



Functional Bureau Strategy

Bureau of International Narcotics and Law Enforcement Affairs

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1. Executive Statement

Mission

INL works to keep Americans safe by countering crime, illegal drugs, and instability abroad.

The Administration clearly identified transnational crime as a threat to public safety and national security, and committed through the National Security Strategy to pursue transnational threats to their source. The Administration's strategic approach recognizes that international security depends on the cooperation of strong, sovereign nations that respect the rights of their citizens while advancing safety and security. The Bureau of International Narcotics and Law Enforcement Affairs (INL) is at the forefront of responding to these challenges, uniting these overarching themes through our foreign assistance programs and diplomatic engagement.

Over the past 10 years, the drug landscape in the United States has shifted, with the opioid threat reaching epidemic levels and impacting every region of the United States. While the lethality of the current opioid crisis deservedly garners attention, cocaine overdoses are also increasing along with the availability of cocaine in the United States, and threats from methamphetamine and new psychoactive substances remain serious. Drug poisoning deaths are now the leading cause of injury death in America, outpacing deaths by motor vehicle crashes, suicide, and homicide.¹ Many of those drugs are produced overseas and trafficked into the United States by transnational criminal organizations (TCOs) and other malign actors who continuously adapt, leveraging emergent technologies and global interconnectedness to avoid detection or apprehension. The growth of the DarkNet and cryptocurrencies provide a stark example, as their development outpaces regulations and strains countries' abilities to adapt law enforcement strategies and resources to the landscape of cyber-enabled crime.

Drug trafficking and associated violence—including violence that drives irregular migration to the United States—are not the only threats to our homeland against which we must remain vigilant. Financial crime, cybercrime, and intellectual property theft cost the U.S. economy – including U.S. businesses and individual citizens – billions of dollars each year. Human smugglers and TCOs that traffic in people, weapons, wildlife and other contraband imperil the safety of the American people. We also see TCOs operating with hostile foreign powers. Our strategic competitors and rogue states skillfully operate below the threshold of

¹ Data from the U.S. Centers for Disease Control and Prevention (CDC), cited in the 2017 Drug Enforcement Administration (DEA) National Drug Threat Assessment.

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military conflict, challenging U.S. interests and leadership through new methods of influence and coercion.

TCOs, like terrorists, seek out ungoverned spaces and fragile countries with weak or corrupt institutions or otherwise facing crises of legitimacy where they can operate with relative impunity. Such instability also inhibits the growth of the rules-based international order that benefits U.S. security and economic interests. Regional instability can divert U.S. resources, and those of our partners, towards more immediate threats to the detriment of our long term strategic posture. Therefore, we need competent security and justice partners who can contribute to sustainable stability in strategically vital regions and build a global architecture to enable international cooperation to combat transnational threats. In the face of these global challenges, INL's expertise is in high demand.

INL's foreign assistance programs and diplomatic engagement are critical tools in advancing U.S. policy objectives. One of our greatest strengths is our flexibility to confront emerging challenges, but we can be most effective if we are strategic in how and where we engage to build partner nation capacity. Accordingly, this strategy sets up a framework for understanding how INL prioritizes foreign assistance and diplomatic engagement, which identifies three strategic goals and a fourth management goal to guide INL's efforts:

- 1. Disrupt or deter significant illicit drug trafficking and other transnational criminal activity that threatens U.S. national security, public safety, or drives irregular migration to the United States.**
- 2. Reduce instability in strategically vital regions and strengthen the resilience of partners facing malign influence.**
- 3. Drive global action through international engagement that promotes interoperable criminal justice systems and common standards to combat shared criminal threats.**
- 4. Leverage talent, resources, and data-driven analysis to deliver efficient and effective programs in a safe and secure manner that demonstrate results.**

INL strengthens the criminal justice sector capacities of our partners and allies to manage transnational threats more effectively before they reach U.S. borders or impact U.S. interests. Our work promotes U.S. leadership by advancing a rules- and norms-based international order grounded in rule of law. We lead U.S. government efforts to develop new, and implement existing, international standards on drug supply and drug demand reduction and against corruption and organized crime. We draw from the widest range of U.S. expertise in our implementation of criminal justice capacity-building programs, and through our promotion of international cooperation, common standards, and interoperability, our work contributes to

effective investigations of crimes. We work closely with U.S. law enforcement agencies to develop and deliver both foundational skills and advanced skills ranging from basic police training to complex cybercrime and money laundering investigative techniques. This work enhances critical relationships between U.S. law enforcement entities and their foreign counterparts. We deliver security through justice.

2. Bureau Strategic Framework

Goal 1 – Disrupt or deter significant illicit drug trafficking and other transnational criminal activity that threatens U.S. national security, public safety, or drives irregular migration to the United States.

Objective 1.1 – Reduce the production and trafficking of illicit opioids, cocaine, and other illicit narcotics and their precursors into the United States.

Objective 1.2 – Defeat illicit drug trafficking and other transnational criminal networks that directly threaten the United States and deprive them of enabling means.

Objective 1.3 – Build criminal justice system capacity to address underlying crime, corruption, and institutional weakness that facilitate TOC and drive irregular migration to the United States.

Objective 1.4 – Enhance shared security by increasing operational capacity to conduct effective land, air, and maritime border management in the Western Hemisphere.

Goal 2 – Reduce instability in strategically vital regions and strengthen the resilience of partners facing malign influence.

Objective 2.1 – Improve the capacity of vulnerable countries to deliver citizen security and maintain rule of law in order to prevent and address non-state, criminal, and terrorist threats to national and regional stability.

Objective 2.2 – Strengthen partnerships to counter Russian and Chinese aggression and coercion by contributing to the maintenance of a rules-based international order.

Goal 3 – Drive global action through international engagement that promotes interoperable criminal justice systems and common standards to combat shared criminal threats.

Objective 3.1 – Build consensus and rally collective action and burden sharing to advance U.S. drug control, anti-crime, and anti-corruption priorities.

Objective 3.2 – Advance common standards and build capabilities that are interoperable with U.S. criminal justice systems and approaches.

Goal 4 (Management) – Leverage talent, resources, and data-driven analysis to deliver efficient and effective programs in a safe and secure manner that demonstrate results.

Objective 4.1 (Management) – Increase the use of data to inform budget, program planning and design, and management decisions.

Objective 4.2 (Management) – Define, enhance, and acquire the necessary skills and competencies for the INL mission.

3. Goals and Objectives

Strategic Goal 1: Disrupt or deter significant illicit drug trafficking and other transnational criminal activity that threatens U.S. national security, public safety, or drives irregular migration to the United States.

a. Description and Linkages

INL activities that align to this goal are primarily focused on disrupting or deterring illicit drug trafficking and other transnational criminal activity that has a direct impact on the United States. In order to achieve sustainable long-term solutions to this security challenge, INL programs build specific operational capabilities of partner nations and strengthen their institutional capacity so they can accomplish their roles across the criminal justice continuum (police, courts, and corrections). While this goal is not exclusive to the Western Hemisphere, there is a particular focus on the hemisphere for INL due to the direct threats to the homeland and the shared security priorities resulting from geographic proximity. Significant transnational criminal activity and illicit drugs affecting the territorial United States emanates from, or transits through Mexico, Central America, South America, and/or the Caribbean. Since TCOs exploit corruption and weak governance in the Western Hemisphere, INL programs aligned under this goal also address the underlying causes of instability as an enabling factor of transnational crime and driver of irregular migration to the United States. The determinative factor in aligning a program to this goal is whether it primarily addresses a direct threat to U.S. national security, public safety, or a driver of irregular migration to the United States.

This goal directly supports the FY2018-2022 State-USAID Joint Strategic Plan (JSP) Goal 1, Protect America's Security at Home and Abroad (Strategic Objectives 1.3 and 1.5). It also supports JSP Goal 3, Promote American Leadership through Balanced Engagement (Strategic Objective 3.2).

Objective 1.1: Reduce the production and trafficking of illicit opioids, cocaine, and other illicit narcotics and their precursors into the United States.

a. Justification

Reducing illicit drug availability is an important component of a multifaceted effort to address drug abuse issues in the United States and supports the National Drug Control Strategy and the Integrated Strategic Framework to Reduce Illicit Drug Availability in the United States. INL programs build partner capacity to identify and attack vulnerabilities at each level of the international supply chain (production, packaging, transport). The emergence of synthetic

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drugs, new psychoactive substances, and new modalities such as internet sales requires innovative efforts to identify and disrupt illicit supply chains. INL prioritizes efforts to reduce the supply of illicit opioids (including synthetic opioids) and cocaine due to the demonstrated negative impact these drugs have on American lives, though this focus does not exclude counternarcotics efforts aimed at combating other illicit substances. Sub-objectives focused on particular substances reflect our view that each substance has distinct supply chains presenting different vulnerabilities. Some INL activities may link to multiple sub-objectives, while others may target supply chains associated with a certain illicit substance. Many activities in this objective are closely associated with, and reinforced by, objectives in Goal 3.

Objective 1.2: Defeat illicit drug trafficking and other transnational criminal networks that directly threaten the United States and deprive them of enabling means.

a. Justification

Building effective foreign capacity to counter illicit drug trafficking and other transnational crime is an essential element in supporting E.O. 13773. While many TCOs are poly-drug and poly-crime, INL prioritizes disrupting drug trafficking organizations (DTO) involved in supplying heroin, cocaine, and synthetic opioids to the United States. Criminal networks that cause disruptions in Central America also require attention given the impact of irregular migration on the United States. Defeating these networks involves disrupting their operations as well as their financing. INL programs support competent partners capable of identifying and addressing transnational criminal activities occurring within their jurisdiction and who are able to work alongside or in support of joint investigations or cases with a U.S. nexus. This strategy includes building operational and institutional capacity to investigate, arrest, and prosecute key personnel, as well as to counter facilitative crimes and deny illicit revenues through asset forfeiture. This objective also includes technical assistance to establish legal frameworks or other authorizing legislation necessary to facilitate international cooperation to combat TCOs and their enabling means. This includes efforts to address cyber-enabled criminal activity. It does not include activities to combat all global TOC, but focuses on those TOC activities that directly and significantly threaten U.S. national security or public safety, including human smuggling, and trafficking in humans, weapons, and other contraband. This objective may include activities focused on developing specialized legal frameworks, combating transnational criminal or gang activity in prisons, special investigative or prosecutorial functions, and other targeted interventions but not general capacity building or professionalization activities.

Objective 1.3: Build criminal justice system capacity to address underlying crime, corruption, and institutional weakness that facilitate TOC and drive irregular migration to the United States.

a. Justification

Weak security institutions, combined with pervasive corruption and impunity, provide breeding grounds for transnational criminal and gang activity. Support for institutional reforms to professionalize law enforcement, justice, and corrections services, strengthen rule of law, and encourage a culture of citizen lawfulness are necessary to sustain progress toward this strategic goal. Without interventions to address the underlying causes, criminality will shift to new areas where governments have less authority. Under this objective INL programs enable partners to deliver criminal justice services transparently, efficiently, and effectively. This objective does not cover criminal justice capacity building globally, but those programs that address the underlying conditions that allow transnational criminal activity that threatens the United States to thrive.

Objective 1.4: Enhance shared security by increasing operational capacity to conduct effective land, air, and maritime border management in the Western Hemisphere.

a. Justification

Building partner capacity to manage borders and exchange information effectively throughout the Western Hemisphere strengthens U.S. border security by enabling partners to identify and intercept illicit goods or mala fide travelers before they reach the United States, while maintaining the secure flows of trade and people throughout the hemisphere. Effective border management relies on professional border enforcement personnel, technology, and infrastructure. Data analysis and information sharing further enables the identification of, and appropriate response to, current and emerging threats. Since many agencies are involved in border management, internal information sharing is an important component as well as facilitating bilateral or regional information sharing.

Strategic Goal 2: Reduce instability in strategically vital regions and strengthen the resilience of partners facing malign influence.

a. Description and Linkages

INL activities in alignment with this goal provide law enforcement and criminal justice assistance to U.S. strategic partners to mitigate risks associated with regional instability in South and South East Asia, the Middle East, and Africa, or build resilience against malign

influence from revisionist powers such as Russia and China. Unstable governments, or governments corrupted at senior levels, can neither be trusted to act as reliable partners of the United States, nor as responsible stakeholders in the international community. TCOs, terrorists, and their facilitators exploit instability or intentionally weaken governance, to the detriment of U.S. national security and foreign policy interests. Furthermore, transnational criminal activity often supports or enables hostile foreign powers, both materially and financially. INL engages selectively in fragile states and conflict-affected areas, while recognizing that sustainable stability is ultimately reliant on legitimate criminal justice actors that can provide basic security and uphold rule of law. INL programs also provide an important non-military element to the U.S. security cooperation relationship with key partners. In the strategic competition for influence, law enforcement cooperation is an important component of the United States' broader approach to remaining a security partner of choice. The determinative factor in aligning programs to this goal is whether the primary justification for the program is to contribute to regional stability or counter malign influence from our strategic competitors or adversaries.

This goal directly supports with the FY2018-2022 State-USAID Joint Strategic Plan (JSP) Goal 1, Protect America's Security at Home and Abroad (Strategic Objectives 1.2, 1.3 and 1.4). It also supports JSP Goal 3, Promote American Leadership through Balanced Engagement (Strategic Objectives 3.1 and 3.2).

Objective 2.1: Improve the capacity of vulnerable countries to deliver citizen security and maintain rule of law in order to prevent and address non-state, criminal, and terrorist threats to national and regional stability.

a. Justification

The United States has an enduring interest in promoting regional stability since instability impedes a wide variety of national interests, including our national security, diplomatic, economic, and development objectives. Criminal justice systems in many fragile states lack the capacity and the legitimacy to provide public order. Ungoverned/under-governed spaces and security vacuums are ripe for exploitation by criminals, terrorists (including state-sponsors of terrorism, such as Iran), and/or insurgents, compounding the challenges of fragility. Furthermore, when the criminal justice system lacks capacity or public trust, it can be replaced by non-state security mechanisms that contravene the rule of law or abuse human rights. Actions (or inaction) taken by the criminal justice system or its components can also be a driver of political instability or violent extremism if such actions are viewed as politically motivated, illegitimate, or abusive. While the drivers of instability vary

across regions, good governance can counteract these drivers by promoting rule of law. These capable criminal justice sector institutions can, in turn, be more effective partners for U.S. law enforcement. As one of the most visible apparatus of state power, effective and accountable law enforcement and justice services are an essential component of good governance and are essential to sustainable stability. Sub-objectives highlight key regions or other priority issues, though INL activities are not exclusive to those regions.

Objective 2.2: Strengthen partnerships to counter Russian and Chinese aggression and coercion by contributing to the maintenance of a rules-based international order.

a. Justification

The NSS identifies China and Russia as revisionist powers because they “challenge American power, influence, and interests” through their attempts to shift regional balances of power in their favor and discredit democratic institutions, including the rule of law. Independent and transparent criminal justice institutions are critical to upholding rule of law and combating corruption, particularly as our adversaries increasingly intertwine criminal and political ends, and exercise coercive power without resorting to overt, traditional military action. China’s challenges to international order manifest in their exploitation of instability to obtain African natural resources, and of maritime territorial disputes in the South China Sea manipulated for economic and political power. INL’s contribution to addressing these geopolitical challenges includes a particular focus on maritime security in Southeast Asia, and to offer a more long-term reform focused (and less transactional) approach in Africa. In Europe, Central Asia, and elsewhere, INL works to strengthen justice sector actors in order to counter Russia’s attempt to undermine democratic institutions in order to challenge U.S. power and influence. INL assistance builds resilience against challenges to the democratic norms of rule of law, both within countries and in deterring territorial incursions that have the potential escalate into regional disputes or confrontations. INL activities aligned with this objective will build partner capacity to combat organized crime, illicit financing, and corruption that facilitates malign influence and coercion. Activities also contribute to a broader portfolio of U.S. security cooperation with key partners and allies.

Strategic Goal 3: Drive global action through international engagement that promotes interoperable criminal justice systems and common standards to combat shared criminal threats.

a. Description and Linkages

INL activities that align to this goal are cross-cutting in nature, meaning that they both support strategic outcomes aligned with Goals 1 and 2, but they primarily contribute to promoting U.S. leadership in a competitive international system. This, in turn, supports the NSS third pillar, to Preserve Peace through Strength. The United States is best able to respond to transnational criminal challenges when there is a global architecture in place that supports U.S. approaches to identifying threats, and promotes sharing of burdens through international cooperation. Interoperability of systems (e.g., biometric data collection systems that integrate with U.S. systems) and approaches (e.g., documenting chain of custody of evidence so it is admissible under U.S. law, addressing illicit narcotics from both supply and demand perspectives) is essential to international cooperation that advances U.S. interests. Application of these systems and approaches also contribute to our partners' ability to address transnational criminal challenges more effectively, in addition to enhancing their ability to address domestic criminal challenges. INL activities that align to this goal will primarily be global or multilateral in nature, though some bilateral activities will support this goal even as their primary linkage is to Goal 1 or 2.

This goal directly supports with the FY2018-2022 State-USAID Joint Strategic Plan (JSP) Goal 3, Promote American Leadership through Balanced Engagement (Strategic Objectives 3.2). It also supports JSP Goal 1, Protect America's Security at Home and Abroad (Strategic Objective 1.2, 1.3, 1.4, and 1.5).

Objective 3.1: Build consensus and rally collective action and burden sharing to advance U.S. drug control, anti-crime, and anti-corruption priorities.

a. Justification

By leading efforts to develop global drug control and anti-crime standards and norms, INL promotes international cooperation that advances U.S. interests more effectively in matters of transnational organized crime, corruption, and criminal justice. For example, INL leads efforts to persuade multilateral bodies and international organizations to adopt narcotics control measures that address our top counternarcotics priorities, which enables our partners to share the burden of these transnational threats. INL also supports the delivery of training and technical assistance that supports the UN Convention Against Corruption, the World Trade

Organization (WTO) Agreement on Aspects of Trade Related Intellectual Property, and the Council of Europe Convention on Cybercrime.

Objective 3.2: Advance common standards and build capabilities that are interoperable with U.S. criminal justice systems and approaches.

a. Justification

International cooperation is more effective when partners have foundational capability levels and common approaches. INL advances international standards and encourages partners to pursue accreditation from certifying bodies, when appropriate and applicable. While accreditation requires a multi-year investment from both INL and the partner country, it can incentivize other institutional reforms such as budget planning and human resource management in order to maintain accreditation. Furthermore, having a common approach to criminal justice issues—such as promoting evidence-based investigations, encouraging the participation of women in criminal justice professions, or addressing drug demand in addition to supply-side interventions—enables our partners to address criminal challenges more effectively.

4. Management Goal

Strategic Goal 4 (Management): Leverage talent, resources, and data-driven analysis to deliver efficient and effective programs in a safe and secure manner that demonstrate results.

a. Description and Linkages

Foreign assistance programs increasingly need to demonstrate their efficiency and impact. These demand signals emanate from both within the Administration and from Congress, which includes legislative requirements, such as the [Foreign Aid Transparency and Accountability Act of 2016](#) and the [Program Management Improvement Accountability Act of 2015](#). INL has actively fostered a culture of program management that will continue to be strengthened, ensuring the programs we develop are not only well-designed, but designed to advance strategic objectives. We will build on prior efforts to improve oversight of INL-funded projects by implementing policies grounded in best practices for program design and performance management, and incorporating risk analysis and management practices. We will expand data-driven analysis and use it to inform program management and resourcing decisions, though the ultimate impact of INL assistance is frequently reliant on factors outside

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our control. We will continue to respond to new requirements, and ensure that training and talent management receives the attention it deserves as an integral component of the success of INL programs and engagement worldwide. This strategy includes active management of our human capital to optimize resources to meet mission requirements.

This goal directly supports with the FY2018-2022 State-USAID Joint Strategic Plan (JSP) Goal 4, Ensure Effectiveness and Accountability to the American Taxpayer (Strategic Objectives 4.1, 4.2, 4.3, and 4.4).

Objective 4.1 (Management): Increase the use of data to inform budget, program planning and design, and management decisions.

a. Justification

INL will continue to make progress in strengthening program planning and design, with a particular focus on increasing the use of data to inform program and management decisions. In order to do this, INL programs and projects must be developed with a specific and sustainable end-state in mind, designed around a theory of change, and with sufficient flexibility to make necessary adjustments during implementation to achieve intended results. We will build on prior efforts to improve oversight of INL-funded projects by regularizing INL's approach to performance management in order to ensure that data is available to inform decisions ranging from the level of project and program management up to Bureau-level resource management. This will further the incorporation of performance data as one of the inputs that informs the Bureau resource decision-making of our Front Office. We will measure the return on investment of the U.S. taxpayer dollars, but recognize that the ultimate impact of INL assistance is frequently reliant on factors outside our control and also has important diplomatic and foreign policy objectives. We will consider all risk associated with our programs, especially the safety and security of our staff. Additionally, monitoring efforts are often constrained by the availability of reliable data.

Objective 4.2 (Management): Define, enhance, and acquire the necessary skills and competencies for the INL mission.

a. Justification

Training and talent management is an integral component of the success of INL programs worldwide. INL will continue to define and evaluate critical skills and competencies for the INL workforce and provide and support necessary individualized training, in accordance with Federal and Department standards. The Bureau will focus on INL-centric training that is closely associated with administering and managing the Bureau's foreign assistance effectively and efficiently in order to meet the needs of both domestic and overseas program officers.