

# Airpower in the Interagency

## Success in the Dominican Republic

Lt Col S. Edward Boxx, USAF

*Harnessing the power of disparate organizations with different priorities and procedures is a daunting task.*

—Joint Publication 3-08

*Interorganizational Coordination during Joint Operations*

24 June 2011



Although the role of airpower in the interagency presents Air-  
men with unique challenges, it allows creative and innovative  
solutions for many of the problems facing joint task force  
(JTF) and combatant commanders. For many of today's officers who  
find themselves comfortable within their own service or joint military  
environment, the term *interagency* conjures images of working with  
reticent civilians within cumbersome command and control (C2)  
structures and ill-defined relationships. In fact, Joint Publication (JP)

3-08, *Interorganizational Coordination during Joint Operations* warns that “military policies, processes, and procedures are very different from those of civilian organizations. These differences may present significant challenges to interorganizational coordination. The various USG [US government] agencies often have different, and sometimes conflicting, goals, policies, procedures, and decision-making techniques, which make unified action a challenge.”<sup>1</sup> The fact that the military works within the interagency is not new, but as problems facing the United States become more complex, international, and multifaceted, we can expect the pressure on the interagency process to increase. Consequently, the Air Force must be able to employ airpower effectively during such operations. This article explores the best way to ensure Airmen’s effectiveness in the interagency by proposing the joint air component coordination element (JACCE) as a possible solution.

## Dominican Sovereign Skies: A Counter–Transnational Organized Crime Initiative

Transnational organized crime and illicit trafficking in US Southern Command’s (USSOUTHCOM) area of responsibility represents one such interagency issue. The command deems illicit trafficking “a significant threat to security and stability in the Western Hemisphere.”<sup>2</sup> How can airpower fit effectively into this process, especially in light of the daunting, nontraditional objectives blended within an interagency? For an answer, we need only look to Dominican Sovereign Skies, a counter–transnational organized crime (C-TOC) initiative that illustrates the JACCE’s role within the interagency task force.

The C-TOC mission in USSOUTHCOM’s area of responsibility offers just one example of the unconventional threats (e.g., illicit drugs, illegal weapons, threat finance, and human smuggling) that confront the United States.<sup>3</sup> Organizations such as Customs and Border Protection, the Drug Enforcement Administration, and the US Coast Guard are well versed in this mission; traditionally, however, the Air Force does

not include C-TOC among its core competencies or mission sets. The Joint Interagency Task Force South (JIATFS), the organization within USSOUTHCOM responsible for the C-TOC mission, “conducts inter-agency and international Detection & Monitoring operations, and facilitates the interdiction of illicit trafficking and other narco-terrorist threats in support of national and partner nation security.”<sup>4</sup> Controlling a joint operating area of 42 million square miles and primarily focused on the Western Hemisphere Transit Zone, the JIATFS includes a JACCE from the supporting air component. Before proceeding, this article now turns to the JACCE’s origins and its original *raison d’être*.

## Development of the Joint Air Component Coordination Element

First implemented during Operation Iraqi Freedom in 2003, the JACCE concept met the need for close coordination and support for ground forces after leadership decided that a ground campaign would initiate removal of the Iraqi regime.<sup>5</sup> Moreover, the specter of an unsuccessful operation still haunted Air Force planners. A year earlier during the ill-fated Operation Anaconda in March 2002, air and ground components failed to coordinate effectively. By introducing the JACCE concept, the Air Force sought to correct such air and ground planning problems. Since then, JP 3-30, *Command and Control for Joint Air Operations*, has defined the JACCE as a facilitator that integrates “joint air power by exchanging current intelligence, operational data, support requirements, and by coordinating the integration of [the joint force air component commander’s] requirements for [airspace coordinating measures], fire support coordination measures, [personnel recovery], and [close air support]. JACCE expertise should include plans, operations, [intelligence, surveillance, and reconnaissance], space, airspace management, air mobility, and administrative and communications support.”<sup>6</sup> JP 3-30’s inclusion of the JACCE in greater detail is to be commended, but the definition remains slanted towards conventional C2 structures rather than the expansive, complex, and unique inter-

agency mission. The JACCE concept not only has enabled effective airpower in the traditional task force structure but also has the potential to make an effects-based impact in the interagency.

An insightful review by the Air Force Inspection Agency in 2010 captured lessons learned from the JACCE in US Central Command's (CENTCOM) area of responsibility. Revealing the JACCE's potential for enhancing its capabilities, the study observed that

the current command structure in the CENTCOM [area of responsibility] creates seams that challenge the integration of airpower and place increased emphasis on the role of the [J]ACCE. . . . [Furthermore,] the effectiveness of . . . [J]ACCE teams has consistently improved with time. . . . [J]ACCE directors have been empowered with increased decision making authority . . . and have also been encouraged to accommodate supported commander requests, even if it means sacrificing airpower efficiency to do so.<sup>7</sup>

The Air Force can transfer these lessons learned to the interagency for the following reasons.

During either a homeland defense crisis or a humanitarian assistance / disaster relief scenario, the interagency will experience "seams" in its C2 structure. If CENTCOM, which has perfected its craft during more than 10 years of constantly using kinetic (traditional) airpower, still experiences C2 seams that warrant a JACCE, then imagine the seams created when an interagency task force stands up with little warning in a time of crisis. Most air components tasked to support an interagency task force or operation will not be colocated. In the case of the JACCE director at JIATFS, located in Florida, the supporting air component is Headquarters Air Forces Southern (AFSOUTH), thousands of miles and multiple time zones away in Arizona. The supported commander or interagency organization must be able to reach out to the JACCE team to integrate airpower solutions quickly and consistently. According to Gen Mike Hostage, former combined force air component commander in CENTCOM, C2 "in multiple joint operating areas does not allow the theater [combined force air component com-

mander] to stand side by side with each ground commander—a fact that has hampered discourse and cooperation with our joint partners.”<sup>8</sup> In the case of the joint interagency, the problem may not involve multiple geographical locations but the mission set. For example, when the JIATFS executes a singular C-TOC mission, the fact that it has a mission-focused JACCE allows the air component to effectively meet the demands of the supported task force commander. Not all task forces require a JACCE, but the air component must address whether or not such a need exists. Would a JACCE increase airpower effectiveness at the JTF or interagency headquarters?

A recent study of what made the JIATFS the “crown jewel” of the interagency noted that “liaisons from partner agencies are empowered by their parent organizations to make decisions that commit their agencies to action.”<sup>9</sup> In this Dominican example, the JACCE—armed with an understanding of commander’s guidance, intent, priorities, and acceptable risk—integrated airpower within the interagency. In other words, because the JACCE could make decisions and had in-depth understanding of the supported commander’s needs, it applied airpower effectively. Further, the JACCE construct suits the demands of the interagency model/culture because, regardless of the importance of airpower’s efficiency, it is not the overriding mantra for the JACCE’s director. Neither the interagency nor the supported task force commander wants to hear a rigid airpower response or dissertation on the proper use of airpower; rather, they want a capability matched to a requirement and a problem solved. It is paramount that the JACCE director be trained and have the experience to make those sorts of decisions. The director should also be familiar with the broad expanse of potential JACCE roles outlined in the latest version of JP 3-30, mentioned above. As the Air Force Inspection Agency observes, “[J]ACCE teams span the spectrum of operations from major combat to humanitarian relief,” perhaps making them the ideal airpower construct for integration within the interagency.<sup>10</sup>

## Case Study:

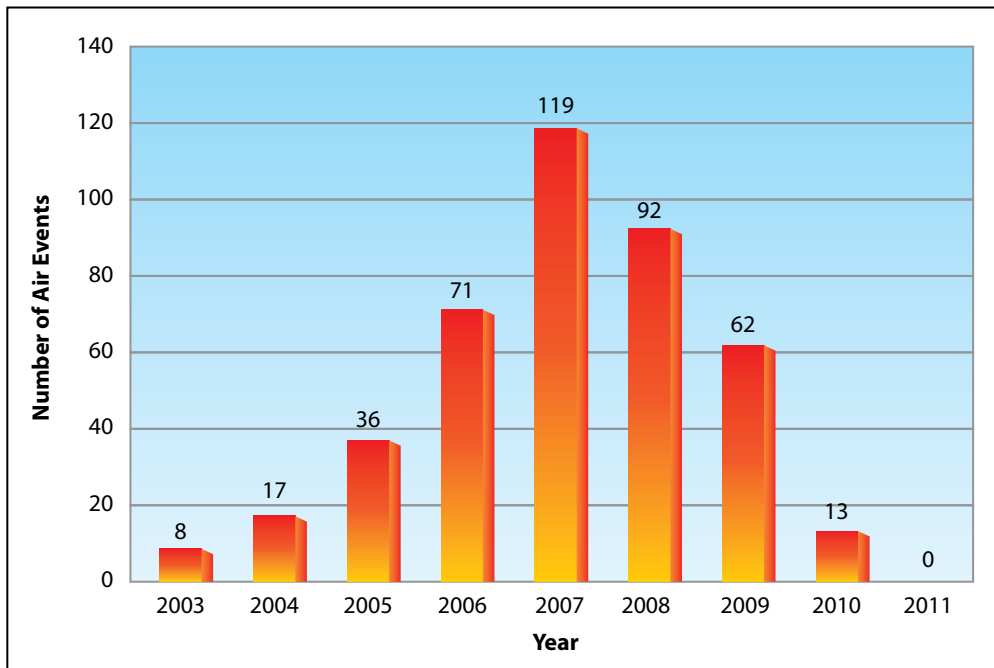
### The Use of Airpower in the Dominican Republic

Airmen readily comprehend the concept of air sovereignty and can apply it to great effect, as the ensuing case study of air success in the Dominican Republic makes evident. All interagency success stories begin with a combined effort involving diverse organizations. This particular joint interagency team effort included the US Department of State, the Dominican Air Force Mission, the JIATFS Dominican country liaison officer and a core of action officers, Air Force reserve instructor pilots, Drug Enforcement Administration agents, and USSOUTHCOM leadership.<sup>11</sup> Ultimately the Dominicans themselves deserve credit for eradicating illegal flights into their country, but the air component's role demonstrates the critical part that the JACCE can and should play within an interagency task force. The Dominican Republic's virtual elimination of illicit air trafficking and protection of its air sovereignty stand as prime examples of successful airpower application within the interagency.

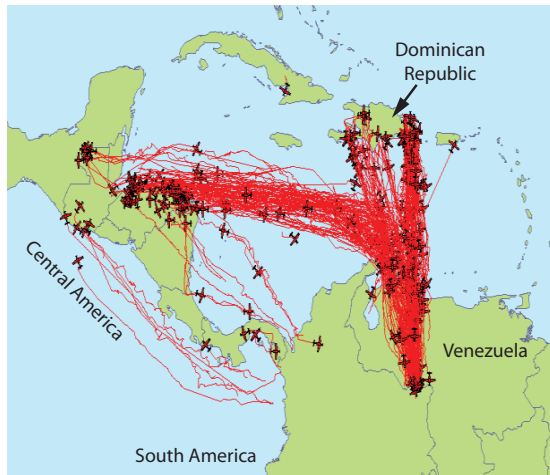
In 2003 the Dominican Republic experienced a rise in illicit drug movements by air, culminating with a peak of 119 events in 2007 (fig. 1). Aircraft taking off from South America would simply fly the few hours to the Dominican Republic, air-drop packages of cocaine, and then return to their point of origin. Almost 20 percent of this drug flows through the Western Hemisphere Transit Zone via air, and at one time nearly half of that air flow was destined for the Dominican Republic (fig. 2). Like traditional shipping companies, drug traffickers embrace the air conveyance because of its speed and control, versus the slower maritime mode, which could take up to weeks along a more circuitous and perhaps "unsupervised" route. The Dominican Republic's geographical position (near the US and European markets), political stability, and low cost of living make it a favored location not only for tourists but also for business-savvy criminal organizations. These factors help explain the crescendo of illicit air activity into the Dominican Republic until implementation of the Sovereign Skies initiative. Undoubtedly we



can point to the first intercept of an air track of interest by a Dominican A-29 Super Tucano (directed by an E-3 Airborne Warning and Control System [AWACS]) on 23 October 2010 as the watershed event of this initiative. No other aircraft has attempted to enter sovereign Dominican airspace from South America following that event (fig. 3). The drop-off of air activity has been nothing short of amazing.

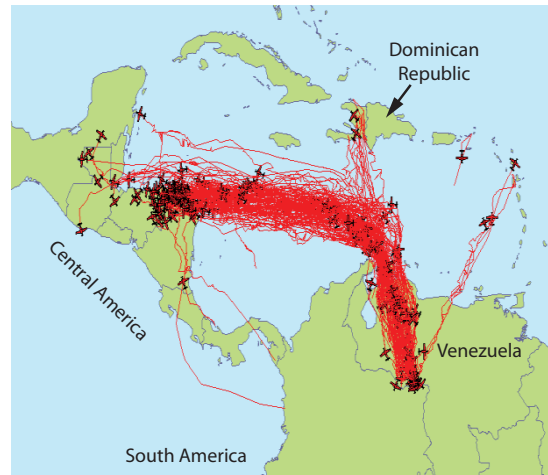


**Figure 1. Illicit air events into the Dominican Republic, 2003–11.** (Courtesy of Mr. Leif Konrad, operations analyst, JIATFS Analysis and Research Group, Key West, FL, 1 December 2011.)



**Figure 2. Illicit air events in 2009.**

(Courtesy of Mr. Leif Konrad, operations analyst, JIATFS Analysis and Research Group, Key West, FL, 1 December 2011.)



**Figure 3. Illicit air events in 2011.**

(Courtesy of Mr. Leif Konrad, operations analyst, JIATFS Analysis and Research Group, Key West, FL, 1 December 2011.)

The Sovereign Skies initiative began in 2009 as a three-tiered approach. That year, the Dominican Republic's air force (DRAF) purchased eight A-29 Super Tucanos from Brazil in order to stem the shipments of cocaine flown into the country. In parallel, the US Department of State explored the procurement of night-capable helicopters while the Dominicans themselves purchased Israeli-made radars and started building a new air C2 facility. Later in 2009, USSOUTHCOM tasked AFSOUTH "to develop an aerial training program for Dominican Republic Air Force A-29 pilots . . . to achieve air sovereignty within the Dominican airspace."<sup>12</sup> By any measure, this represented a daunting task: creating a tactical air force and establishing air sovereignty in a country that receives half of the illegal flow of drugs—and doing so with no identified funds or budget. But the JACCE within the interagency task force proved itself the ideal construct for enabling the air component to meet the challenge.

The DRAF—the last air force to fly the P-51 Mustang—has a proud tactical tradition, but because of an aircraft accident in 2000, it stopped



flying tactical aircraft (AT-37s) for nine years.<sup>13</sup> Understandably, as noted in figure 1, illicit flights increased during this time. Although the DRAF found itself flush with experienced pilots in 2009, they no longer possessed the tactical skills necessary to intercept a noncooperative small target at night. Although JP 3-30 does not include creation of tactical air forces for a partner nation or building partnership capacity as JACCE tasks, this vignette clearly demonstrates the impact of airpower within an interagency JTF.

### *Organization and Structure*

The air component commander at the time, Lt Gen Glenn Spears, identified the JACCE as the mechanism to tackle air sovereignty in the Dominican Republic, an observation that made airpower sense for a number of reasons. The JACCE comprehended the challenges of airborne illicit trafficking and understood the contributions airpower could provide to the supported JIATFS commander. The DRAF had just sent its first liaison officer to the JIATFS, thus colocating that officer, the JACCE, and the JIATFS staff. Moreover, the JACCE enjoyed correct staffing, including officers experienced in radar, C2, and tactical aircraft; enlisted C2 specialists; civilian radar analysts; and the ability to reach back for expertise from fighter instructor pilots. Clearly the JACCE was well suited to tackle Sovereign Skies. Additionally the use of terms like *air sovereignty* and *A-29 fighters* gave the JACCE what General Hostage refers to as “a seat at the table.”<sup>14</sup> According to JP 3-08, “The focal point for operational- and tactical-level coordination with civilian agencies may occur at the JTF HQ, the joint field office, the civil military operations center . . . or the humanitarian operations center”; in this case, the focal point resided at the JIATFS—the location of the JACCE.<sup>15</sup>

As reinforced in JP 3-08, “successful interorganizational coordination enables the USG to build international and domestic support, conserve resources, and conduct coherent operations that more effectively and efficiently achieve common objectives.”<sup>16</sup> The Sovereign Skies interagency team knew that any initiative presented to USSOUTHCOM

needed be lean and innovative—one that would yield results almost immediately.<sup>17</sup> The JACCE harnessed the diverse airpower resources necessary to implement an effects-based Sovereign Skies program and at the same time satisfy interagency concerns. Solutions included an A-29 fighter syllabus authored by US Air Force personnel and taught in Colombia where eight Dominican pilots learned the use of night vision goggles, formation flying, and intercept procedures with dissimilar aircraft such as the Colombian air force's C-560 tracker platforms. Creation of a career field in ground control intercept for the DRAF addressed the fact that its A-29s had no air intercept radar. Subsequent development of a syllabus for a course taught in Colombia produced five controller graduates who have returned to the Dominican Republic. At the same time, exchanges of numerous C2 subject-matter experts, radar site surveys, and integration visits to air operations centers took place. AWACS and A-29 aircraft conducted quarterly interoperability missions and crew certifications, resulting in more than 100 successful A-29 close-control intercepts directed by the E-3. Accompanied by the JACCE, DRAF leadership visited US fighter bases, witnessing air control and fighter operations and flying in F-16 intercept missions conducted by US Air Force ground control intercept. A DRAF A-29 cadre flew aboard an AWACS during actual C-TOC missions, observing firsthand the communications and coordination required for successful aircraft intercepts. Finally the JACCE displayed the enhanced Air Force–DRAF cooperation by coordinating an AWACS flyby during the 2010 International Caribbean Air Show held in the Dominican Republic.<sup>18</sup> Because of the number of agencies involved and the focus on overall air interdiction, the JACCE took the lead in planning and executing the Sovereign Skies initiative. As JP 3-08 points out, “Within the USG, military and civilian agencies perform in both supported and supporting roles. However, this is not the support command relationship described in Joint Publication 1, *Doctrine for the Armed Forces of the United States*. Relationships between military and civilian agencies cannot be equated to military command authorities.”<sup>19</sup> This observation proved especially true in the Dominican case study in that none of the

interagency organizations worked for each other; nevertheless, a JACCE is exceptionally capable of bridging those gaps between military and civilian agencies with regard to effective airpower.

### ***Results of Integrating the Joint Air Component Coordination Element***

Did airpower alone solve the problem of illicit flights into the Dominican Republic? Absolutely not. However, even though the exact calculus for success is not entirely clear, the air component had a profound effect. Substantial operations against networks of drug trafficking organizations (DTO) and increased anticorruption measures by Dominican authorities occurred simultaneously, but analysts highlight the incident of 23 October 2010 as a turning point for illicit air trafficking in the Dominican Republic. Furthermore, DRAF officers are convinced that Sovereign Skies' use of airpower made a definitive impact: "You only have to look in the skies of Santo Domingo, and you will see and hear our Super Tucanos on patrol. Every day *El Diario* [Dominican newspaper] publishes articles about training with the Colombians and the USAF. The DTOs know the Colombian Air Force A-29 pilots are some of the best in the world and USAF AWACS patrol the skies between Hispaniola and South America, and they are providing intercept control to our A-29s."<sup>20</sup> The benefits of a trained tactical air force have also increased cooperation within the Dominican counterdrug interagency. For example, Dominican patrol boats request air support through a simple text message that produces a DRAF A-29 on scene in a matter of minutes. On multiple occasions, based on interagency intelligence, A-29s have launched and intercepted maritime targets, subsequently vectoring nearby patrol boats for cocaine seizures and arrests.

No doubt the DTOs recognized the formidable task of flying cocaine into a country with an air force trained, equipped, and determined to preserve its air sovereignty. William Brownfield, US assistant secretary of state for the Bureau of International Narcotics and Law Enforcement Affairs, notes that "our measure of success will always be a couple of

years behind the reality on the ground . . . because drug traffickers and criminal organizations do not report their figures and statistics to government institutions.”<sup>21</sup> Consensus within the JIATFS, however, held that the environment for the DTOs simply became too difficult to fly cocaine into the Dominican Republic; the cost-benefit analysis of this particular business model revealed that flying to other locations, such as Central America, would be cheaper and easier. Moreover, Sovereign Skies made the DTOs change their conveyance from air to maritime—now targeted by the JIATFS and the Dominicans. As for the air component, it learned that pairing a highly capable C2 asset such as the E-3 AWACS with a partner nation’s air force can yield impressive results.

Admittedly, the precise effect of airpower in this scenario remains unknown. To ensure that the Dominican Republic does not revert to a destination of choice for DTOs, the JACCE continues to assist in C2 integration and oversees regular AWACS and A-29 crew certifications. Today every Dominican A-29 pilot sitting alert has been certified with AWACS-directed intercept control. As Rear Adm Charles Michel, the JIATFS director, declared, “Once the aircraft stopped flying into the Dominican Republic, I didn’t want them going back.”<sup>22</sup> One must note that illicit drug trafficking in this country has not diminished—just use of the conveyance. Drugs continue to enter the Dominican Republic, albeit either by “legal” commercial airline flights or by maritime trafficking, and the price of drugs on the streets of Santo Domingo has not significantly changed. Regardless, Sovereign Skies has effectively denied unrestricted access through the air domain.

## Conclusion

What can we learn from the Dominican case study? Answering this question involves addressing two others. Was the supported JTF commander satisfied? Was airpower effective within the interagency? The response to both is an emphatic yes. Rear Admiral Michel commented that “those red lines representing illegal air tracks mean something to me. That’s 20 percent of the cocaine flow and not something JIATFS

can ignore.”<sup>23</sup> Indeed, each of those illegal sorties carried approximately 300 kilograms of cocaine worth \$6 million (US).<sup>24</sup> In 2009, for example, these flights accounted for half a billion dollars worth of cocaine. Also from the JIATFS director’s perspective, the current lack of “red lines” or illicit aircraft into the Dominican Republic clearly shows the effect of joint airpower. Although measuring success within the interagency and judging airpower effectiveness is not always easy, the Dominican case demonstrates the dramatic impact of airpower applied correctly. Additionally, it underlines the necessity of placing a JACCE in the interagency, especially at the JTF. General Hostage adeptly relied on the JACCE within a geographical combatant command, but sometimes the task-focused JTF or interagency task force needs a JACCE. Take, for instance, the case of Maj Gen Garry Dean, former commander of Air Forces Northern. On a visit to the JIATFS in 2010, he wanted to better support the needs of the interagency in his area of responsibility (in this case, JTF-North, located in EL Paso, Texas) by using airpower or the air component as effectively as possible.<sup>25</sup> When he discussed this matter during a tour of the JIATFS, the JACCE responded unequivocally: “Send a JACCE to El Paso.” Indeed, General Dean subsequently named a JACCE to JTF-North; since then, coordination between the task force and air component has improved, and support for the task force has benefited from greater and more creative airpower support.<sup>26</sup>

The need for effective airpower at the JTF or within an interagency organization will not diminish but continue to grow and exert pressure on the C2 seams. We should examine existing interagency task forces or traditional task forces as opportunities for JACCE involvement. In the case of unplanned humanitarian assistance / disaster relief events such as earthquakes, tsunamis, and civil defense, we should determine during crisis-action planning whether or not to include a JACCE. For Airmen, the interagency at times conjures a byzantine process far removed from structured military operations, but the Dominican case study demonstrates how airpower can make a difference. The Dominican success illustrates a concept readily understood and studied by

Airmen—air sovereignty. Arguably, however, we can transfer this principle to any joint interagency task force or initiative. It is quite possible, for example, that an interagency cyberspace or counter-nuclear proliferation task force could include a JACCE that would effectively address the naturally occurring seams that impede the successful integration and employment of airpower. In sum, complex challenges to the national security of the United States likely will create greater emphasis on interagency solutions that will include skill sets singularly possessed by an Air Force JACCE. ★

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## Notes

1. Joint Publication (JP) 3-08, *Interorganizational Coordination during Joint Operations*, 24 June 2011, I-10-I-11, [http://www.dtic.mil/doctrine/new\\_pubs/jp3\\_08.pdf](http://www.dtic.mil/doctrine/new_pubs/jp3_08.pdf).
2. "Countering Transnational Organized Crime," United States Southern Command, accessed 4 April 2012, <http://www.southcom.mil/ourmissions/Pages/Countering%20Transnational%20Organized%20Crime.aspx>.
3. United States Southern Command, *Command Strategy 2020: Partnership for the Americas* ([Miami, FL:] USSOUTHCOM, July 2010), 6, [http://www.southcom.mil/aboutus/Documents/Command\\_Strategy\\_2020.pdf](http://www.southcom.mil/aboutus/Documents/Command_Strategy_2020.pdf). The term *threat finance* refers to systems and networks that adversely affect US interests by financially supporting illicit organizations and individuals such as terrorists and traffickers in drugs, weapons, and humans.
4. "Mission," Joint Interagency Task Force, accessed 4 April 2012, <http://www.jiatfs.southcom.mil/index.aspx>.
5. "The Role of the Air Component Coordination Element," Air Force Inspection Agency, 21 June 2010, <http://www.afia.af.mil/news/story.asp?id=123210289>.
6. JP 3-30, *Command and Control for Joint Air Operations*, 12 January 2010, II-15, [http://www.dtic.mil/doctrine/new\\_pubs/jp3\\_30.pdf](http://www.dtic.mil/doctrine/new_pubs/jp3_30.pdf).
7. "Air Component Coordination Element."
8. Lt Gen Mike Hostage, "A Seat at the Table: Beyond the Air Component Coordination Element," *Air and Space Power Journal* 24, no. 4 (Winter 2010): 18–19, [http://www.airpower.maxwell.af.mil/airchronicles/apj/apj10/win10/2010\\_4\\_05\\_hostage.pdf](http://www.airpower.maxwell.af.mil/airchronicles/apj/apj10/win10/2010_4_05_hostage.pdf).
9. Evan Munsing and Christopher J. Lamb, *Joint Interagency Task Force–South: The Best Known, Least Understood Interagency Success*, Strategic Perspectives no. 5 (Washington, DC: National Defense University Press, June 2011), 40, [http://www.ndu.edu/inss/docUploaded/Strat%20Perspectives%205%20\\_%20Lamb-Munsing.pdf](http://www.ndu.edu/inss/docUploaded/Strat%20Perspectives%205%20_%20Lamb-Munsing.pdf).
10. "Air Component Coordination Element."
11. Former AFSOUTH commander Lt Gen Glenn Spears and A-3 leadership allowed the JACCE enough latitude to pursue the Sovereign Skies initiative. Col Bruce Danskine and Mr. Ken Popelas, leaders of the 612th Theater Operations Group, encouraged creative use of



AFSOUTH assets and embraced interoperability with partner nations' air forces. Former JACCE directors Lt Col Ronni Orezza and Lt Col Mathew Enenbach assembled the initial stakeholders. Agent Mr. Brian Bonifant; tactical analyst Ms. Christine Mulder-Meira; Maj Eleanor Peredo, USAF; and Mr. Arnie Sierra and Mr. Guillermo Toca of the US Department of State spearheaded the effort within the Dominican Republic. Lt Col Jonas Reynoso of the Dominican Republic's air force; Maj Scott Jendro, USAF; Maj Adam Haughey, USA; and Mr. Richard Silva worked tirelessly from south Florida. F-16 instructor pilots Lt Col Michel Torrealday and Lt Col Eric Perlman at Luke AFB, Arizona, were absolutely critical. Their handcrafted syllabi and professional airmanship with the A-29 cadre helped create a tactical air force and strengthened US-Dominican ties. Mr. Hank Attanasio, Mr. Jim Knoll, and Ms. Linda Helper, along with Mr. Don Kelly from Air Combat Command, provided outstanding US Air Force counterdrug support. The AWACS C2 and close control ("bogey dope") continue as Sovereign Skies enablers.

12. USSOUTHCOM task order, subject: Dominican Republic Aerial Mobile Training Team Deployment, 24 March 2009.

13. Col Hilton Cabral, a friend and classmate in an Air Command and Staff College seminar, flew the last AT-37 mission. He survived an ejection after takeoff at San Isidro Air Base and later became the first A-29 squadron commander and DRAF A-3.

14. Hostage, "Seat at the Table."

15. JP 3-08, *Interorganizational Coordination*, xiv.

16. *Ibid.*, ix.

17. SOUTHCOM spent a total of \$800,000 in two years to gain air sovereignty in the Dominican Republic. Considering that the entire SOUTHCOM budget for fiscal year 2011 came to \$200 million, \$800,000 is a reasonable investment to rid a partner nation of illicit air traffic.

18. The AFSOUTH E-3 executed perhaps its first-ever Latin American flyby for the purpose of demonstrating US Air Force-DRAF cooperation and presenting the United States as a partner of choice. An estimated 2.2 million people watched the air show, making it the largest single event in the Dominican Republic. It even exceeded attendance at past carnivals and independence day celebrations. David Schultz Airshows LLC, air show coordinator, interview with the author, 30 March 2011.

19. JP 3-08, *Interorganizational Coordination*, xi.

20. Briefing, Lt Col Jonas Reynoso, DRAF, subject: Dominican Republic Sovereign Skies Brief to Counter Narcotics Trafficking Planning Conference, JIATFS, 17 November 2010.

21. "U.S. Diplomats, Interagency Officials Discuss Western Hemisphere Security," United States Southern Command, 9 November 2011, <http://www.southcom.mil/newsroom/Pages/U-S-diplomats-interagency-officials-discuss-Western-Hemisphere-security.aspx>.

22. Briefing, Rear Adm Charles Michel, JIATFS, subject: Air Component Campaign Plan Briefing by Interim AFSOUTH Commander Gen Jon Norman presented to Gen Douglas Fraser, 2 November 2011.

23. *Ibid.*

24. These amounts reflect Miami wholesale cocaine prices (\$20,000 [US] per kilogram).

25. The JIATFS is considered the best example of joint interagency cooperation and, as such, annually hosts more than 10,000 visitors who wish to learn about its successes. For more about the JIATFS as the gold standard for interagency cooperation, see Munsing and Lamb, *Joint Interagency Task Force-South*.

26. Details concerning increased air component support are sensitive, but the JTF-North commander now has US Air Force assets and capabilities he did not possess before inclusion of the JACCE.



#### **Lt Col S. Edward Boxx, USAF**

Lieutenant Colonel Boxx (BA, University of Texas–El Paso; MAS, Embry-Riddle Aeronautical University) assumed command of Detachment 2, Headquarters Twelfth Air Force, Naval Air Station Key West, Florida, in October 2009. He serves as director, Air Component Coordination Element–Joint Interagency Task Force South, responsible for integrating Air Force assets in the 42 million square mile joint operations area. A command air battle manager with 3,474 flight hours and an instructor and/or evaluator in the E-8C and E-3B/C aircraft, he has flown in numerous wartime, contingency, counternarcotics, and Joint Staff–directed operations, including Southern Watch, Provide Comfort, Tiger Rescue, Restore Democracy, Iraqi Freedom, Enduring Freedom, and Noble Eagle. Lieutenant Colonel Boxx was selected as an Air Force Fellow for 2012 and will soon join the faculty of the Washington Institute for Near East Policy.

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