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MONOGRAPH

**MULTILATERAL COOPERATION: A
NEW LOOK AT INFORMATION
SHARING**



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MULTILATERAL COOPERATION: A NEW LOOK AT INFORMATION SHARING

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**FT. LESLEY J. MCNAIR, WASHINGTON, D.C.
MAY 2005**

I CERTIFY THAT I HAVE READ AND REVIEWED
THIS MONOGRAPH AND FOUND ITS CONTENT
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NOTE

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AUTHORIZATION

I, hereby, authorize the Inter-American Defense College to publish this work, as an article for selected reading or as inclusion in the College Review.

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SUMMARY

In the era of democratization of technology, information, and finance, Thomas Friedman states the world is changing in terms of how individuals communicate with each other, how we acquire knowledge and how we invest.¹ In this monograph, the author argues the Western Hemisphere is ready for marked changes in the area of multilateral cooperation, specifically information sharing via interagency collaboration between military and law enforcement/police agencies. Trust is paramount, not only in sharing information across borders, but in an institutional system and legal framework of standards and procedures, augmented by the much needed operational analysis in support of law enforcement. As General Bantz J. Craddock, Commander US Southern Command, stated in a National Defense University Seminar Series, “shared problems require shared solutions which equates to regionalization or better termed cooperative sovereignty.” To date, the Western Hemisphere is the only area of the developed world without a centralized structure for sharing or “fusion” of analysis of law enforcement information or criminal intelligence, enabling responsive and timely judgments by decision-makers at various levels. The author argues a structure is needed to maximize collaboration and cooperation, improve analytical efforts, and create an institution the nations can count on for relevant and timely information. Many bilateral and multilateral agreements are in place and international organizations are currently engaged in multilateral cooperation in the region, however, a more centralized “information fusion center” is needed to address the security concerns outlined by the Organization of American States (OAS) member nations.

Instead what exists is a plethora of ad hoc solutions to very complicated issues, which contribute to a lack of unity of effort. Constraints also adversely affect law enforcement’s ability to cooperate. Internal borders, language, different laws and procedures, and different judiciary involvement can hinder cooperation. The exception being in the area of illicit drug trafficking. Many bilateral agreements have sustained successful partnerships amongst countries to fight narco-trafficking and associated activities. Existing US DEA centers of drug information could be used, possibly extended, to cover other transnational crimes like terrorism, organized crime, smuggling

¹ Friedman, Thomas L., “Lexus and the Olive Tree”, 2004, p. 45

of arms and special interest persons. Today, no real consensus exists in the hemisphere on threats, nor of their priority, due to competing national interests. Though improving, the perceived weak institutions like the OAS and the Inter-American Defense Board (IADB) make it difficult to “operationalize” the excellent strategic information sharing conducted at the OAS committee level. The author understands the IADB is an advisory body; however, improvement is needed on how the hemisphere shares information to confront today’s asymmetric threats. Traditional notions of sovereignty, lack of coordination, disparity among interoperable technological systems and infrastructure, and the continued ad hoc nature and lack of analysis useful to senior decision-makers also contribute to the problem.

The 2003 Special Security Conference in Mexico paved the way towards “multidimensional security”. Central and South America and the Caribbean are reaching new heights in cooperation and improving the relationship between law enforcement and military organizations. Groundwork for a multi-coordination center to fight illicit drug trafficking and a peace-keeping training center is presently underway in Central America. Brazil is in the process of overhauling its national public security information technology systems and creating a professional career for intelligence analysts. OAS Secretary General Insulza, in a conference to students of the Inter-American Defense College on 24 February 2006, stated security issues were very complex. Continued support and strengthening OAS cooperation is vital. He stated the region should find ways to conduct more joint operations and increase information sharing. Dwindling resources and duplication of efforts by nations’ agencies require a better way of attacking the security threats. A new approach is required to facilitate regional cooperation at both the strategic and operational levels. The establishment of an Americas Criminal Police Organization – AMERIPOL – would provide positive advances in the area of security cooperation focused on the needs and threats to the Americas. This multi-language institution with a multi-agency approach would provide quick and secure information exchange, strategic-operational-technical-analytical support to investigations, and improve public safety. It would also promote intelligence-led policing, strengthen the rule of law, provide expertise and training, and most importantly, further institutionalize the concept of an Inter-American cooperative security system.

CHAPTER I – Introduction

*“The illegal trade in drugs, arms, intellectual property, people, and money is booming. Like the war on terrorism, the fight to control these illicit markets pits governments against agile, stateless, and resourceful networks empowered by globalization. Governments will continue to lose these wars **until they adopt new strategies** to deal with a larger, unprecedented struggle that now shapes the world as much as confrontations between nation-states once did.”*

Moisés Naím, Foreign Policy, February 2003

The world has become more interdependent giving rise to the democratization of technology, information and finance.² Globalization is a phenomenon which has gained momentum and given rise to increased levels of cooperation in terms of economics. Many Latin American countries, particularly in Central America and the Caribbean, have made tremendous inroads in the economic arena. The newly approved Central American Free Trade Agreement – Dominican Republic or CAFTA-DR is expected to be fully implemented by March 2006 for CAFTA and by July for the Caribbean. Although seen as somewhat fragile, MERCOSUR and the Andean Community of Nations are other examples of economic integration efforts. The ground is also fertile for a Free Trade Area of the Americas, which is yet to be seen whether it comes to fruition. Economic integration is a solid foundation for additional cooperation in other areas. Therefore, cooperation in security and defense can be improved. CARICOM is the only economic accord which has expanded its framework to address security agreements, MERCOSUR is currently engaged in the same debate. As evident from the 2003 Special Security Conference in Mexico, many senior political and military officials from across the hemisphere are in general consensus regarding the need for more integration and transparency, and improvement in cooperation and collaboration within the Western Hemisphere. But, the real test will be execution and implementation of the rhetoric.

Despite numerous challenges, among them civil-military relations, weak institutions at the political, legal and social level, continued lack of attention of US foreign policy in Latin America, weakness of countries’ contributions to hemispheric security, competing national interests, and lack of strategic and operational criminal intelligence, conditions are suitable for clever changes in techniques, procedures, and

² Friedman, Thomas L., “Lexus and the Olive Tree”, 2004, p. 72

processes. Author and renowned scholar in Latin American issues, Raúl Benítez-Manaut, states ten conditions should be kept in mind when undergoing construction or reconstruction of a new hemispheric defense and security architecture in the 21st century. One very pertinent to this monograph concerns the need for mechanisms for ‘early warning’ of defense and security crises. Currently, military, defense and security policies are reactive rather than preventive.³

The time is ripe for a re-look at how multilateral cooperation and information sharing is really conducted within the hemisphere, more importantly at the strategic and operational levels. To date, no structure or organization, similar to the European Criminal Police Organization, or EUROPOL, exists within the Western Hemisphere. Although INTERPOL, the International Criminal Police Organization, headquartered in Lyon, France, does exist in Latin America with its Americas sub-directorate, it pursues specific international criminals, and does not provide a broader focus on common threats to the hemisphere. In fact, no such structure exists to truly focus on combating the transnational threats within the Americas. The Committee on Hemispheric Security is working hard to address the issues of combating transnational threats, improve information sharing, and improve upon the quality of the region’s police forces. Many papers and articles have been written on the Inter-American Security System, so the focus of this paper is not to re-invent the wheel, but to encapsulate many of the thoughts written on the subject as the basis for change. One topic which has had much discussion concerns the need for structural reform of the OAS and the IADB. Fortunately, after 14 arduous years and dedicated efforts by OAS and IADB officials, an historic resolution was ratified by the OAS General Assembly on 15 March 2006, which after 64 years, establishes a juridical link between the two organizations. A report by the Chairman of the Committee on Hemispheric Security, Chile’s Ambassador Esteban Tomic, submitted to the OAS Permanent Council underscored the conclusion of the long debate over greater transparency, confidence, and security among the nations of the Hemisphere. He explained the function of the Board is to provide the OAS with advice on military and defense-related matters. Furthermore, he explained the need for continued civil-military relations to boost good governance and the board can assist countries in pursuing peace,

³ Benítez-Manaut, Raúl, Mexico and The New Challenges of Hemispheric Security, p.29

progress and respect for human rights throughout the Americas.⁴ Although it is understood the IADB should remain an advisory body to the OAS, a structure within the OAS is needed to provide information for short- and long-term decisions about transnational threats within the hemisphere.

Further affirmation of the need for improved information sharing was discussed during a meeting of the Ministers of Foreign Affairs and Permanent OAS Representatives in Bridgetown, Barbados, on the occasion of the thirty-second regular session of the General Assembly of the Organization of American States. At this assembly they considered the topic 'The Multidimensional Approach to Hemispheric Security'. Recognized in what is now called the Declaration of Bridgetown, the OAS agreed security threats, concerns and other challenges in the hemispheric context are of a diverse nature and multidimensional scope, and that the traditional concept and approach must be expanded to encompass new and non-traditional threats, which include political, economic, social, health, and environmental aspects.

Hemispheric problems require a hemispheric solution and vision. Secretary General Insulza has done a tremendous job in providing the vision; however, it is time to put operational action behind the words of the OAS, strengthen institutions and the police forces within the region, which have been beleaguered by corruption and bad leadership. Many organizations, such as the Inter-American Development Bank, are already engaged in such efforts. The OAS has also made great strides to support good governance and promotion of equality within the region. However, much work is needed to strengthen institutions and good governance in the region. According to Secretary General Insulza, the absence of stronger institutions, judicial systems and transparency are the main causes for instability in Latin America and the Caribbean. He further added, the region must go further to set conditions for good governance ensuring a democracy with quality institutions.⁵ However, there is no major revelation in the idea that good governance (democracy) and security are connected. Colonel Joseph Nunez, Army War College

⁴ http://oas.org/main/press_releases/reference: E-045/06, "Special Assembly to Formalize Defense Board's Status as OAS Agency, March 1, 2006

⁵ <http://www.oas/main/articles>, OAS Secretary General calls for stronger institutions and good governance in the region, 22 Feb 2006

instructor, characterizes the point of interconnectedness between political, military, and economic issues, as components for democracy, free trade, and security cooperation. These are linked to concerns over human rights, poverty, justice, development, crime and insurgency.”⁶ Honduran Defense Minister Federico Breve Travieso, at the US-hosted Central American Defense Ministerial conference in Florida, October 2005, also made the point stating security is a direct catalyst to economic development and the alleviation of poverty.⁷

Why is change needed? The events of September 11, 2001, and the challenges to international law which resulted are no doubt viable reasons. Nico Schrijver in the book, *Terrorism and the UN: Before and After September 11*, writes, “successfully combating international terrorism over the longer term requires a multifaceted and integrated approach that effectively manages sensitive peace and security issues, addresses deep inequalities by promoting social justice and observance of human rights, and stimulates global dialogue among civilizations and religions.”⁸ Furthermore, the growing gang problem in the region, influence of drug trafficking, and the trafficking of arms and people are added reasons. International cooperation across government levels allows countries in the region to handle internal and external security threats from criminal organizations that do not recognize any borders. In fact, transnational criminal organizations are known to exploit seams in coordination to carry out their illegal activities.⁹ Key to success in this arena is a multilateral and cooperative interagency approach, using compatible technological systems within an international legal framework.

What is needed in the hemisphere is a combination of existing hemispheric drug information centers and something similar in function to what exists in Europe and Asia, and that is a centralized police/fusion center. The Americas should create the Americas Criminal Police Organization, or AMERIPOL, under the auspices of the OAS and its member nations. This organization will leverage the work of several OAS committees

⁶ Nunez, Joseph R., Col, USA, “A 21st Century Security Architecture For the Americas: Multilateral Cooperation, Liberal Peace, and Soft Power”, p. 5

⁷ Rhem, Kathleen T., news article on http://www.defenselink.mil/news/Oct2005/20051012_3027.html

⁸ Schrijver, Nico, *Terrorism and the UN: Before and After September 11*, p. 68

⁹ Rhem, Kathleen T., news article on http://defesnelink.mil/news/Oct2005/20051013_3029.html

and commissions, and will serve as an institution to coordinate the sharing of operational information to affect strategic decision-making, as well as support on-going efforts to fight regional threats. The AMERIPOL concept is aligned with the Committee on Hemispheric Security's Plan of Action Against Transnational Organized Crime which includes, but is not limited to, the following: adopting and implementing an Inter-American Convention on Mutual Assistance in Criminal Matters, promoting increased contact amongst law enforcement officials, promoting community policing, reviewing intelligence systems, and strengthening the role of INTERPOL.¹⁰

A multilateral approach is not new, and is a strategy many countries in the region, in particular the US, has either forgotten or misplaced its importance. Stephen Johnson of the Heritage Foundation states the US needs to have renewed commitment and a 3-part strategy towards Latin America. Among these strategies is a greater collaboration to fight transnational crime and terrorism.¹¹

The personnel losses in Afghanistan and Iraq have overwhelmed the public airwaves. While not readily publicized in the media concerning Afghanistan and Iraq, Bruce Jentleson of the *Washington Quarterly Magazine* states "much of the success that has been achieved thus far in the war on terrorism has been through broad multilateral cooperation on a number of lower-profile fronts such as intelligence sharing, border security, economic sanctions, and law enforcement."¹²

The OAS must continue to evolve to answer the call of its member-nations to address today's threats. A multidimensional security concept proposed by the OAS requires a multidisciplinary approach to law enforcement criminal intelligence sharing.

¹⁰ CP/CSH-667/05, Summary of Recommendations for the Proposed Plan of Action Against Transnational Organized Crime, document, 18 Feb 2005

¹¹ Johnson, Stephen, *Backgrounder, The Heritage Foundation Publication No. 1920*, p. 1

¹² Jentleson, Bruce W., *Tough Love Multilateralism*, The Washington Quarterly: Winter 2003-2004, p. 9

CHAPTER II --HISTORICAL ANTECEDENTS

*"Peace is a value and a principle in itself, based on democracy, justice, respect for human rights, solidarity, security, and respect for international law," states the Declaration on Security in the Americas. It affirms the countries' political will to help **preserve peace through close cooperation.***

- *Organization of American States, Hemispheric Security*

The OAS is the world's oldest regional organization, and has been in continuous existence since 1948. All 35 sovereign states of the Americas are members of the OAS (Cuba is on inactive status) and the OAS acts as a regional organization of the United Nations (UN). For nearly sixty years the OAS has been the principal arena for the conduct of Inter-American relations; however, its effectiveness as a regional organization has been mixed and its viability questioned. Early on during the Pan American Conference years, the Inter-American system of consultation and meetings among member nations, and mutual security agreements were developed both as a response to European aggression and as a counter-balance to the growing US power in the region. The Inter-American system evolved into a commercial and economic information sharing network and as a regulatory organization in an attempt to check the ever growing neighbor to the north—US influence in trade and investment in the region. The Charter of the OAS was developed and ratified with these two concerns in mind, both mutual security and economic development. An unique document, the OAS Charter affirms the commitment to economic development and common security goals, but most importantly institutionalizes the tenets of national sovereignty, territorial integrity, and the principle of nonintervention.¹³

Chapters codified within the OAS Charter are the basic principles for the common defense and maintenance of peace and security adopted in the Inter-American Treaty of Reciprocal Assistance (TIAR) of 1947, also known as the Rio Treaty. The Rio Treaty is an agreement for the common defense that originated during the 1930's but was not ratified and implemented until after the end of World War II. Unfortunately, not all nations in the hemisphere have ratified the Rio Treaty. Currently, there are 21 members

¹³ Battaglia, Phillip F., LTC USA, Monograph on "The OAS in the 21st Century: How it must change", p.13

and Mexico formally withdrew from the TIAR, in September 2002.¹⁴

Only until recently, post-Cold War, the OAS broadened its vision regarding hemispheric security. In 1997, 26 member nations of the OAS adopted the *Inter-American Convention Against Illicit Manufacturing of and Trafficking in Firearms, Ammunition, Explosives and other Related Materials Treaty*, otherwise known as CIFTA. This treaty led to the strengthening of cooperation in controlling illicit arms trafficking by creating a methodology for states to share information on situations, problems, challenges and experiences. In October 2005, the OAS convened its first meeting of national authorities who make operational decisions on granting export, import, and transit licenses for firearms. This created a network in the field to exchange information and prevent illegal manufacturing and trafficking of arms.¹⁵ The OAS Secretary General Insulza stated, preventing conflicts and resolving disputes are among the essential purposes of the OAS.¹⁶

It is important to keep in mind that one of the essential objectives of the OAS, pursuant to Article 2 of the Charter, is to strengthen the peace and security of the continent. In 1995, the General Assembly, through resolution AG/RES 1353 XX O/95, created the Committee on Hemispheric Security. The Committee has its origins in a 1991 resolution of the General Assembly, AG/RES. 1123 (XXI-O/91).¹⁷ The Heads of State met at the Second Summit of the Americas held in Santiago, Chile in 1998, and instructed the Committee on Hemispheric Security, to focus on ways to revitalize and strengthen the institutions of the Inter-American System as it relates to aspects of hemispheric security. In Quebec City in April 2001, the Heads of State decided to hold a Special Conference on Security at the next Summit in 2004. Here, the OAS Committee on Hemispheric Security reviewed all matters related to international security approaches, as stipulated at the Santiago Summit in 1998.¹⁸

¹⁴ The history of the Inter-American Treaty of Reciprocal Assistance was described in Partnership for Peace Learning Management System. "Overview of the Inter-American System," Unit 4.

¹⁵ <http://oas.org/main/hemispheric.security>

¹⁶ <http://oas.org/main/articles/> OAS Secretary General calls for stronger institutions and good governance in the region, 22 Feb 2006

¹⁷ [http://www.oas.org/committee on hemispheric security origin](http://www.oas.org/committee%20on%20hemispheric%20security%20origin)

¹⁸ AG/RES. 1908 (XXXII-O/02) Special Conference On Security

In a statement made by then Secretary General Cesar Gaviria at the installation of the special meeting of the Committee on Hemispheric Security on new approaches to hemispheric security held in Washington, D.C., November 13, 2000, he related the solution did not center on creating an exhaustive list of threats to security, but rather in defining the most suitable forum for dealing with them. Furthermore, he stated that together with our values and principles, we give ourselves effective institutions and tools for addressing these problems. The region must move ahead with the support of bi-national and sub-regional schemes and mechanisms, on the one hand, and it must strengthen specific instruments in specific areas on the other. The Committee on Hemispheric Security is the appropriate forum for dialogue, an exchange of views and the negotiation of cooperation instruments. It must be open to ideas and proposals put forward in the various political and academic fora, within and outside the region. Even more important, it must integrate the hemispheric efforts. Something similar is occurring with the Inter-American Defense Board. Its legal and institutional linkage to the OAS should be clarified as it is an integral component of the Inter-American system.¹⁹ On March 15, 2006, the OAS reached an historic milestone and approved resolution AG/RES 1 (XXXII-E/06) creating a critical legal linkage between it and the Inter-American Defense Board after 64 years of the board's existence.

This is further proof the hemisphere is ready to move in the direction of increased cooperation and to adopt new mechanisms and procedures for information sharing. When the Commander of US Southern Command was asked, in September 2001, what the most important lessons he learned in his position, his response was, "I have found that most regional problems and issues in the US Southern Command's area of responsibility require an interagency approach to be fully successful. Coordination and cooperation with the interagency has significantly improved our engagement with Partner Nations, counter-drug operations, and effectiveness in responding to regional crises."²⁰

¹⁹ <http://www.oas.org/csh/english/newreportchair.htm> (excerpt)

²⁰ http://www.senate.gov/~armed_services/statemnt/2001/010925pace.pdf

This monograph emphasizes the need for nations within the Americas to work closer together to increase sovereignty by cooperating and sharing of information to create a “win-win” situation, and does not venture to presume a US hegemonic idea of the “gringo” taking over. Real public security and secure institutions depend on efforts made towards reform, modernization, and professionalization of each country’s security institutions.²¹ A new look at the interagency process must also be reviewed and implemented within the hemisphere because security and defense depends on more than just the armed forces; it needs professional police officers, competent analysts, and most importantly, top leadership involvement (political will). There is however good success stories of nations taking the initiative to combat transnational threats. Central American countries negotiating a new multi-coordination center to fight the drug war, and creating a new battalion-size multinational unit in support of UN peace keeping operations. Brazil’s innovation centers on the new National Public Safety and Justice Information Security system to pinpoint criminals.

Although many bilateral and multilateral agreements have paved the way for security and defense cooperation, security cooperation in the 21st century requires a greater sense of partnership which provides major benefits to all states who participate.²² These ubiquitous bilateral and multilateral agreements provide a foundation that could be leveraged to achieve such mutually beneficial partnerships in the form of hemispheric centers of excellence for interagency information sharing.

²¹ Benitez-Manaut, *ibid*, p. 25

²² Nunez, Joseph R., Col, USA, “A 21st Century Security Architecture For The Americas: Multilateral Cooperation, Liberal Peace, and Soft Power”, p. 2

CHAPTER III – EXISTING INFORMATION-SHARING MECHANISMS

*“Cooperation and coordination between nations are much more complex than just communicating with each other. They must be **built on a foundation of mutual respect and trust**, and they must be mutually beneficial. Without these precepts, there is no cooperation.”*

- General James T. Hill, former Commander U.S. Southern Command

It is nearly impossible to enumerate and analyze in this monograph the myriad OAS of agreements, mandates, committees and commissions, conventions, and organizations engaged in hemispheric security and defense. Many are narrowly focused, duplicative, and reactive or ad hoc in nature. Additionally, the issue of criminal intelligence analysis and sharing of this data at the strategic and operational level is not really addressed. The current OAS Inter-American Security System is fragmented, and some would argue does not truly exist. However, today it is unfocused and not relevant to the multidimensional challenges of the 21st Century. The original Charter has built-in safeguards and limitations preventing the organization from taking effective action on security matters. There are too many OAS competing committees, councils and secretariats sharing responsibilities over the security framework, and their roles and objectives are not clearly defined.²³ However having said this, it is important to note the worthy efforts being accomplished in the spirit of partnership and cooperation. Former Commander, US Southern Command, General James T. Hill stated the crucial ingredients for coordination and cooperation are joint operations amongst the countries’ armed forces; inter-institutional, between the military and the security forces (police and customs); and international, amid sovereign nations.²⁴

OAS Organizations: CICAD and CICTE

Despite the serious flaws in the existing framework, there are useful elements like open trade, confidence building and cooperative security, and is comprised not only of national structures and organizations (military and police forces), but international institutions such as the United Nations, and World and Inter-American Development

²³ Battaglia, Phillip F., USA, LTC, Monograph on “The OAS in the 21st Century: How it Must Change, May 2004, p.27

²⁴ Manwaring, Max G., et al, “Building Regional Security Cooperation in the Western Hemisphere: Issues and Recommendations, Preface by General Hill, October 2003, p. viii

Banks. The OAS does fairly well in trying to integrate economies, to promote transparent defense policy, improve information sharing, encourage local cooperation, using open dialogue and collaboration.²⁵ In September 2005, the OAS established the Department of Multidimensional Security, now a Sub-Secretariat, to address the same concept first tackled in the Bridgetown Declaration in 2002, but it is neither fully funded nor staffed. Probably the best example of hemispheric cooperation is clearly seen in the area of illicit drugs, narco-trafficking, and its associated activities. The OAS Inter-American Drug Abuse Control Commission's (CICAD) mandate is to focus on several areas including, the promotion of primary prevention, treatment and rehabilitation, education, the control of illicit drugs, law enforcement, promotion of anti-drug legislation, control of the exportation of the chemicals used to refine narcotic drugs, control of money laundering, and forfeiture of the process of drug crime. CICAD promotes and finances with funds contributed by the international community are designed to be integrated with national programs of alternative development and are elaborated and implemented with the support of the States members of the CICAD. The focus of their activities centers on the priority to regional efforts. A fundamental component of the Hemispheric Strategy is the promotion of the horizontal cooperation between the States members. It is for that reason that CICAD promotes consultation mechanisms, regional coordination and joint operations.²⁶ In a speech by former Secretary General Cesar Gaviria on 13 November 2000, "CICAD amply demonstrated its ability not only to generate cooperative and balanced policy proposals, but also to assist member states in their national and sub-regional efforts. It has also developed a particularly useful body of knowledge on topics related to drug trafficking, such as money laundering and illicit arms trafficking. The Committee on Hemispheric Security is, and must continue, drawing on this experience."²⁷ The CICAD implemented hemispheric reports published every two years via a process known as the Multilateral Evaluation Mechanism (MEM) in 1998, pursuant to a mandate from the Second Summit of the Americas held in Santiago, Chile. It was recognized at the Third Summit of the

²⁵ The Western Hemisphere: Rethinking Strategic Relations Chapter 11, Institute for national strategic studies 1999

²⁶ <http://www.oas.org/main/cicad.oas.org>

²⁷ <http://www.oas.org/csh/english/newreportchair.htm>

Americas in Quebec City in April 2001. MEM is a tool used by the OAS to measure member nations' anti-drug efforts, and assesses the progress of actions taken by member nations to combat the global drug problem and other related offenses. The objective of the MEM is to directly strengthen mutual confidence, dialogue and hemispheric cooperation in order to deal with the drug problem with greater efficacy.²⁸ Despite these efforts, it openly admits greater improvements are needed by countries at collecting and sharing information.

Another example which has seen success with cooperative efforts is in the terrorism arena. The Second Specialized Conference on Terrorism held in Mar del Plata, Argentina on November 23-24, 1998 concluded with the adoption of the Commitment of Mar del Plata. This commitment called for the establishment of an Inter-American Committee Against Terrorism or CICTE.²⁹ It is an organization within the Inter-American system for the coordination of efforts to protect the citizens of the member nations from the scourges of terrorism. Functioning through the exchange of information among national leaders, subject matter experts and decision-makers work together to strengthen hemispheric solidarity and security. The basic objectives of CICTE are to: 1) Enhance the exchange of information via the competent national authorities, including the establishment of an Inter-American database on terrorism issues; 2) Formulate proposal to assist member states in drafting appropriate counterterrorism legislation in all states; 3) Compile bilateral, sub regional, regional and multilateral treaties and agreements signed by member states and promote universal adherence to international counterterrorism conventions; 4) Enhance border cooperation and travel documentation security measures; and 5) Develop activities for training and crisis management.³⁰ In October 2005, in a seminar on the Security and Defense of the Western Hemisphere, the Inter-American Defense College, Ft McNair, Dr Ulysses Ortiz, University of San Salvador—Argentina, commented the hemisphere needs a unified cultural vision in planning to maintain symmetry, and CICTE conferences are important for the exchange of information and experience. Former Secretary General Gaviria regarded CICTE as a

²⁸ OAS/CICAD/MEM Hemispheric Report: Evaluation of Progress in Drug Control, 2003-2004

²⁹ AG/RES 1650 (XXIX-O/99)

³⁰ <http://www.oas.org/cicte.oas.org/mission>

body requiring more attention from member states. He believed CICTE should facilitate and assist national authorities to render their participation in CICTE as productive as possible.³¹

Sub-regional and Bilateral Efforts

The Inter-American System involves efforts made by heads of state and their ministers to negotiate security and defense, and economic cooperation at the strategic level. At the operational level other types of cooperation efforts take place. Similar to the overarching mechanisms which exist in the Western Hemisphere, a superfluity of training and assistance programs are also on hand. In the US, many programs are governed by many organizations. The Foreign Assistance Act and Arms Export and Control Act, such as the highly acclaimed “Plan Colombia” support Andean anti-drug activities. The US State Department’s International Narcotics and Law Enforcement Affairs (INL) is responsible for limiting the impact of international drug traffickers and other criminal groups against the US, its citizens, as well as neighboring and allied countries by funding equipment, training, eradication and other programs. One of the major INL training programs was introduced by President Clinton at the UN General Assembly at its 50th Anniversary on October 22, 1995. He called for the establishment of a network of International Law Enforcement Academies (ILEA) throughout the world to increase social, political, and economic stability by combating international drug trafficking, criminality, and terrorism through strengthened international cooperation, while enhancing the function of free markets through improved legislation and law enforcement. Presently, ILEAs are located in four regions, the most recent one for Latin America was negotiated with the government of El Salvador. Discussions are underway to explore the possibility of establishing an associate ILEA facility in Lima, Peru.³² The INL office is also working regional issues such as the cooperation between the armed forces and law enforcement.

The US State Department also has programs such as the International Military Education and Training, which funds courses given both in the US and in-country by US

³¹ <http://www.oas.org/csh/english/newreportchair.htm> (excerpt)

³² <http://www.state.gov/p/inl/ilea>

personnel; Foreign Military Financing, which provides grants and loans for defense articles, training and services; Foreign Military Sales, which offers government-to-government sales of defense articles, training and services. The US Justice Department's International Criminal Investigations and Training Program provides law enforcement training to OAS members' national police agencies; Anti-Terrorism Assistance Programs provides weapons, equipment and training for prevention and management of terrorism; and White House Office for National Drug Control Policy offers discretionary funding for counter-narcotics efforts.

The US Defense Department has programs in support of counter-narcotics efforts; and supports programs like the Inter-American Defense College, Fort McNair, DC, an international educational institution operating under the sponsorship and funding of the OAS and the IADB. The US Defense Department also has initiatives to improve civilians' defense planning and management skills, such as the Center for Hemispheric Defense Studies, National Defense University, Ft McNair, DC. The Western Hemisphere Institute for Security Cooperation at Fort Benning, GA, is the US Army's Spanish-language training school for Latin American militaries, the Inter-American Air Forces Academy, Lackland AFB, TX, is an US Air Force's Spanish-language training school for Latin American militaries, and the US Navy's Small Craft Instruction and Technical Training School is the Navy's version of training. Another military training exchange program is the US Service Academies. The US military, primarily through coordination with US Southern Command, is also engaged in a comprehensive strategy of cooperative regional peacetime engagement. This is carried out via security assistance programs, military-to-military, exercises, information sharing efforts, and humanitarian assistance.

Part of the Central American Integration System (SICA—initials in Spanish), the aim of the Conferences of American Armies, Navies, and Air Forces is the analysis, debate and exchange of ideas and experiences related to matters of common interest in the field of defense so as to heighten cooperation and integration between the Services and to contribute from a military thinkers' point of view to the security and democratic development of member countries. At the sub-regional level, many initiatives also contribute to the exchange of information and sharing of experiences. The Armed Forces Conference of Central America (CFAC – initials in Spanish) was created to contribute to

security, the development and military integration within the region, in order to develop permanent and systematic cooperation, coordination and mutual support with the armed forces, through the mutual study of common points of interest. CFAC has become the benchmark for other nations of the hemisphere in terms of “actualizing or operationalizing” their vision of cooperative regional security and defense.³³

US Southern Command’s strategic priorities include the establishment of regional partnerships and ensuring hemispheric stability and security. It is heavily involved in the hemisphere’s counter-threat initiatives concerning transnational crimes (gangs or *pandillas*, terrorism, narco-trafficking), which challenge the legal and democratic governance of nations. Of the command’s current initiatives, one in particular is of great benefit to the argument in this monograph, and that is its regional versus bilateral approaches to information sharing. The Cooperating Nations Information Exchange System, or CNIES, allows the Joint Inter-Agency Task Force-South (JIATF-S) to have a “common operational picture”, for illicit drug activities within the region. CNIES is a system based on agreements handled through intelligence systems in accordance with security guidelines for intelligence sharing among nations. Currently, the Brazilian intelligence agency, Argentinean Air Force, Colombian Air Force and Navy, Ecuadorian Air Force, El Salvadorian Air Force, Mexican Navy, and the French Navy among other nations provide resources to JIATF-S to combat terrorism and narco-trafficking efforts.³⁴ A parallel cyber security structure also exists to combat network-centric threats. US Southern Command’s JIATF-S, together with allies, is a prime example of the multilateral interagency process engaged in cooperative security of the region.

Other examples of interagency US entities involved in the fight against illicit drug trafficking and associated activities are the El Paso Intelligence Center (EPIC) which provides criminal intelligence support to investigations. The High Intensity Drug Trafficking Association or HIDTA, are located throughout the US to dismantle the drug

³³ LCol Carignan, Serge, IADC 2003 Monograph, Interoperability in the Defense and Hemispheric Security, pp. 25-28

³⁴ Notes from presentation by Col Jerry F. Miller, USAF, US Southern Command, Inter-American Defense College Seminar on Hemispheric Security & Defense, 25 Oct 2005

trafficking organizations in various regions and to stop the flow of illegal narcotics into the United States.³⁵

Current Regional Initiatives—Building Upon A Foundation

The Ministers of Defense of Central American countries are currently engaged in discussion regarding cooperative security efforts. The US Secretary of Defense Donald H. Rumsfeld hosted a Central American Defense Ministerial conference at Key Biscayne, FL, in mid-October 2005, where the ministers conferred on several issues including the possibility of setting up a multinational peacekeeping battalion, an idea addressed by COL Joseph R. Nunez in his essay *A 21st Century Security Architecture for the Americas: Multilateral Cooperation, Liberal Peace, and Soft Power*. The ministers discussed the relationship between security and economic development, and the topic of increasing cooperation between military and law enforcement agencies. Maritime safety and security, and rapid response to natural disasters were also deliberated. They stated each country should create a center for intelligence and joint operations, and link all these centers, expand existing channels of coordination against illicit drugs, e.g. the Cooperating Nations Information Exchange System, or CNIES, previously mentioned. All these issues and more are needed to expand the exchange of information and coordination among nations.

In a meeting in Bogotá in early December 2005, the Caribbean and Central American Ministers of Defense reiterated the fight against illegal drug trafficking required a regional strategy with clear objectives/tasks. They emphasized the increase in intelligence sharing and the development of joint and combined operations needed to strengthen the fight against drugs. They noted advances made by CARICOM and CFAC were the basis for the creation of a regional task force. The development of operational protocols and a legal framework were discussed at a technical meeting in El Salvador in late January/early February 2006.³⁶

³⁵ <http://www.whitehousedrugpolicy.gov/publications/policy/hidta>

³⁶ Briefing, Conclusions on the Meeting for Central American and Caribbean Ministers on the fight against illegal drugs trafficking, 5-6 Dec 2005, Bogotá, Colombia

The US Drug Enforcement Agency's Centers of Drug Information are situated in four regions of the hemisphere: Mexico/Central American Region located in Mexico, Caribbean Region in Dominican Republic, Andean Region in Colombia, and Southern Cone in Bolivia. These centers are the focal points for the exchange of operational information among the participating countries and institutions to improve the effectiveness and efficiency of authorities who apply the rule of law to combat the production and trafficking of illicit drugs. These centers use a fluid flow of information to assist on-going investigations and operations. These centers strengthen the collective and cooperative fight against illicit drugs, and provide opportunities to further develop regional intelligence initiatives and communication.³⁷ These drug information centers could be used as a basis for the establishment of hemispheric fusion centers in Central and South America.

The need to improve and strengthen the regional intelligence and information sharing framework is being realized by yet another bilateral arrangement between Trinidad-Tobago and Argentina. In conjunction with OAS/CICTE, the Intelligence Secretariat of the Republic of Argentina hosted a "Workshop on Early Indicators of Terrorist Activity", at National Intelligence School, in Buenos Aires, Argentina, on April 24-26. The purpose of this workshop was to exchange information on how to detect evidence that signals probable occurrence of terrorist acts (early indicators) and develop joint coordinated action to optimize the use of operational and technical resources.³⁸ "The governments of the Tri-Border region between Argentina, Brazil and Paraguay have cooperated to drive out undocumented Middle Eastern migrants from Ciudad del Este. Colombia has worked with Paraguay to uncover FARC co-conspirators with the Cuba kidnappings. Colombia's former Attorney General Luis Camilo Osorio proposed a 'fiscal virtual' process to link various attorney generals in the hemisphere, which unfortunately was only able to carry it on a personal level. Of course, one area getting much attention regionally, but with little government-level assistance is youth gangs known as *maras* or *pandillas*. In the last two years, El Salvador's Police Chief Ricardo

³⁷ Interview with Col Fernando Cardenas, Colombian National Police, 27 Oct 2005

³⁸ CICTE-SE 113/06, 28 Feb 2006

Menesses made several visits to the US to broker database sharing with numerous county sheriffs' offices across the country.³⁹

Probably the most innovative national stratagem which can be applied at the hemispheric level is the Brazilian INFOSEG initiative from the *Secretaria Nacional de Segurança Pública* (SENASP). Nine years in the making, INFOSEG (Information Security System) is a project realized by the Ministry of Justice's National Public Safety Secretariat in partnership with the UN Office Against Drugs and Crime (UNODC). According to SENASP Advisor and Director of INFOSEG, Odécio Rodrigues Carneiro, it was necessary to integrate information from the National Public Safety, Justice, state, and federal organizations because of criminal actions crossing state and international borders. Also due to the lack of integrated information, both federal and state, the possibility of individuals wanted by Justice, for grand auto larceny, missing persons, and narco-trafficking, among others was not coordinated among the various agencies. The integration of information by public security organizations, justice, and other state and federal agencies, with different databases and inherent demand for information by these agencies, would make it possible for officials to take actions based upon the request for information in whatever database or network the information is housed.⁴⁰ This Brazilian INFOSEG center is expanding, both physically and in personnel strength. Brazil has also received a request from Paraguay to assist them with their development of a similar integrated national system. Sharing of criminal information is currently shared between Argentina and Brazil. The establishment of an integrated system for these tri-border nations is a significant step forward in multilateral cooperation, and operational sharing of criminal information and analysis in South America.⁴¹

An essential element lacking from all these great regional initiatives is the timely and accurate criminal intelligence analysis, also known as crime analysis, to support law enforcement. This discipline is successfully used within the international community and has been a recognized discipline by law enforcement for more than 25 years. More and more countries across the world have implemented analytical techniques within their

³⁹ Interview with Stephen Johnson, Heritage Foundation Institute for International Studies, Senior Policy Analyst for Latin America, 21 Nov 2005

⁴⁰ Rodrigues Carneiro, Odécio, *Infoseg: A Great Idea turned into Reality*, Revista Phoenix Magazine, p. 65

⁴¹ Interview with Rodrigues Carneiro, SENASP Office, 7 Mar 2006

police forces. International organizations like INTERPOL, EUROPOL, and the International Criminal Tribunal for the Former Yugoslavia all have Criminal Intelligence Analysts.⁴² Stephen Johnson, Heritage Foundation, advised that a common barrier is the lack of a legal framework for intelligence collection. Therefore, in many countries, collection of such information often occurs outside the law. Additionally in some countries, intelligence works ad hoc for certain users and is just as stove-piped as it was for the US prior to September 11, 2001. In general, there is little analysis of information and senior decision-makers seldom receive any guidance from such analytical efforts.⁴³

International Mechanisms: INTERPOL and EUROPOL

INTERPOL is Europe's International Criminal Police Organization, and contains various National Central Bureaus (NCB) and Sub-Directorates (e.g. Americas Sub-Directorate). NCBs are INTERPOL offices or focal points which are key links between national law enforcement and INTERPOL services provided and maintained by each member state. The Americas Sub-Directorate's primary concern is supporting regional and national crime-fighting activities in the region by providing a broad range of quality operational and administrative services on a daily basis. INTERPOL-Americas does not manage situations or common threats in the region, it only pursues specific international criminals. INTERPOL has several cooperative agreements impacting the western hemisphere. It has one with the OAS General Secretariat to combat crime within the framework of the mission's assigned to them by member-nations. One also exists between INTERPOL and the Caribbean Customs Law Enforcement Council for mutual consultation, exchange of information and cooperation. These agreements jointly benefit organizations involved, and foster closer collaboration on transnational crimes. They also provide consultation on common policy issues and on matters of mutual interest. Although INTERPOL and the OAS agree on the exchange of information, the process is slow due to the lack of interoperable information technology systems.⁴⁴

⁴² <http://www.interpol.int>

⁴³ Interview with Stephen Johnson, Heritage Foundation Institute for International Studies, Senior Policy Analyst for Latin America, 21 Nov 2005

⁴⁴ <http://www.interpol.int>

EUROPOL or European Criminal Police Organization is the European Union's (EU) law enforcement organization that handles criminal intelligence to improve the slow and antiquated (no interoperability of information technology systems). effectiveness and cooperation amongst competent authorities of the EU's member-states in preventing and combating serious international organized crime and terrorism. EUROPOL supports law enforcement activities of member-states against illicit drug trafficking, illicit immigration networks, terrorism, forgery, human trafficking, illicit vehicle trafficking, and money laundering.⁴⁵

International Association of Chiefs of Police

The International Association of Chiefs of Police (IACP) is the oldest and largest organization representing law enforcement professionals from all over the world. It is a not-for-profit organization of over 19,000 members, whose mission is to lead and support the efforts of police administrators world-wide in advancing the science and art of police services. Since 1983, the IACP has served the needs of the law enforcement community by launching programs, conducting ground-breaking research, and providing exemplary services to its membership around the world. IACP holds several international conferences annually in Europe, Latin America, and the US. It also publicizes various research on a wide scope of issues, and produces a monthly publication to provide a venue for sharing collective expertise by contributing police agencies.⁴⁶

⁴⁵ <http://www.europol.eu.int>

⁴⁶ <http://www.theiacp.org>

CHAPTER IV – CONCLUSIONS AND RECOMMENDATIONS

*“Given the global scope of so many of the threats and challenges in today’s world, **one nation acting alone simply cannot solve or even manage them**....The freedom of action given up by acting multilaterally tends to be outweighed by the capacity gained to achieve shared objectives.”*

*- Bruce W. Jentleson, *The Washington Quarterly*, Winter 2003-2004*

Though Raul Benitez-Manaut, in his book *Mexico and the New Challenges of Hemispheric Security*, stipulates that more bilateral or sub-regional agreements, at the operational level, are more efficient than those on a multilateral security cooperative level,⁴⁷ the Americas can benefit from a regionally focused civil-military structure using interagency processes, to “operationalize” criminal intelligence (predictive analysis) in support of law enforcement investigations and operations to combat transnational threats while leveraging abundant bilateral and sub-regional treaties and accords in force today.

The idea of multilateral solutions to hemispheric and regional threats and challenges is elementary today, especially with nations’ reduction in or lack of manpower (police and armed forces) and resources (monetary and technological). According to Foreign Policy Magazine editor, Moisés Naím, wars against drugs, arms trafficking, intellectual property theft, alien smuggling, and money laundering stretch and may render obsolete many existing institutions, justice systems, military doctrines, weapon systems, and law enforcement techniques.⁴⁸ It is time to act on the countless, yet productive, discussions of increased cooperative security. OAS member nations have come to realize the potential benefits of a multidimensional, multi-disciplinary (civil-military) approach, as evident by the numerous discussions at various Ministerial summits and conferences. The Inter-American security framework is unstable due to many OAS treaties and numerous committees and mandates. Therefore, it is essential the OAS continues to strengthen its institutional architecture for security and defense.

⁴⁷ Benitez-Manaut, *ibid*, p. 18

⁴⁸ Naím, Moisés, *Foreign Policy Magazine*, Jan-Feb 2003

Although much advancement is needed along the realm of cooperation and trust between the military and law enforcement, especially in terms of sharing analysis, the author's vision of an Americas Criminal Police Organization (AMERIPOL) (see Annex1) can harness the efforts conducted by CICAD, CICTE, CIFTA, national programs, and the myriad of bilateral agreements. AMERIPOL can provide a centralized fusion center where the predictive analysis (strategic and operational) of criminal intelligence can serve the OAS and its members in support of hemispheric interests, yet provide expertise and technical support for investigations. One of the premises for an AMERIPOL structure was the understanding of current weaknesses of the contributions by some countries to hemispheric security. There are differences in institutional capabilities and organization, police systems, justice systems, intelligence systems, and defense structures.⁴⁹ This multi-language institution with a multi-agency approach would provide quick and secure information exchange, strategic-operational-technical-analytical support to investigations, improve public safety, promote intelligence-led policing, strengthen the rule of law, provide expertise and training, and most importantly, further institutionalize the concept of an Inter-American Cooperative Security System. It is long past time for a Europol-like organization in the Western Hemisphere because the nature of its problems is so complex that it requires national and international initiatives in coordinating efforts and not re-invent the wheel.

In the opening remarks at the 16th Annual INTERPOL Symposium on Terrorism in Lyon, France, 22-23 October 2001, Willy Deridder, Executive Director of INTERPOL, stated, an important topic for the General Secretariat (of Interpol) and member countries is the exchange of information. INTERPOL's success and its systems cannot function without the support of the General Secretariat and the information it receives from member countries. There are criminal areas such as the area of terrorism, and others, where the flow of information from members is insufficient. Information supply depends on many different factors, amongst which is the cooperation between law enforcement agencies, between the latter and intelligence services, and on relations with magistrates. These are all issues that need to be treated at the national level.⁵⁰ This issue is no different

⁴⁹ Benitez-Manaut, *ibid*, p. 26

⁵⁰ <http://www.interpol.int>

within the OAS' Inter-American Security System architecture. Colonel Nunez puts the AMERIPOL concept into perspective in terms of establishing the end result. The hemispheric security structure must transform itself from the Cold War collective defense framework to one that is flexible enough to adapt to the changing threats to our region. The Western Hemisphere has many commonalities. It should capture the shared values and interests. Preserving national policies and sovereignty is understood as being paramount. Safeguarding these principles is done by using effective controls to prevent any one state from dominating the agenda and controlling the missions. Each state's values must be respected and given a say as to whether to employ troops on a mission considered by the security structure. Without broad agreement on this, the security architecture loses legitimacy.⁵¹

WAY AHEAD

Similar to its Anti-Drug Strategy, based on the principles of shared responsibility, a comprehensive and balanced approach, and multilateral cooperation, the OAS should develop a more comprehensive strategy to provide strategic-operational support to law enforcement and intelligence agencies. This will allow for the needed capability of collecting and analyzing law enforcement and military intelligence in a coordinated fashion. Of course, the legislative foundation for intelligence oversight and sharing must be stipulated at the national level. Currently Brazil is revamping the intelligence community as an institution by designing an intelligence career path as a profession, and recruiting, training and educating skilled analysts. Brazil also has a decent joint oversight for intelligence between the military and the congress via a good legislative liaison program. Argentina passed intelligence legislation in 2001, and is currently engaged in a partnership with Trinidad and Tobago on analysis of terrorist indications and warning. Chile, Brazil and Uruguay have similar intelligence laws.

⁵¹ Nunez, Joseph, *ibid*, p. 30

Understood parameters: Countries must have faith in the integrity of this structure and the honesty of each participating member. Only through trust and understanding can one build a true partnership. Political will must come from the Heads of States, and they have to want an interoperable defense and security structure for the hemisphere. Without political will, there is no cooperation. Additionally, trust eases communication barriers. Building trust can be an important part of the cultural change which must occur to achieve improved intelligence sharing.⁵² Best practices should be shared, along with transparency of effort.

Recommendations for renewed multilateral information sharing:

- Create centralized law enforcement fusion centers: one in Mexico or Central America (El Salvador or Guatemala) to focus on Central American and Caribbean-centric threats; and a second site in Brazil or Colombia for South American-focused issues. The Central American Multinational Coordination Center currently in development can serve as an AMERIPOL center. The US DEA Drug Information Center in Colombia, with some mission expansion, can serve as the other center. These centers would not only provide senior officials with actionable intelligence, but the interagency process would provide timely early warning so preventive action can be taken. Multinational efforts and an interagency approach can yield positive results in combating drug trafficking, organized crime and terrorism.
- Develop a functional mandate for all forms of serious international crimes, as addressed by the UN and OAS, with linkages to current international agreements with other organizations such as INTERPOL and EUROPOL
- Institutionalize a formal Liaison Officer's Network as referenced in the OAS' Committee on Hemispheric Security's Plan of Action Against Transnational Organized Crime between member nations to build depth of security professionals for Latin America (current system is ad hoc); International Association of Chiefs of Police network is a great place to begin

⁵² Criminal Intelligence Sharing: A National Plan, IACP Intelligence Summit, Aug 2002

- Establish operational, strategic, and technical agreements among member states and other international police organizations on information sharing ; operational agreements include the exchange of personal data, strategic/technical agreements do not (Note: Canada and US have operational agreements with EUROPOL, and Colombia has signed a strategic agreement)⁵³
- Solidify legal frameworks for cross-border operational investigative support, yet maintain national sovereignties; training of magistrates, judges, and prosecutors are vital in this process
- Create capacity-building training by subject matter experts (SMEs) from member nations, with the assistance of the Sub-Secretariat for Multidimensional Security (SMS), such as intelligence mechanisms and information sharing initiatives between Argentina and Trinidad and Tobago; Spain’s expertise on port security and prosecutor training; Brazil’s national cyber incident centers; and international civil aviation and maritime expertise of Canada and US
- Develop police and judicial reforms—include specialized training on forensic evidence collection and crime scene processing, leverage ILEAs for specific training objectives
- Consider the new Sub-Secretariat for Multidimensional Security as the OAS’ oversight of AMERIPOL. It could also help coordinate regional efforts with the Committee on Hemispheric Security, a political entity. This brings the political and operational workforces closer together in unity of effort.
- Leverage member nations for their expert technologies to build upon a broader interoperable Information System to support AMERIPOL; US Southern Command’s AMERINET and JIATF-South’s CNIES could serve as the benchmark
- Develop a Criminal Intelligence Coordinating Council among the participating member nations to provide ongoing solutions to identify the need for sub-regional and regional coordinated, but nationally driven, criminal intelligence production and analysis, and information sharing processes for the promotion of public safety

⁵³ Interview with Henny de Valk, Europol Liaison Officer, Washington DC Europol Liaison Bureau

CONCLUSIONS:

The western hemisphere is one of the most “peaceful” in the world—there is no real force-on-force threat among neighboring nations. However, the region faces an old enemy, such as terrorism, but its interconnectivity or convergence with organized crime, as a more transnational asymmetric threat, requires closer cooperation with diplomacy. Though the Latin American countries are not ready, the hemisphere needs solid strategic will for cooperation. The hemisphere lacks unity of effort—to look at itself as one block—on matters concerning security, defense, and especially economically. Globalization and the growing economic interdependence have encouraged and promoted the transformation of crime beyond borders in all parts of the world. The security and defense of the hemisphere’s borders has been blurred by the enemy’s use of improved communications and information technologies, unrestricted mobility of people, goods and services across countries, and the emergence of a globalized economy. This has given rise to increased transnational crime and terrorism.

Many challenges face the Western Hemisphere as identified in the 2003 OAS Security Declaration adopted at the Special Security Conference in Mexico. OAS member nations must work together to fight illicit crimes, track possible terrorist travel and funding, and expose organized criminal networks who aid the activities carried out by terrorist individuals or groups. Today, the challenges require coordinated multilateral responses by governments in the hemisphere, and success will only come when officials move forward and act on the vision set forth in the Mexico Declaration at national, sub-regional, and regional levels. The task is to make the region’s security architecture more relevant and effective. The interconnectedness of criminal networks between state-level and international, gives impetus to the understanding and use of crime analysis to drive law enforcement operations and investigations. Employing an interagency approach can help, in the longer term, to clarify organized crime groups, both in terms of their structure and activities, and the degree of harm they cause.

More work is needed for the successful cooperative efforts in the Western Hemisphere to build regional security cooperation beyond separate national interests. Key to all this is continued dialogue. Establishing central focal points (fusion centers) will provide essential support to law enforcement and other agencies’ activities to fight

terrorism and other crimes. In terms of logistics, intelligence, and communications, the nations' armed forces can and do play a tremendous role in support of and cooperation with law enforcement and other agencies. As in the JIATF-South construct, the military plays a key role in the interagency process. It is critical to bear in mind that information and intelligence must be understood as force multipliers, and as such, the interagency process, when used correctly, is a powerful for any effort involving multilateral cooperation.

Moisés Naím essentially states governments have continued to fight the “five wars of globalization” in the same manner and are losing because of antiquated tools, inadequate laws, inefficient bureaucratic arrangements, and ineffective strategies.⁵⁴ Current multilateral institutions must be strengthened, not only with viable processes and procedures, but with a strong and united effort by the OAS member states to promote more effective multilateral organizations. As in the case with the US' post 9/11 attacks, the intelligence functions, military roles, and police officers all need rethinking and the ability to adapt to new realities. Institutional cultures between law enforcement agencies and the intelligence community must not prevent cooperation and information exchange. The continued security and defense of the hemisphere is at stake. Furthermore, the Western Hemisphere, collectively, needs to re-look itself as one entity, albeit very diversified, to compete on the world economic stage and to serve as a benchmark towards interagency cooperation among security and defense organizations. Policymakers should consider the concept of ownership in this process because sovereign nations are the only ones who can make a difference in the fight against the “five wars” described by Moisés Naím. Joint interagency processes with solid legislation would institutionalize efforts. A culture of interagency cooperation, however gradual, would create “strategic practitioners”, a cadre of diversified professionals from the military, economic and political experts, and cultural aspects to security.⁵⁵

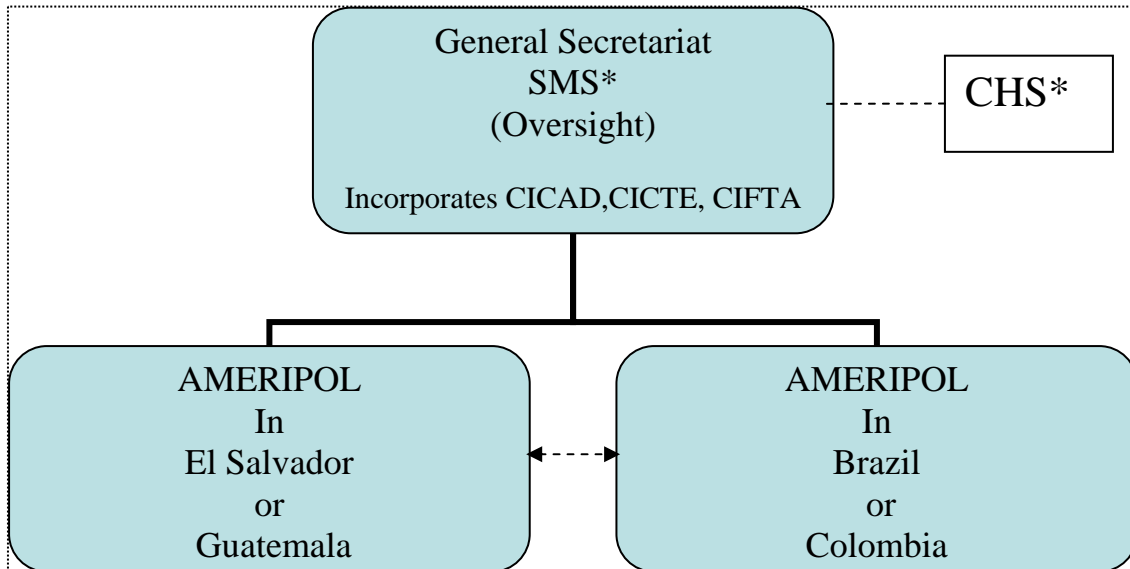
⁵⁴ Naím, Moisés, *Foreign Policy Magazine*, Jan-Feb 2003

⁵⁵ Gorman, Martin J., and Alexander Krongard, *Joint Force Quarterly Review*, Issue 39, 4th Quarter 2005, pp. 52, 57

AMERIPOL can harness the military, current interagency cooperative efforts like the regional drug centers of information and other national initiatives. AMERIPOL with perhaps a modified OAS structure can leverage international agencies, such as INTERPOL, EUROPOL, ILEAs, and IACP, to formulate a coherent, relevant and responsive multidimensional approach to the security and defense of the region. AMERIPOL's partnership building would also improve decision-makers' ability to receive and use actionable criminal intelligence to thwart organized criminal groups and terrorists. AMERIPOL could institutionalize information sharing among nations, drive strategic and operational law enforcement operations, and more importantly, would serve the hemisphere in the fight against the prescribed threats to its security.

ANNEX 1: OPERATIONAL STRUCTURE OF THE AMERIPOL

1.1 OAS Overarching Structure:



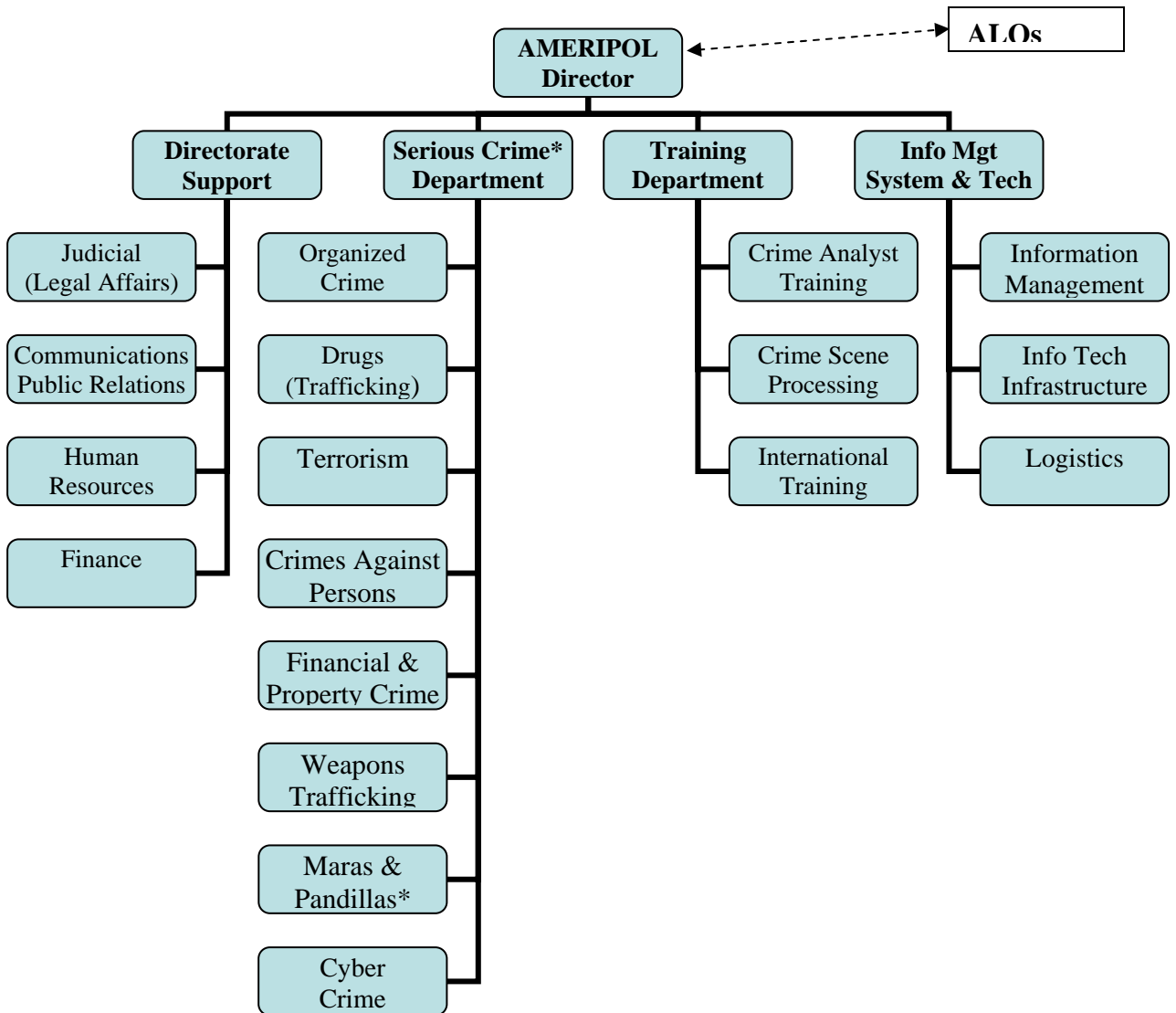
* **Notes:** AMERIPOL is the OAS' law enforcement organization that would handle criminal intelligence. Its aim is to improve the effectiveness and cooperation between competent authorities in preventing and combating serious organized crime and terrorism within the Americas. The mission of AMERIPOL is to make significant contributions to the OAS member-nations' law enforcement action against organized crime and other transnational crimes and terrorism.

* CHS is the OAS' Committee for Hemispheric Security. SMS is the Sub-Secretariat for Multidimensional Security.

AMERIPOL Functions:

- Facilitate the exchange of information according to national law between AMERIPOL Liaison Officers (ALOs)
- Provide analysis (strategic and operational) in support of operations
- Generate strategic reports (threat assessments) and crime analysis based on member-state input (information and intelligence)
- Provide expertise/technical support for investigation & operations with legal oversight

1. 2 AMERIPOL Organizational Chart:

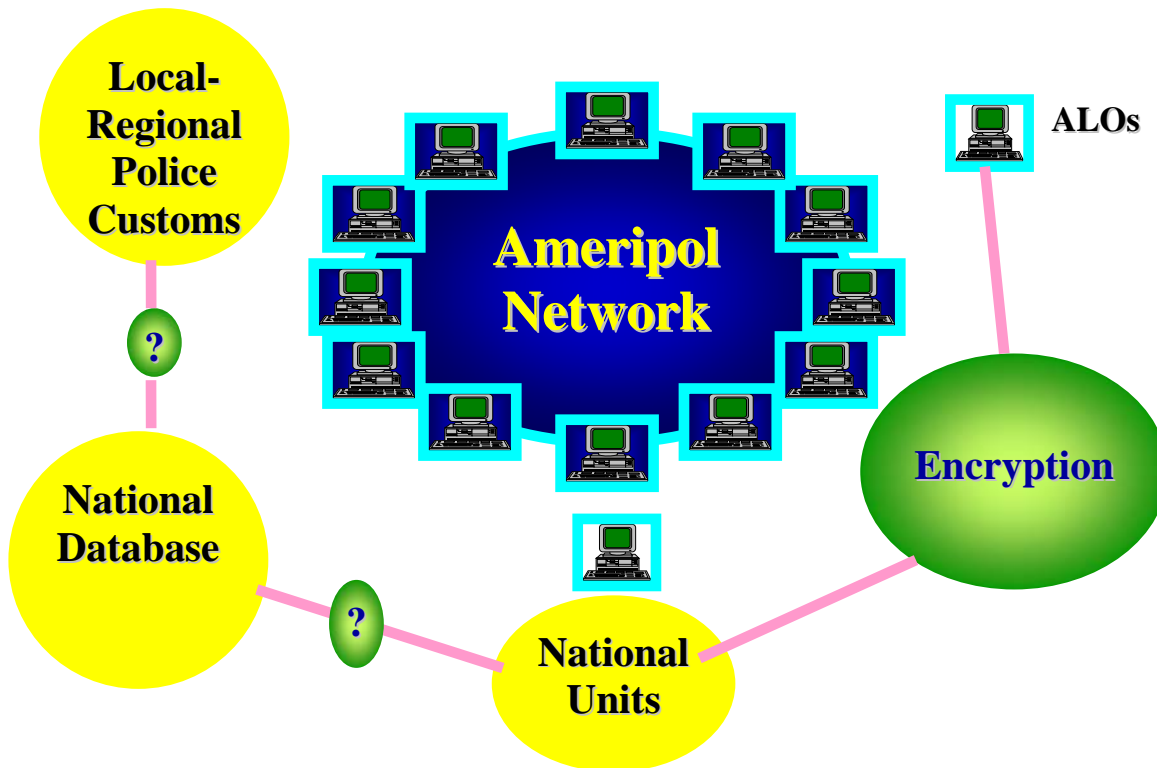


*** Notes:**

- Directorate would be appointed by the OAS General Secretariat
- **Serious Crime Department has analysts embedded in each subordinate unit to support investigations and operations—datamining capability to detect patterns (predictive and actionable analysis)**
- Maras/Pandillas Section in the Central American AMERIPOL Structure
- AMERIPOL Liaison Officers (ALOs) are national representatives (police, customs, immigration, security etc.); encryption used

1.3 AMERIPOL Information Flow:

Liaison Officers' Network (patterned after Europol example)



- Databases are dependent on national infrastructure; as previously mentioned, Brazil's INFOSEG program is the gauge for connecting systems at all levels (local, state and federal)

- Cooperating Nations Information Exchange System (CNIES) and Drug Information Centers' information flow could be used; integrated into AMERIPOL's Information System (IS), enabling automatic loading of data. EUROPOL's cross border crime data storage facility detects identical information. Facility types could be by Offence, Person, Means of Communication (i.e. cell phone), and Means of Transportation etc. Member States could load data, connect their national system to AMERIPOL's IS to transfer data automatically (safeguards in place). The IS would be designed to handle large volumes of data in a user friendly and reliable manner, and accessible to all users of OAS member states and AMERIPOL in their own language.⁶⁸

⁶⁸ Interview with Henny de Valk, Europol Liaison Officer, Washington DC Europol Liaison Bureau, 19 Jan 06

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