of synthetic drugs, as well as to smuggle illicit drugs mislabeled and disguised as lawful cargo. Larger quantities of synthetic opioids are typically discovered at U.S. land and sea ports of entry. Within our borders, drug traffickers exploit our highways, railways, and airspace, as well as our domestic mail and express consignment systems to deliver illicit drugs to individual buyers throughout the Nation.

Drug traffickers move the proceeds from their illicit activities through methods that include bulk cash smuggling, trade-based money laundering (TBML), and digital assets, and launder illicit proceeds through sophisticated methods involving legitimate trade, business, and real estate. Further, these violent criminal organizations move and use firearms, ammunition, and explosives to protect their trafficking routes, drug-processing locations, geographic drug-trafficking areas, and illicit profits.

To reduce the supply of illicit drugs in our communities, the *Plan* focuses on attacking the vulnerabilities of drug networks through coordinated interdiction efforts at their point of production and at all points along their transportation routes. The *Plan* calls for improved coordination of interdiction and investigation efforts to maximize the disruptive impact on those individuals and criminal organizations who target Americans with illicit drugs.



Strategic Objectives and Lines of Effort

This *Plan* is focused on one overarching strategic outcome:

As part of a holistic public health and public safety approach to addressing addiction and reducing overdoses, significantly reduce the supply of illicit substances in America’s communities. This will be done by strengthening the network of domestic and international law enforcement partners focused on interdiction and counterdrug efforts, focusing interdiction efforts on countering criminal drug traffickers and their networks, and by targeting specific drug transportation routes and modalities.

To achieve this outcome, the *Plan* guides the United States’ interdiction efforts in support of the Biden-Harris Administration’s priority to reduce the supply of illicit drugs in the United States. The supply reduction line of effort consists of nine subordinate lines of effort, which when grouped, form three principal focus areas:

Strengthening the Network of Domestic and International Partners Focused on Interdiction

This line of effort includes working with international partners; leveraging the capabilities of multi-agency, multi-jurisdiction task-force programs; and enhancing law-enforcement capacity through information sharing and collaboration.

Countering Criminal Drug Trafficking Networks

This line of effort includes activities focused on disrupting, dismantling, and defeating drug traffickers and their supply chains; interrupting the financial activities of drug traffickers; and disrupting and dismantling illicit drug production infrastructure.

Targeting Specific Drug Transportation Routes and Delivery Modalities

This line of effort includes actions to combat illicit Internet drug sales; to focus Federal Government efforts against illicit drug delivery through the mail and express consignment networks; and to interdict flow of illicit drugs across physical borders into the United States.

These three focus areas are not hierarchical; instead, the focus areas are complementary and, when addressed equally, will create synergistic results across all geographic regions.



Strategic Assumptions

The *Plan* requires NDCPAs, along with other relevant Federal agencies and departments, to develop and coordinate their counterdrug efforts to maximize the effectiveness of interdictions in support of the Biden-Harris Administration's supply reduction priority. To support that, the *Plan* makes several key assumptions:

- Reducing the supply of illicit drugs in the United States by disrupting the illicit drug supply chain will relieve pressure on our public health efforts, allowing our historic effort to prevent drug use and increase access to evidence-based treatment, harm reduction, and recovery support services to take hold, and increasing the potential for sustainable success over time.
- Aggressive and versatile TCOs will respond to sustained pressure placed upon them by disruption, dismantlement, interdiction efforts, and judicial/prosecutorial efforts, and will adapt their production and trafficking methods to minimize risk and maximize profit.
- TCOs are vulnerable to interdiction efforts by United States and partner nations at all points along their transportation and delivery routes.
- Interdiction of illicit drugs, drug proceeds, and weapons disrupts and degrades the ability of TCOs to deliver illicit drugs and profit from them.
- Interdictions directly support coordinated multi-agency, multi-jurisdiction criminal enterprise investigations and prosecutions, which are the most effective means to disrupt and dismantle TCOs.
- Fulsome and appropriate information and intelligence sharing among and between the NDCPAs, other relevant agencies and departments, and foreign partners will maximize the effectiveness of our collective interdiction efforts.
- The United States and like-minded states will continue to work in partnership to enhance interdiction operations through extensive law enforcement collaboration, including risk assessment and analysis, incident management, and coordinated messaging.
- Drug interdictions and drug seizures achieve maximum value when leveraged as steps in a process to develop enterprise investigations that will ultimately disrupt, dismantle, and defeat drug traffickers and their supply chains. This is because, historically, TCO transportation routes, delivery modalities, and operating capabilities have demonstrated a collective capacity to adapt to the quantity of drugs seized by law enforcement.

Plan Implementation

The *Plan* is not intended to list every activity the Federal Government and key stakeholders must enact to achieve the strategic objectives. Rather, it articulates the Administration's priorities for the interdiction of illicit drugs, illicit drug proceeds, and stopping the flow of the weapons used to facilitate drug trafficking. The *Plan* provides the strategic guidance NDCPAs and other Federal departments and agencies require to develop their own interdiction plans and strategies. Further, the *Plan* ensures that programming and resource decisions about the allocation of Federal drug



control funds and resources are made in a manner that is consistent with Administration's priorities.

In constructing counterdrug plans and strategies that address emerging and changing drug threats, NDCPAs' counterdrug plans should leverage their complete authorities to maximize the performance and effectiveness of existing capabilities, and to develop additional capabilities to drive effective and coordinated judicial and non-judicial interdiction outcomes. Each plan shall give priority to disrupting and dismantling those TCOs identified through existing processes, such as the Consolidated Priority Organization Target (CPOT) list and the Regional Priority Organization Target (RPOT) list, as presenting the most significant drug trafficking threats to the United States, and their efforts shall support this priority and judicial outcomes. As part of their plans, NDCPAs and departments shall also identify gaps in capabilities and resource requirements needed for them to fully support the Biden-Harris Administration's *Strategy* and supply reduction mission. Resource requirements needed to address identified gaps should be submitted for consideration through the President's budget development process.

To support the Biden-Harris Administration's supply reduction mandate, the *Plan* guides interdiction efforts in a geographically layered and interconnected approach. The interdiction mission is executed with international partners beyond the borders of the United States; as we work to seize or destroy drugs, precursor chemicals, and the pill presses, encapsulating machines, die molds, spare parts, and other equipment required in illicit drug production, in source countries; during transit; and in our physical border regions by domestic agencies and cross-border partner nations. Inside our borders, Federal, State, local, Tribal, and territorial law enforcement agencies interdict illicit and dangerous drugs, drug proceeds, precursor chemicals, and weapons every day. Accordingly, the *Plan* guides interdiction efforts in the following geographic areas of operation: Beyond the Borders, The Border Regions, and Inside the Borders.

Beyond the Borders

Strengthening the Network of Domestic and International Partners Focused on Interdiction (HIDTA, State, Treasury, DOD, DOJ, DHS, USPIS)

For decades, the United States has developed strong counterdrug relationships with our partner nations in the Western Hemisphere. Recent trends indicate similar partnerships are needed elsewhere because synthetic opioids produced in Mexico, which are using precursor chemicals sourced from Asia, have emerged as the most lethal illicit drug threat to Americans. Precursor chemicals produced primarily in China are imported into Mexico to produce synthetic opioids and methamphetamine. Additionally, China has emerged as a main source country of pill presses, encapsulating machines, and die molds used for the pressing of illicit opioids into pill form. Accordingly, as we maintain and strengthen our relationships with our partners in the Americas, the United States must also continue to strengthen our counterdrug relationships with China and other source countries for opioids and precursor chemicals.

Partner nation efforts are vital to eliminating the illicit trafficking that threatens the Western Hemisphere. Building and reinforcing successful programs and partnerships will continue to be paramount for operations beyond the border. Federal Government efforts will focus on developing and supporting necessary partner-nation drug control, investigations, interdiction, and eradication capabilities, and will also focus upon expanding two-way information-sharing efforts with partner



nations and international organizations to support interdiction and eradication efforts. As Mexican TCOs continue to refine their synthetic opioid production capabilities, and Mexico increasingly becomes the dominant source country for synthetic opioids, we must strengthen our interdiction network's ability to identify and interdict shipments of precursor chemicals from Asia to Mexico. Diplomatic efforts will also aim to build the capabilities to investigate and prosecute crimes to disrupt drug trafficking and criminal recidivism. These efforts shall focus on partnerships with nations that are aligned with United States counterdrug interests, and that focus on those drug trafficking networks that transport illicit and dangerous drugs to the United States. NDCPAs shall continue to work with Federal multi-agency law enforcement task force programs and our joint interagency task forces to appropriately expand collaboration with international partners through coordinated operations to improve priority targeting and to maximize the impact of interdictions on the TCOs that transport drugs to the United States. NDCPAs shall continue to develop evidence collection and analysis capabilities to effectively integrate evidence from interdiction events to support coordinated enterprise investigations and prosecutions of TCOs. Diplomatic efforts will continue to ensure our international partners collect and share this evidence to support Federal cases, as well as investigate and prosecute drug trafficking. Additionally, Federal departments and agencies shall explore and develop technologies and invest in equipment to enhance our ability and capacity to detect and identify drugs, and to enhance our ability to monitor drug shipments for interdiction.

Countering Criminal Drug Trafficking Networks (HIDTA, State, Treasury, DOD, DOJ, DHS, USPIS)

TCOs not only threaten the safety, health, and security of the United States, but also present both real and continuous threats to our international partners. The Federal Government will continue to work with international partners in source countries and in the global commons to maximize interdiction efforts. Continued efforts with international partners to eradicate illicit drug crops and dismantle illicit drug laboratories, interdict illicit drugs, precursor chemicals, drug proceeds, and weapons, and the implementation of comprehensive security and alternative development programs will degrade drug traffickers' ability to supply illicit drug markets inside the United States. Diplomatic efforts shall continue to focus on encouraging partner nations to fight the corruption that facilitates drug trafficking and assisting partner nations to build their own capacity to interdict drugs and precursor chemicals, to seize drug proceeds, to collect and share evidence and intelligence with United States Government agencies, and to successfully prosecute drug traffickers.

NDCPAs and other relevant Federal agencies and departments shall continue to work with established Federal multi-agency task force programs and joint interagency task forces to expand and improve information-sharing to connect interdiction events more rapidly to criminal enterprise investigations and to leverage all sources of information to inform the interdiction targeting process. Interdiction of bulk currency, in conjunction with financial investigations of drug money laundering networks, disrupts the financial activities of drug traffickers and shall be part of NDCPA interdiction strategies and plans. The pursuit of TCO financiers in money laundering investigations in accordance with anti-money laundering laws and in conjunction with Federal multi-agency task force programs and joint interagency task forces disrupts and dismantles illicit financial networks, degrading TCOs. NDCPAs shall continue to investigate and



target the international movement of digital assets and other emerging methods of value transfer used by drug traffickers.

NDCPAs have an enormous capability to attack the illicit finance structures that support the global drug trade and perpetuate the TCOs cycle of corruption and influence. The present framework is formed predominately by the 1970 Bank Secrecy Act (BSA), the 2020 Anti-Money Laundering Act (AMLA 2020), and the Executive Order *Imposing Sanctions on Foreign Persons Involved in the Global Illicit Drug Trade*. The capabilities and authorities these laws and EOs provide should be applied in the broadest sense possible, to disrupt not just the illicit proceeds attained through illicit drug trafficking, but also to deny TCOs the operating capital that sustains their activities. This will maximize our impact across the TCOs' spectrum of capabilities and degrade their sustained ability to manufacture and traffic drugs into the United States. By denying TCOs and their enablers operating capital, we reduce their capacity to procure precursor chemicals and production machinery, exert corruptive influence, and invest the liquid funds necessary to produce synthetic opioids and physically traffic them across our borders.

Targeting Specific Drug Transportation Routes and Delivery Modalities (HIDTA, State, DOD, DOJ, DHS, USPIS)

TCOs oversee the production of illicit drugs outside the United States and transport them from their source countries to regions near our borders. TCOs use a variety of modalities including air and maritime freight to bring precursor chemicals, ingredients, and the machinery required to press illicit drugs into pill form into Mexico to manufacture illicit synthetic drugs like fentanyl and methamphetamine. From South America, TCOs use maritime and air routes to transport bulk quantities of cocaine to the United States or to transshipment points in Mexico, Central America, or the Caribbean. Mexican TCOs use land and air routes along our southwest border, and sea routes in the eastern Pacific and Caribbean to traffic these deadly drugs into the United States, largely through ports of entry. From Mexico, Asia, Europe, and elsewhere around the globe, TCOs and individual sellers use the Internet and mail and express consignment delivery systems to smuggle illicit synthetic drugs to the United States.

Maritime and air interdiction agencies shall continue to work with established task forces and with our international partners to detect, monitor, and interdict drug loads, precursor chemicals, pill press machinery, and pill press parts bound for the United States. Emphasis shall be placed on developing capabilities to monitor commercial and containerized shipping to identify illicit drug, precursor chemical, and pill press and pill press part shipments for interdiction. The integration of containerized shipping data into established multi-agency fusion centers and joint interagency task forces data centers shall be established to further enhance our ability to identify and interdict drug loads and investigate the connected TCOs. NDCPAs shall continue to develop and employ new and improved technologies to detect and monitor the movement of illicit drugs, precursor chemicals, weapons, and illicit proceeds, and shall consult with stakeholders to coordinate interdiction efforts with international partners. Capitalizing on improved intelligence cueing to interdict traffickers in the maritime domain and seize illicit drugs linked to TCOs also requires deployment of sufficient ships and aircraft. Accordingly, department and agencies possessing these assets should seek opportunities to enhance engagement in maritime interdiction activities.

The use of the Internet to market, order, and pay for drugs is a significant threat. Domestic drug dealers order synthetic and other dangerous drugs from foreign sources, and in turn, sell the illicit goods online to domestic drug users from the privacy of their homes, using mail or express



consignment services for distribution. NDCPAs shall continue to develop and improve technological capabilities to investigate and exploit Internet drug trafficking and money laundering networks. United States diplomatic efforts shall focus on expanding law enforcement cooperation with China and other source and transshipment countries to identify traffickers that use the Internet and to share law enforcement and intelligence information to identify and interdict drug shipments in the international mail and express consignment systems before they reach the United States.

The Border Regions

Strengthening the Network of Domestic and International Partners Focused on Interdiction and on Law Enforcement Counterdrug Efforts (HIDTA, State, Treasury, DOD, DOJ, DHS, USPIS)

The United States will continue to focus its diplomatic efforts with Mexico and Canada to strengthen our partnerships and expand our ability to conduct coordinated interdictions that maximize the disruptive effects on the drug trafficking operations of TCOs. Diplomatic efforts will also focus on developing and supporting partner nation interdiction and eradication capabilities, as well as expanding information-sharing efforts with partner nations and international organizations in support of identification, investigation, interdiction, eradication, and prosecution efforts. NDCPAs shall leverage participation in multi-agency, multi-jurisdiction task force programs to facilitate and expand information-sharing between and among themselves, with our border nation partners, and with domestic State, local, and Tribal agencies. Timely analysis and integration of evidence and information from border interdiction events into investigative efforts shall expand criminal enterprise investigations of TCOs and maximize their disruptive effects. Diplomatic efforts will continue to ensure our international partners collect and share this evidence to support United States cases as well as investigate and prosecute drug trafficking. Fulsome and timely information-sharing shall also facilitate targeted interdictions from evidence and leads obtained from enterprise investigations.

NDCPAs shall develop and leverage technologies to improve drug detection and identification capabilities at our borders and ports of entry. Federal agencies shall work together to identify and share existing technologies that may be leveraged to support the counterdrug interdiction mission set forth in the *Strategy* and this *Plan*. The development and use of new technologies, along with physical barriers and the coordinated detection, interdiction, and investigative efforts, shall be elements of the drug interdiction plans.

Countering Criminal Drug Trafficking Networks (HIDTA, State, Treasury, DOD, DOJ, DHS, USPIS, NGB)

The United States will continue to work with the governments of Mexico and Canada to combat those TCOs that threaten the mutual safety and security of our Nations. Cocaine, heroin, and synthetic drugs cross our Southwest Border for distribution inside the United States, and some of those drugs are transshipped through the United States and smuggled across the Northern Border into Canada. Precursor chemicals, weapons, and illicit proceeds, in the form of bulk currency, are smuggled from the United States across the Southwest Border into Mexico. On the Northern Border, bulk currency, and synthetic drugs cross into the United States.



Mexican TCOs pose the dominant drug threat to the United States, as they move cocaine, heroin, methamphetamine, and synthetic opioids across the Southwest Border into the United States.^v Mexican TCOs have networks that reach across the United States to supply local drug dealers and gangs located throughout the nation. Moreover, Mexican TCOs supply cocaine and methamphetamine to criminal biker gangs in Canada. Asian drug trafficking networks that operate in Canada also smuggle synthetic drugs into the United States across the Northern Border. To effectively interrupt drug traffickers' supply chains, NDCPAs' border interdiction efforts will focus on both inbound and outbound contraband. Interdiction of illicit drugs and precursor chemicals directly impact traffickers' supply chains. Additionally, interdiction efforts will focus on seizing parts, subassemblies, or fully assembled weapons, particularly those smuggled south across the border to Mexico; pill presses; and other instruments of drug production to disrupt the infrastructure of TCOs. Interdiction efforts will also target bulk currency and trade-based money-laundering shipments to disrupt traffickers' financial activities. NDCPAs shall continue to participate in multi-agency, multi-jurisdiction task force programs to fully share information from, and between, interdiction and investigation agencies. NDCPAs shall make every effort to link border interdictions to enterprise investigations as quickly as possible to further disrupt illicit trafficking networks.

Targeting Specific Drug Transportation Routes and Delivery Modalities (HIDTA, DOD, DOJ, DHS, NGB, USPIS)

As required by Congress, three border-specific strategies further guide Federal interdiction efforts in their defined border regions. The *Southwest Border Counternarcotics Strategy*, the *Northern Border Counternarcotics Strategy*, and the *Caribbean Border Counternarcotics Strategy* provide more focused strategic guidance regarding interdiction efforts along our shared borders and maritime pathways. These strategies are nested under this *Plan* and the *Strategy*, and they further guide our border and maritime efforts in support of the Administration's supply reduction priorities. The individual border strategies address specific challenges presented by the different borders, such as underground tunnels at the Southwest Border and cross-border Tribal lands at the Northern Border. The *Caribbean Border Counternarcotics Strategy*, addresses the specific interdiction and law enforcement challenges presented by TCOs exploiting sea and air smuggling routes in the Caribbean Sea and Gulf of Mexico.

Inside the Borders

Strengthening the Network of Domestic Partners Focused on Interdiction (HIDTA, Treasury, DOD, DOJ, DOI, USDA, DHS, USPIS)

No single department, or agency possesses all the authorities or capabilities needed to defeat TCOs. State, territorial, local, and Tribal agencies are the predominant interdictors inside our borders, while Federal agencies are the primary investigators of TCOs. Accordingly, to combat drug trafficking networks that operate criminal enterprises across international and domestic jurisdictions, the Federal Government will leverage multi-agency task forces that can also operate across Federal, State, territorial, local, and Tribal jurisdictions. Such task forces integrate the different authorities and capabilities of multiple agencies into a coordinated effort to defeat poly-crime drug trafficking networks, and they facilitate the sharing of information, evidence, and



intelligence among and between law enforcement and other government agencies. To achieve the maximum effect from our interdiction efforts, the Administration will leverage multi-agency, multi-jurisdiction task force programs to investigate and prosecute drug traffickers following interdictions and to facilitate the sharing of evidence and information derived from such events.

Successful interdiction of illicit drugs, illicit proceeds, and weapons requires building the tools, relationships, and capacity to address a constantly evolving set of criminal networks that adapt their methods, change their tactics and techniques, and employ new technologies to avoid detection, interdiction, arrest, and prosecution. Law enforcement capacity cannot be static in a dynamic drug threat environment. Accordingly, agencies shall improve information- and intelligence-sharing with State, territorial, local, and Tribal partners to target illicit drugs, precursor chemicals, illicit proceeds, and weapons for interdiction and to maximize the collection of evidence for use in prosecution. NDCPAs shall develop or adopt advanced drug detection technologies to be shared with domestic agency partners. Multi-agency, multi-jurisdiction task force programs shall leverage their governance structures and resourcing capabilities to link and empower State, territorial, local, and Tribal authorities to coordinate their enforcement efforts; to work as part of Federal task force teams; and to interdict drugs, bulk currency, and weapons. Federal law enforcement grant programs that fund counterdrug efforts shall require State, territorial, local, and Tribal grant recipients to appropriately share interdiction and investigation information with multi-agency, multi-jurisdiction task force programs. Additionally, NDCPAs should increase their cooperation with the international and domestic private sectors to build awareness and support for preventing the exploitation of their enterprises by TCOs.

Countering Criminal Drug Trafficking Networks (HIDTA, Treasury, DOD, DOJ, DHS, NGB, USPIS)

TCOs operate for profit, and they employ production, transportation, distribution, and money laundering networks to realize their profits. These networks extend inside our borders, distributing dangerous drugs throughout the United States. State, territorial, local, and Tribal law enforcement are the front-line interdiction agencies that seize most of the dangerous drugs that are domestically interdicted. Since most dangerous drugs are manufactured outside the United States, it is imperative that State, territorial, local, and Tribal interdictions be linked as quickly as possible to criminal enterprise investigations of priority TCO drug threats to the United States. Accordingly, NDCPAs, and other relevant Federal departments and agencies, shall strengthen and establish information-sharing protocols with State, territorial, local, and Tribal agencies. Multi-agency, multi-jurisdiction task force programs shall be leveraged to facilitate expanded information-sharing between interdiction and investigation agencies.

From the smuggling of bulk currency generated from retail sales to the use of digital assets and complex money laundering schemes that use shell companies and numerous bank accounts, TCOs move illicit profits globally to buy product, supplies, and services and to pay conspirators. Interdiction of bulk currency plays an important role in limiting the ability of drug trafficking networks to resupply and operate, and Federal agencies shall focus their efforts on identifying bulk currency shipments for interdiction and linking bulk currency seizures to enterprise investigations. Detecting, degrading, and dismantling complex trade-based money laundering networks requires coordination and information-sharing from a multitude of entities including Federal, State, territorial, local, and Tribal law enforcement agencies along with partner-nation agencies. Synthetic drugs, such as opioids and methamphetamine, are vulnerable to the interdiction of



required precursor chemicals and equipment needed to manufacture them; however, interdiction efforts are further complicated when precursor chemicals and manufacturing equipment are dual-use and can have both licit and illicit applications. Preventing diversion and the interdiction of precursor chemicals, coupled with the dismantlement of the labs that produce illicit synthetic drugs, is a focus of the Administration's counter-production efforts. While most seizures of illicit substances within the United States are of finished drugs, some precursor chemicals are transshipped through the United States from source countries. NDCPAs shall interdict precursor chemical shipments and pill press machinery and parts destined for illicit drug production inside or outside the United States.

Targeting Specific Drug Transportation Routes and Delivery Modalities (HIDTA, DOJ, DOI, USDA, DHS, USPIS)

Drug traffickers exploit our highways, railways, and airspace, as well as our mail and express consignment systems inside the United States. State, territorial, local, and Tribal law enforcement authorities are the primary drug interdiction force inside our borders. Interdiction of lethal narcotics serves an important and separate public safety interest beyond the benefits that it provides to law enforcement activity. Drug traffickers sending deadly narcotics such as fentanyl through public and private carriers present a significant public safety hazard and potential national security risk. In addition, failing to interdict these narcotics allows drug traffickers to place addictive and harmful drugs into the hands of those using illicit drugs and, particularly in the case of opioids, potential overdose victims. Interdicting these drugs is therefore a key public safety goal for the United States. There is a concurrent law enforcement interest in linking interdicted drug, bulk currency, and weapons to criminal enterprise investigations to disrupt and dismantle TCOs as rapidly as possible. To accomplish this, Federal, State, territorial, and local governments shall strengthen existing information and evidence sharing efforts and agreements and, when no such efforts and agreements exist, initiate new efforts and agreements.

Adaptive criminal networks have exploited the Internet to sell and deliver dangerous drugs directly to American citizens. Buyers can order dangerous drugs on both the clear and dark web, pay for their orders through web transactions and the use of digital assets, and receive drug deliveries to their homes by the mail or express consignment services. Federal, State, territorial, and local agencies shall work together to target for interdiction those drug shipments delivered by parcel and mail services.

Agencies shall strengthen existing relationships and develop capabilities to conduct coordinated investigations of Internet drug sales and to disrupt and exploit the information of traffickers operating on the Internet. Partnerships with Federally funded research and development organizations, academia, and industry shall be leveraged in the effort to develop innovative technological solutions to the challenges posed by TCOs that change their tactics, techniques, and procedures to avoid interdiction and arrest.

Agency Response

Within 60 days of publication of the *Plan*, NDCPAs will be prepared to participate in a discussion with the Office of National Drug Control Policy (ONDCP) to:



- Describe efforts to establish, expand and strengthen information- and intelligence-sharing with multi-agency and multi-jurisdiction task force programs and State, territorial, local, and Tribal partners
- Describe participation in Federal multi-agency task force programs, joint inter-agency task forces and multi-jurisdictional task forces
- Identify gaps in capabilities and resources
- Describe the development, procurement, deployment and use of new technology for detecting or identifying illicit drugs, funds, or weapons
- Describe the extent to which agency interdiction efforts are linked to the greater whole-of-government effort to counter TOC.

Goals And Budget Projections

Goals

Because this *Plan* is nested under the *Strategy* and focuses on outlining a high-level approach rather than cataloguing all the key tasks and activities that organizations at the Federal, State, territorial, local, and Tribal levels must take to reduce the supply of illicit drugs through interdiction, it is important to employ some broad goals to guide the *Plan*'s implementation and ensure its alignment with the *Strategy*. This will ensure that the broader policies, priorities, and objectives of NDCPAs and interagency partners have taken to support the *Plan* are adequately aligned with the *Strategy*, and serve to identify where a refinement of the *Plan* may be necessary. The *Plan* directly supports the goal of reducing the supply of illicit substances into the United States. Assessing the sustained progress toward achieving those objectives, and realizing the related goals, is enabled by annual targets that will be continually assessed over a five-year period.¹

Projections for National Drug Control Program and Budget Priorities

The 2022 *Strategy* set policy goals and objectives for the Nation, along with associated performance measures and targets to achieve those goals and objectives. ONDCP considers the *Strategy*'s projections for policy priorities to be the budget priorities because they indicate to the NDCPAs what the Administration's long-term priorities are, and those agencies are expected to provide resources for those priorities over the course of the Administration. ONDCP's funding guidance also establishes the budget priorities—for the current and future years—for NDCPAs to meet the performance targets and achieve the policy goals and objectives of both the *Strategy* and the *Plan*.

¹ The *Strategy*'s accompanying *Performance Reporting System* contains each of the annual targets for each goal and a detailed description of how each was determined.



Budget and Performance Summary

The Fiscal Year (FY) 2023 Budget and Performance Summary was published in July 2022. The Budget Summary contains information on the President’s FY 2023 National Drug Control Budget, as well as the enacted and actual funding levels for FY 2022 and FY 2021, by NDCPAs and subordinate elements, as well as historical funding levels by function. The Budget Summary provides a description of each agency’s mission, program descriptions, and significant changes in the FY 2023 request compared to the FY 2022 enacted amount. The FY 2023 Budget Summary also contains details of each agency’s program performance metrics.

Conclusion

As a broad strategic document, this *Plan* does not enumerate every activity that NDCPAs, and other relevant Federal departments and agencies, must enact to achieve its strategic objectives. Agencies are empowered to create plans and strategies for the interdiction of illicit drugs and precursor chemicals, pill press and pill press parts, illicit drug proceeds, and weapons used to facilitate drug trafficking. Agencies counterdrug programming and resource allocation decisions shall be made in a manner that is consistent with the Administration’s priorities, the *Strategy*, and this *Plan*.



Endnotes

ⁱ Finklea, Kristin. *Illicit Drug Flows and Seizures in the United States: What Do We [Not] Know?*. Congressional Research Service. July 3, 2019. Available at <https://sgp.fas.org/crs/misc/R45812.pdf>, Accessed on June 24, 2022.

ⁱⁱ May C. *Transnational Crime and the Developing World*. Global Financial Integrity, March 2017. Available at https://secureservercdn.net/45.40.149.159/34n.8bd.myftpupload.com/wpcontent/uploads/2017/03/Transnational_Crime-final.pdf?time=1629315967. Accessed on August 19, 2021.

ⁱⁱⁱ U.S. Department of Justice Drug Enforcement Administration. 2020 National Drug Threat Assessment. March 2021; DEA-DCT-DIR-008-21.

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