

THE WHITE HOUSE  
WASHINGTON

November 3, 1993

PRESIDENTIAL DECISION DIRECTIVE/NSC-14

MEMORANDUM FOR THE VICE PRESIDENT  
 THE SECRETARY OF STATE  
 THE SECRETARY OF THE TREASURY  
 THE SECRETARY OF DEFENSE  
 THE ATTORNEY GENERAL  
 THE SECRETARY OF TRANSPORTATION  
 DIRECTOR OF THE OFFICE OF MANAGEMENT AND BUDGET  
 CHIEF OF STAFF TO THE PRESIDENT  
 DIRECTOR OF NATIONAL DRUG CONTROL POLICY  
 ASSISTANT TO THE PRESIDENT FOR NATIONAL  
 SECURITY AFFAIRS  
 DIRECTOR OF CENTRAL INTELLIGENCE  
 CHAIRMAN OF THE JOINT CHIEFS OF STAFF  
 ADMINISTRATOR OF THE AGENCY FOR INTERNATIONAL  
 DEVELOPMENT  
 ADMINISTRATOR OF DRUG ENFORCEMENT  
 COMMISSIONER OF THE UNITED STATES CUSTOMS SERVICE  
 COMMANDANT OF THE UNITED STATES COAST GUARD

SUBJECT: U.S. Policy on International Counternarcotics in  
the Western Hemisphere (U)

The scourge of illegal narcotics is severely damaging the social fabric of our society and those of many other nations, including those where the drugs are grown and processed. (U)

Thus, the United States will treat as a serious national security threat the operations of international criminal narcotics syndicates, requiring an extraordinary and coordinated response by civilian and military agencies engaged in national security. We will act unilaterally and in concert with other nations to implement an international strategy that is fully integrated into our overall national drug strategy. We must provide leadership, moral and financial support and material technical assistance to states that have the political will to confront this serious threat to democracy, safety and health. (U)

**Role in Foreign Policy**

International narcotics control is a major foreign policy objective of the United States. The Secretary of State shall insure that our ambassadors, particularly in drug source, transit



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and money laundering countries, place a high priority on counter-narcotics policy and programs. (U)

Counternarcotics programs are fundamentally essential to strengthening democratic institutions and defending them against one of the most insidious threats to representative government, free market economies, human rights and environmental protection. (U)

### Redirection in Policy

Having reviewed our past policies and programs, I am hereby directing a change in emphasis from the past concentration largely on efforts to stop narcotics shipments to a more evenly distributed effort across three programs:

o Assisting Institutions in Other Nations: In those nations that demonstrate the political will to fight the narcotics syndicates, we should expand our programs to assist them in the creation and strengthening of their own institutions to defeat the narcotics threat. This effort will include assistance to judicial and police systems, indigenous interdiction, and cooperative programs to deal with narcotics leadership, money laundering, and chemical precursors. (C)

The most effective long-term solution to the problem of narcotics production and trafficking has been shown to be broad-based economic growth with equity. Such growth will generate legitimate alternative employment and income opportunities to replace narcotics-related occupations and enterprises throughout the national economy. Efforts will include both targeted development within the coca-growing areas, as well as outside the drug-growing areas, and will encompass social sector activities targeted on the poor. The U.S. Government will pursue a program of sustainable development aimed at meeting these goals and leading to broad-based economic growth with equity and democratic institution-building. Where necessary, we will support eradication of illicit crops, in collaboration with host nations and other international donors. (C)

We will continue diplomatic, public awareness, demand reduction, and other low-cost efforts to strengthen the political will to combat trafficking in key countries where that commitment is weak. (C)

o Destroying Narco-Trafficking Organizations: Departments and agencies should increase their efforts in a coordinated program to arrest, or assist friendly nations to arrest, the narcotics syndicate leadership. Similarly, they should engage in a greatly enhanced, unified effort to defeat narcotics money laundering here and abroad as a high priority. Additionally, the Secretary of State and the Attorney General should coordinate an expanded U.S. and international program to control the precursor chemicals essential for drug production abroad. (C)

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o Interdiction: The United States should continue a program of narcotics shipment interdiction at and near the border, in the transit zone, and in source countries. While maintaining flexibility to readjust our programs if required, we should engage in a gradual shift of emphasis for our own activities from the transit zone to the source countries. In addition, we will expand our support to other nations' interdiction efforts, both civilian and military, particularly in the source countries. (C)

### International Cooperation

Because drug trafficking is a worldwide criminal enterprise that dwarfs the counternarcotics capabilities and resources of any single nation, the United States will lead an effort to mobilize international cooperation and action against all aspects of the illicit drug trade. (C)

The Secretary of State should seek to increase the effectiveness of the counternarcotics activities of the United Nations, the Organization of American States, and other regional bodies. (U)

The Secretary of the Treasury should insure that counternarcotics programs receive increased emphasis in the Multinational Development Banks and other international financing institutions. (C)

The Secretary of Defense should facilitate the regional fusion of source and transit countries' air, ground, and maritime counterdrug interdiction campaigns and develop cooperative efforts on a regional basis. (C)

### Funding

U.S. counternarcotics assistance holds the potential to assist us in reducing U.S. drug consumption. Nonetheless, many departments and agencies have experienced Congressional reductions in the funding levels for crucial international counternarcotics programs. The ONDCP Director, and the OMB Director, working with the relevant department and agency heads, should report to me by 1 December on what the reductions have been, what options exist for reprogramming (primarily within the 150 and 050 budgets) to partially restore the cuts, and what programmatic offsets and trade-offs would be necessary. As a first step, the Secretaries of State and Defense should submit a proposal for utilizing Section 506 a(2) of the Foreign Assistance Act to provide support to indigenous counternarcotics programs as soon as possible. (C)

The Directors of ONDCP and OMB, working with relevant agency and department heads, should also develop budget projections to implement this policy through FY 1996 and include them in the 1994 National Drug Control Strategy. (C)

In conjunction with the rewrite of the Foreign Assistance Act, drug programs in the Economic Support Fund, Foreign Military Financing, International Military Education and Training, and

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International Narcotics Matters accounts should be consolidated into a single Counternarcotics Fund. (C)

To release the Foreign Operations Appropriations bill's hold on all FY 1994 counternarcotics ESF and FMF funds, the Counternarcotics IWG should develop and present to the Committees on Appropriations a new counternarcotics strategy, including budget estimates, for the Americas. (C)

In complying with the Foreign Assistance Act's current requirement for certification of aid recipients' full cooperation in counternarcotics, the Secretary of State should apply stringent standards, employing national interests waivers where necessary. There should be full interagency review of the certification report prior to its transmission to me. In addition, there should be internal Executive Branch conditionality for continued assistance. This conditionality should involve measurable progress and periodic interagency reviews. (U)

### Interagency Structure

The Director, ONDCP shall provide oversight and direction for all counternarcotics policy development and implementation, in coordination with other concerned Cabinet members. The Director shall mediate interagency counternarcotics policy and program disputes, including recommending that the NSC convene Deputies or Principals Committee meetings or seek Presidential decisions on the basis of coordinated interagency views. The Director will conduct at least quarterly reviews of the international counternarcotics effort and will annually prepare and submit a classified international drug control strategy. (C)

An Interagency Working Group (IWG) chaired by the Department of State will develop and insure coordinated implementation of international counternarcotics policy. The IWG shall report its activities and differences of views among agencies to the Director, ONDCP for review, mediation, and resolution with concerned Cabinet members and, if necessary, the President. (U)

The Director, ONDCP shall appoint a coordinator for interdiction who shall insure that the assets committed by departments and agencies to international interdiction are adequate and that their location and scheduling are integrated and optimized. The coordinator shall be advised by a committee of concerned agencies and should report unresolved issues to the Director, ONDCP. (C)

### Implementation

The heads of departments and agencies should submit reports to the Director, ONDCP by 15 December on steps they have taken to implement this directive. The Director, ONDCP should submit a consolidated report to me by 15 January on implementation to date and on an overall implementation plan. (C)

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In addition, the Director, ONDCP should undertake the following and report to me in 120 days:

A. Together with the Secretary of the Treasury and the Attorney General, resolve interagency responsibilities for acting against international counternarcotics money laundering and launch an expanded, coordinated program; ~~(C)~~

B. Review the multiplicity of command/control and intelligence centers involved in international counternarcotics and recommend steps to streamline the structure for consideration among concerned Cabinet members; ~~(S)~~

C. Review the requirements for additional "end game" assets and capabilities, particularly in the source zone, and develop a plan for enhanced U.S. support to this aspect of interdiction; and ~~(S)~~

D. Review the impediments to sharing counternarcotics related information between the Intelligence Community and the Law Enforcement Community and report, with the Director of Central Intelligence and Attorney General, on steps that can be taken to improve sharing. ~~(S)~~

This Directive focuses on Latin America and cocaine. In order to address non-hemispheric and heroin problems, I have directed the Assistant to the President for National Security Affairs and the Director for ONDCP to coordinate a NSC/Presidential Review Directive within 120 days to be developed through the IWG. ~~(S)~~

William J. Clinton

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